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Under The Direction Of The

MARATHON TOWNSHIP PLANNING COMMISSION

And

**BOARD of TRUSTEES** 

MARATHON TOWNSHIP

LAPEER COUNTY, MICHIGAN

### Statement of Approval Page

(for future use)

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## Chapter One OVERVIEW

#### Introduction

This Chapter provides an overview of the Marathon Township Master Plan and the Master Plan's role, importance, preparation process, and principal policies. Understanding the fundamentals of the Master Plan will enable township residents and officials to appreciate the role it plays in ensuring the future welfare of the community, its residents and its resources.

#### What is the Master Plan?

#### **Purpose / Enabling Authority**

Just as individuals and families plan for their future well being, so must municipalities. This Master Plan is a "plan" – it is a specific tangible document consisting of text, maps, and figures that establishes a plan for how growth and associated land development should be guided to enhance the future welfare of Marathon Township.

The following key words and phrases can generally describe the Master Plan:

**FUTURE ORIENTED:** The plan concerns itself with long-range planning to guide and manage future growth and development, and the manner in which the township should evolve over the next ten to twenty years in response to growth, development and preservation interests.

**GENERAL:** The plan establishes broad principles and policies to address future land use and public services.

**COMPREHENSIVE:** The Plan is comprehensive in that it addresses all principal types of land use and the practical geographic boundaries of each.

**DYNAMIC:** The Plan is intended to be continually evolving in light of the aspirations of local residents, changing conditions in the township, and new strategies to manage growth.

This Master Plan was prepared by the Marathon Township Planning Commission under the authority of the Michigan Planning Enabling Act (P.A 33 of 2008, as amended).

#### **Purpose of the Master Plan**

Section 7(2) of the Michigan Planning Enabling Act (MCL 125.3807) provides:

The general purpose of a master plan is to guide and accomplish, in the planning jurisdiction and its environs, development that satisfies all of the following criteria:

- (a) Is coordinated, adjusted, harmonious, efficient, and economical.
- (b) Considers the character of the planning jurisdiction and its suitability for particular uses, judged in terms of such factors as trends in land and population development.
- (c) Will, in accordance with present and future needs, best promote public health, safety, morals, order, convenience, prosperity, and general welfare.
- (d) Includes, among other things, promotion of or adequate provision for 1 or more of the following:
- (i) A system of transportation to lessen congestion on streets.
- (ii) Safety from fire and other dangers.
- (iii) Light and air.
- (iv) Healthful and convenient distribution of population.
- (v) Good civic design and arrangement and wise and efficient expenditure of public funds.
- (vi) Public utilities such as sewage disposal and water supply and other public improvements. (vii) Recreation.
- (viii) The use of resources in accordance with their character and adaptability.

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This Master Plan is not a law or regulatory document, but a "policy plan" to be implemented through, in part, zoning and other regulatory and non-regulatory tools. For example, though the Master Plan is not a zoning ordinance, the Master Plan's recommendations and policies serve as a basis for updating the current Marathon Township Zoning Ordinance.

#### Zoning Ordinance Must be Based on a Master Plan

The Michigan Zoning Enabling Act, which provides Michigan municipalities with the statutory authority to adopt zoning regulations, stipulates that a municipality's land development regulations "...shall be based upon a plan designed to promote the public health, safety, and general welfare, to encourage the use of lands in accordance with their character and adaptability, to limit the improper use of land, to conserve natural resources and energy..."

The Marathon Township Master Plan addresses this statutory requirement and ensures a strong legal foundation for the Township's zoning regulations.

#### **Elements of the Master Plan**

This Master Plan consists of the following key components:

**Chapter One (Introduction)** presents an overview of the purpose and role of the Plan, the process followed in its preparation, key planning policies, and a summary of township conditions.

Chapter Two (Planning Issues, Goals and Objectives) presents important planning issues facing the township today, and associated goals and objectives that address these issues.

Chapter Three (Future Land Use Strategy) presents future land use policies.

Chapter Four (Coordinated Public Services) presents policies addressing the coordination of public services with the planned future land use pattern and the township's overall welfare.

**Chapter Five (Implementation)** presents key measures to effectuate the policies of the Plan.

**The Appendices** present an overview of existing conditions and trends in the township, addressing cultural features such as roads, land use, and public services (Appendix A); natural features such as soils, topography, and water resources (Appendix B); and

demographic features such as population growth, employment, and education (Appendix C).

## Importance and Application of the Master Plan

The importance and application of the Marathon Township Master Plan are demonstrated in: 1) the long-term interests of the township; and 2) the day-to-day administration of the township's planning and zoning program.

#### **Long Term Interests**

There are a number of interests shared by residents and officials today that can be expected to continue for years to come and be similarly shared by future residents and new officials. Some of these important interests include:

- · Protecting the township's rural character.
- Protecting the quality of life.
- Protecting the township's natural resources, including the Flint River, productive farmland, forest lands, wetlands, and wildlife.
- Minimizing tax burdens.
- Ensuring appropriate land use and adequate services to protect the public health, safety, and welfare of residents and visitors.
- Ensuring compatibility with the use and development of neighboring properties.

The Master Plan supports these long-term interests by providing a future-oriented strategy that seeks to further these interests. Chapter Two establishes goals and objectives, and Chapter Three establishes future land use strategies, to secure these and other long-term interests.

#### **Day-To-Day Administration**

In addition to furthering the long-term interests of the township, the Master Plan also plays an important role in the day-to-day planning and zoning efforts of the township:

- Advisory Policies: The Plan is an official advisory policy statement that should be readily shared with existing and prospective landowners and developers. The Plan informs all of the long term intentions of the township regarding land use and encourages development proposals more closely integrated with the official policies of the Plan.
- Regulatory Programs: The Plan establishes a practical basis for the township to revise, update, or otherwise prepare regulatory programs intended to ensure that the policies of the Plan are implemented.

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- Review of Land Development Proposals: Chapter Two includes a list of township goals and objectives which should be reviewed when consideration is given to future proposed rezoning requests, site plans, and related land use proposals, to further establish a record upon which the proposal can be evaluated. Chapter Three provides policies regarding the planned future land use pattern in the township valuable reference points upon which land use proposals should be evaluated.
- <u>Public Services Improvements</u>: The identification of a planned future land use pattern enables the township to prioritize areas in need of current or future public services improvements and plan accordingly. Chapters Four and Five provide important guidance in this area.
- Intergovernmental Coordination: This Plan provides the basis for township officials to communicate effectively with nearby communities, including Columbiaville, Otter Lake and surrounding townships, regarding both the impact of their planning and zoning actions and opportunities for mutual gain through coordinated land use and public services efforts.
- <u>Factual Reference</u>: This Plan includes a factual overview of relevant trends and conditions in the township. This factual profile can educate local officials and residents and aid in the review of development proposals, encourage constructive discussion of planning issues and policies, and serve as a base line for future studies.

#### **How the Plan Was Prepared**

The township adopted a master plan in 1995 under the Township Planning Act. The plan was amended in 2001. With the repeal of the Township Planning Act in 2008, replaced by the Planning Enabling Act (Public Act 33 of 2008), and the township's commitment to maintaining current policies regarding growth, development, and preservation, Marathon Township embarked on the development of a wholly new plan in the summer of 2012.

One of the first tasks undertaken by the township was the holding of a "Future Vision" Town Meeting. The purpose of the Town Meeting was to gain insight into some of the thoughts of local residents about current aspects of the township and aspirations for the future.

The Planning Commission's initial efforts were also directed at establishing a database about the Township for use during the planning process. This involved a review of physical and cultural conditions in the township including soils, topography, road

network, existing land use patterns, public services, and demographic characteristics.

The Planning Commission then directed its efforts to identifying important planning issues facing the community and established a set of goal and objective statements to address each and guide the development of the Plan.

Several alternative future land use patterns and strategies were then developed based on the data collected and the goals and objectives statements. The Planning Commission studied these alternatives and developed a concept upon which to base the policies of the Plan. The Planning Commission assembled a complete draft of the Plan suitable for presentation to the community. The Planning Commission held a public hearing on the draft Plan and subsequently finalized the Plan for adoption.

Throughout the development of the Plan, the township followed the procedural requirements of the Planning Enabling Act including notification of neighboring communities of its intent to prepare a plan, and the township's subsequent solicitation for input on the draft plan.

#### "Future Vision" Town Meeting Results

Aspects of the township about which participants were most **proud**:

natural features rural character sense of community farming and agriculture

Aspects of the township about which participants were most **sorry**:

poor cell/internet service road conditions public services lack of businesses recreation opportunities

**Future visions** of the township that participants found most important were:

aspects of growth and development farmland and agriculture recreation rural character and natural resources road improvements

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#### **Overview of Planning Policies**

This Plan presents a coordinated strategy that addresses growth, development and preservation. The Plan supports the continuation of Marathon Township as a predominantly rural and agricultural community.

The areas surrounding Otter Lake and Columbiaville are planned primarily for housing of a suburban and urban character provided adequate provisions are made for sewage disposal and potable water. The principal commercial nodes of the township are to be the intersections of Columbiaville Road and North Lake Road, and Otter Lake Road and Fostoria Road. Industrial activity is to be limited to the Washburn Road area in the proximity of the former gas scrubber facility (north of Sister Lake Road).

The balance and vast majority of the township is planned for agriculture and comparatively low density rural residential lifestyles.

Public services improvements are to be focused in those areas of the community where heightened growth and development are anticipated, most particularly in the areas surrounding Otter Lake and Columbiaville.

#### **Marathon Township Overview**

The following is a brief overview of Marathon Township. A more detailed review of the township's trends and conditions can be found in Appendix A, B, C, and D.

Marathon Township is a rural community of approximately 4,600 persons located in the northwest corner of Lapeer County in the central "thumb" region of Michigan's Lower Peninsula. The township is nearly square and covers approximately 32.6 square miles. The township fully surrounds the Village of Columbiaville in its south-central region and surrounds portions of the Village of Otter Lake in its northwest corner. The township is located seven miles northwest of the county seat of Lapeer (approximately 8,800 population) and 10 miles east of Flint (approximately 102,000 population) in Genesee County.

Regional access to Marathon Township is provided by I-69, I-75, M-24 and M-15. M-15 and M-24 travel within three miles of the township's western and eastern border respectively, and both intersect with I-69 nine miles to the south. I-75 intersects with I-69 in Flint.

Like the predominant character of the regional area, Marathon Township is characterized by abundant open spaces including farmland, woodlands, wetlands, several small lakes and portions of the 5,500-acre Holloway Reservoir, and the Lapeer State Game Area. The township is home to the convergence of the North and South Branches of the Flint River to form the Flint River, which feeds the Holloway Reservoir.

Agriculture accounts for approximately 40% of the township's acreage, and the Lapeer State Game Area and other woodland, wetland and open space areas account for an additional 33%. The balance of the township is devoted nearly entirely to scattered residences on parcels of primarily two to 10 acres along with several lake-based subdivisions. Commercial development is limited to several small businesses and there is no current industry.

The 2010 Census recorded 1,682 households and 1,283 families in the township. 96.4% of the township population was white and 64.9% of the households included a married-couple. The township's median age of 40.4 years is 1.5 years higher than that of the state as a whole.

A five member Township Board governs Marathon Township. Government administration and services are funded by a millage. The township receives fire protection through the Marathon Township Fire Authority with bases located in the Villages of Columbiaville and Otter Lake, and ambulance and emergency medical services are provided by Patriot Ambulance EMS. The township relies on the Lapeer County Sheriff's Department for police protection. The township owns and maintains a single cemetery. The township does not operate any parks but is home to a portion of the Southern Links Trailway (an between abandoned railroad right-of-way) Columbiaville and Millington, and includes portions of the Holloway Reservoir Regional Park operated by the Genesee County Parks and Recreation Department. There are no public school facilities in the township, the closest being elementary schools in Columbiaville and Otter Lake. There is no public sewer or water service in the township.

Chapter One: Introduction

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## Chapter Two PLANNING ISSUES, GOALS & OBJECTIVES

#### Introduction

The primary goal of this Plan is to establish a basis for future land use and public services. To effectively plan for the township's well being with regard to future land use and public services, it is necessary to identify important planning issues facing the community and clarify its long term goals and objectives. This chapter discusses important planning issues facing the Marathon Township community and presents associated goals and objectives.

#### Planning Issues, Goals & Objectives

A number of key planning issues are apparent today. These issues vary in scope and are clearly interrelated. The future quality of life and character of the township will be largely shaped by the township's strategy to address these issues.

Each issue presented in this Chapter is followed by a set of goal and objective statements. Planning goals are statements that express the township's long range desires. Each goal has accompanying objectives that are general strategies that the township will pursue to attain the specified goal.

#### The Importance of Goals and Objectives

- Marathon Vision: The goals and objectives provide current and future residents with an overview of the intended future character of the community.
- Shape Policies: The goals and objectives identify and outline the basic parameters that should be used in guiding land use and public services policies.
- Evaluate Development Proposals: The goals and objectives serve as references upon which future rezoning and land development decisions can be evaluated.

#### **POLICIES**

identify the strategy for future land use.



GOALS and OBJECTIVES shape the Plan's POLICIES.



### Goals

are Marathon Township's long range desires.



### **Objectives**

are ways Marathon Township can reach a goal.

Goals, Objectives, and Policies of the Plan

The planning issues and associated goals and objectives are divided into the following major categories:

- · Growth Management and Public Services
- · Community Character
- · Natural Resources and the Environment
- Farming
  - Housing
- Commercial Services, Industry and Economic Development
- Circulation
- Regional Coordination

The planning issues presented in the following pages are not intended to be all inclusive. Rather, they are presented as the primary issues that the community must address as it establishes a future for itself. These issues will evolve over time and should be reexamined periodically and the appropriate modifications made.

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The objectives listed on the following pages should not be interpreted as limitations on the township's efforts to reach its goals. The township's commitment to the following objectives does not preclude it pursuing other objectives that it determines are beneficial. In addition, the objectives listed are not time specific. The township may choose to act on certain objectives within a shorter time frame than others.

#### **Growth Management and Public Services**

Marathon Township is a very desirable place to live with abundant natural resources and open spaces; reasonable access to highways and nearby employment centers; an overall rural character; and the nearby retail and other urban services of Columbiaville and Otter Lake. It is reasonable to expect the township's overall positive growth during the past 30 years will continue once current statewide economic conditions improve.

The township's character and quality of life will be impacted by the way the township chooses to manage growth and development. Successful growth management includes minimizing unnecessary loss or degradation of natural resources including farmland, woodlands and water resources: coordinating the amount and rate of development with adequate public services including emergency services; accommodating growth and development in a manner that preserves the desired character of the community and its environmental integrity; encouraging economic development compatible with the character of the township; and ensuring compatibility between adjacent land uses.

It must be recognized that tax revenues dictate, in part, the extent and quality of public services. Although development will increase the township's tax base, the same development will place additional demands upon public services. Contrary to traditional planning wisdom, research has shown that development does not necessarily "pay its way," particularly as it applies to traditional single family residential development. Farming and commercial and industrial development has been shown to typically have a more positive impact upon the economic stability of a community. Maintaining the current quality of public services, let alone the pursuit of improvements, can be challenging.

<u>GOAL</u>: Guide future development in a manner that assures land use patterns compatible with public facilities and services and the cost-effective use of tax dollars, preserves the township's natural resources and rural character and minimizes conflicts between differing land uses.

#### **Objectives**

- Develop a rational land use strategy that provides an appropriately balanced scope of uses and which considers the constraints and opportunities presented by the township's natural features and public services and facilities.
- Preserve the township's natural resources in a manner that enables reasonable use of land while discouraging unnecessary destruction or loss of natural resources including farmland, woodlands, wetlands and water resources.
- 3) Work with Columbiaville and Otter Lake in the development and maintenance of coordinated planning policies including the identification of planned community services areas for the accommodation of more intensive land uses where heightened public services and infrastructure will be a priority.
- 4) Encourage forms of growth and development that minimize public service costs and adverse impacts to the community's natural resources, including higher intensity and compact forms of development in heightened public services and infrastructure areas.
- 5) Guide development into areas where public facilities and services have adequate capacity to accommodate the anticipated growth and increased development intensities, and/or where the provision or expansion of public facilities is cost effective.
- 6) Discourage public services improvements that will have the effect of encouraging development, or development at a rate beyond the township's ability to ensure adequate public health, safety, and welfare, or development in areas of the township not designated for such growth.
- Explore options to expand and enhance internet services including communications with local and regional service providers.
- 8) Wherever legally permissible, require new developments to pay the township for the direct and indirect public services costs associated with that development. These costs should not be imposed on existing residents except where public interests and benefits may be at stake.
- Continually monitor local attitudes about public facilities and services and provide regular opportunities for substantive public input on growth and public services issues.
- Separate incompatible land uses by distance, natural features, or man-made landscape buffers that adequately screen or mitigate adverse impacts.

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- 11) Evaluate rezoning petitions, site plans, and other development decisions according to the policies, goals and objectives of this Plan.
- 12) Update zoning and other tools to implement the Plan's policies, goals and objectives.

#### **Community Character**

Marathon Township is a community of varied character. Its predominant character can be described as quiet and rural. "Rural character" is a subjective quality, but is typically associated with an overall perception of limited development, and extensive open spaces. The township's rural character is largely shaped by abundant farmland, pockets of woodlands and wetlands, and the Lapeer State Game Area.

The township also includes several small suburban and urban pockets such as the settlement areas along Hemingway and North Lakes. Though these areas occupy a comparatively small portion of the community, they contribute to the overall fabric of the township and its character.

As one travels to the south-central and northwest areas of the township, where the municipal borders of the township, Columbiaville and Otter Lake become blurred, the township takes on a more urbanized feel. Traffic volumes are heavier, the rural open spaces are replaced with neighborhoods and areas of commerce, and there is a more "hustle and bustle" atmosphere.

The diversity of the area's character contributes to the area's desirability as a place of residence. The preservation of the township's unique character and identity is an important part of its long term welfare. Preservation efforts can protect property values, minimize negative impacts between adjacent land uses, and enhance the overall quality of life.

**GOAL:** Protect and enhance the character of the township in a manner that encourages a sense of identity, an overall rural character along with more urbanized pockets, and an atmosphere that defines the community as a desirable place to live.

#### **Objectives**

- Encourage development designed in scale with the immediate surroundings and the dominant rural character of the community, through reasonable standards addressing density, building size and height, and other development features.
- Introduce appropriately designed and landscaped signage along key entrances into the township, which highlight the township's identity and place within the region.

- 3) Encourage the placement of signs or markers at designated historic sites, buildings and areas, to highlight the historic resources of the township.
- 4) Work with Columbiaville and Otter Lake to emphasize, for the benefit of the public, the unique character of the region and the assets that each community offers in shaping the desirability of the area as a place to live and do business.
- 5) Encourage development which actively strives to preserve natural open spaces (woodlands, wetlands, and fields) as part of a development project.
- 6) Consider rural character preservation interests as one of the relevant factors in determining appropriate development densities throughout the township.
- 7) Encourage the maintenance of historically significant structures.
- 8) Encourage a structurally sound housing stock and the rehabilitation or removal of blighted structures and yard areas.
- Encourage the preservation of the township's natural resources including their visual character, environmental integrity, and recreational value.

See also "Natural Resources and the Environment" below for additional objectives addressing community character.

#### **Natural Resources and the Environment**

cannot speak of community character Marathon Township preservation in without acknowledging the tremendous impact its natural resources play in defining the community's character. These resources include its abundant farmland, the Holloway Reservoir and its other lakes, the Flint River and its North and South Branches, the Lapeer State Game Area and other forest lands of upland and lowland character, and scattered wetlands. These elements are important in shaping the character of Marathon Township but also provide environmental roles including wildlife habitats, flood control, water purification, groundwater recharge, and air quality enhancement. These same resources play a fundamental role in recreation in the community including hunting, hiking, boating and swimming. Residents strongly support the preservation of the township's natural resources.

Increased environmental knowledge, awareness, and education, when incorporated into a comprehensive planning strategy, can minimize the potential for environmental degradation.

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**GOAL:** Preserve the integrity of the township's natural resources including its streams, lakes, wetlands, woodlands, farmland resources, and groundwater.

#### **Objectives**

- Document and periodically update resource inventory data such as water bodies and drainage courses, wetlands, woodlands, and sites of contamination, for use in land planning studies and land use and development decisions.
- 2) Encourage land development that actively strives to preserve natural open spaces as part of the development plan and recognizes the importance of preserving environmental corridors across multiple parcels and the community as a whole.
- 3) Ensure that the quantity and quality of new development does not unreasonably create increases in air, noise, land, and water pollution, or the degradation of land and water resource environments including groundwater.
- 4) Develop and periodically update locallyenforceable regulations addressing all forms of extraction of minerals from the ground including sand, gravel, oil and gas, to ensure public health, safety and welfare in regard to exploration, operation and termination practices, and carefully review extraction applications for compliance with such regulations.
- 5) Discourage the expansion of public utilities into areas dedicated to resource protection.
- Guide more intensive land uses away from environmentally sensitive areas and important natural features.
- Ensure that all development is in compliance with applicable local, county, state, and federal environmental regulations.
- 8) Review proposed development in light of its potential impact upon on-site and regional natural resource areas.
- 9) Educate the public about measures that help to protect the environmental integrity and recreation value of water resources including management of yard waste and fertilizer use, minimizing impervious surfaces, maintenance of shoreline vegetation, avoidance of erosion, and properly operating septic systems.
- 10) Educate the public about waste management and the township's fundamental reliance upon groundwater resources for potable water supplies and the potential detrimental effects of irresponsible land use and development practices including improperly functioning septic systems.

#### **Farming**

Farming has always been part of the Marathon Township landscape since its settlement. Today, it occupies approximately 40% of the township's land area. There exists a demonstrated and increasingly critical need in the state for land devoted to agricultural use. Farm operations produce the food and fiber that our society relies on as well as the society of other countries. Agriculture has long been recognized for contributing to the economic stability of local communities and is a leading industry in Michigan. Farmland has been found to be one of the few land uses in rural areas that typically produce more revenue than the cost to provide such land with public services.

However, competing land uses, particularly residential uses, frequently result in escalating land prices that undermine the economic viability of local farm operations. This is especially critical for the next generation of farmers who may not be able to afford to buy farmland or otherwise maintain an existing family farm. In addition, land use conflicts between farm and non-farm residents frequently heighten as residential encroachment increases.

The importance of farmland preservation is illustrated by the considerable attention the matter has received by the state legislature during the past ten years including the authorization of the purchase of development rights (PDR) and the transfer of development rights (TDR). Both PDR and TDR provide landowners the opportunity to realize the development value of their land without having to actually develop it. Under both programs, all other private property rights remain intact. The protected land remains in private ownership and can be sold to anyone at any price. However the land must be maintained in an open space status.

Ultimately, effective farmland preservation is dependent upon the management of the number and size of new non-farm lots, to avoid excessive encroachment and the wasteful conversion of excess tillable land for each home site.

The township recognizes the economic and other challenges facing the local farming community. The township also recognizes the economic benefits of local farming not only for their productive capacity and contribution to the local economy, but for their limited demand on public services, infrastructure, and township revenues. The challenge before the township is to encourage farmland preservation while, at the same time, ensuring the farming community reasonable alternatives should interest in the pursuit of agricultural operations dwindle.

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**GOAL**: Encourage the continuation of local farming operations and the long-term protection of farmland resources.

#### **Objectives:**

- 1) Identify areas that are supportive of long-term farming and designate such areas for agriculture as a primary use.
- Minimize potential land use conflicts in designated agricultural areas by limiting the encroachment of non-farm land uses while similarly providing flexibility for the conversion of some farmland to reasonable alternative uses.
- Discourage the wasteful consumption of farmland resources due to unnecessarily large residential lot size requirements, while still exploring other options for managing the extent of new residences in agricultural areas.
- 4) Support P.A. 116 farmland preservation agreements.
- 5) Explore the viability of a voluntary PDR or TDR program in the township.
- 6) Discourage the extension of municipal utilities (such as sewer and water) into designated agricultural areas.
- 7) Minimize obstacles to the farming community that unnecessarily hinder local farm operations and "value-added" income sources, such as agritourism, farm markets, corn mazes, and other revenue generating activities that do not cause unreasonable impacts on surrounding properties.

#### Housing

Residential development will likely be the major land use change in the coming ten to twenty years and it will have the greatest long-term impact on the township's natural resources, demand for public services, and overall community character.

Marathon Township is interested in providing reasonable options for additional and varied housing opportunities. Opportunities for rural and suburban residential lifestyles are plentiful as soil conditions generally support home sites of approximately one acre or more in size. The lack of municipal sewer and water significantly limits opportunities for more varied and affordable housing. However, private community sewer systems may be a reasonable alternative in some instances.

Not only does the establishment of suburban and urban development areas facilitate varied housing opportunities to meet the varying housing and lifestyle needs of current and future residents, it also limits the extent of residential encroachment into less

prudent areas such as forest lands and farm areas. In addition, research has documented that higher density housing, including multiple family development, typically has lower public services costs than less dense single family suburban housing.

Whether of low or higher density, the proper placement and design of residential areas is critical if such development is to have limited impact upon the character of existing residential areas, the community's dominant rural character, and the cost-effective delivery of public services.

If Marathon Township's population grows by 500 persons by 2030, approximately 250 acres of farmland and other undeveloped land would require conversion to residential use to accommodate the additional 185 dwellings (based on an average lot size of 1.0 acre and a household size of 2.7 persons). However, the same 185 dwellings can consume as much as 2,000 acres or more if located on large lots of five to ten acres or more in size. This less efficient development pattern can dramatically accelerate the rate at which the township's farmland and other natural resources are converted to residential use including accessory yard/lawn areas. It must also be recognized that small acreage zoning across the township without any density limitations, such as one acre zoning, provides for a build-out population (the population resulting from all land being developed at a density of 1 dwelling per acre, exclusive of wetlands and future road rights-of way) approaching 10,000 dwellings and 25,000 persons. Such a growth pattern will have dramatic effects on community character, natural resources, taxes, and public services demands.

**GOAL:** Provide a healthy residential environment in which persons and families can grow and flourish, and which recognizes the opportunities and constraints of the township's public services and natural features, and preserves the overall rural and single family housing character of the community.

#### **Objectives:**

- 1) Encourage the continued dominance of single family housing of an overall low density.
- 2) While maintaining single family housing of an overall low density as the primary housing option, provide opportunities for alternative housing to meet the varying preferences of current and future residents, including small lot single family dwellings and multiple family housing.
- 3) Coordinate higher density housing areas with locations that have greater access to improved thoroughfares, necessary public services, and

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within walking distance of consumer services including Columbiaville and Otter Lake.

- 4) Discourage strip residential development along the frontage of existing county roads such as Columbiaville Road, Marathon Road, North Lake Road, and Otter Lake Road, to minimize traffic safety hazards and congestion and preserve the existing rural character of the thoroughfares.
- 5) Encourage innovative residential development that incorporates in the site planning process the preservation of on-site natural resource systems and open spaces, and the preservation of the township's rural character.
- 6) Encourage opportunities for special housing for senior citizens to enable their continued stay in the township, including apartments, assisted living arrangements, retirement centers, and nursing homes.
- 7) Encourage a housing stock that ensures affordable housing to all, including starter homes and multiple family dwellings, while also ensuring all dwellings are of appropriate design to complement nearby conditions and the community as a whole.
- 8) Discourage uses and structures in residential areas that undermine the residential character and peacefulness of such areas, such as commercial encroachment, or increases conflicts between landowners such as accessory buildings of excessive size or inappropriate location.
- 9) Encourage the rehabilitation of blighted homes and properties.

## Commercial Services, Industry and Economic Development

Traditional commercial development in Marathon Township is limited, comprised principally of a ministorage facility, tavern, and auto parts supplier. These businesses are located on Columbiaville Road between North Lake Road and Columbiaville. Industry is not currently present in Marathon Township. A gas scrubber was previously in operation on Washburn Road (near Ferrand Road) but now sits abandoned.

The absence of traditional commercial and industrial activities is not surprising. The township exhibits conditions that do not support such activity including the lack of public sewer and water, a limited population base, and the presence of Columbiaville and Otter Lake and the enhanced services within the villages. Industry frequently relies on immediate proximity to a highway interchange and a strong year-round employment base. In addition, other

regional urban centers present more appealing opportunities.

Residents participating in the preparation of this Plan did not support significant expansion of commercial or industrial activity. Nearly all present and future township residents will be within two miles of the day-to-day commercial services available in Columbiaville and Otter Lake, and pass through other urban centers on their daily commutes.

Conditions suggest any future commercial or industrial activity be of a comparatively limited and low intensity character, minimizing demands on public services and the township's road infrastructure.

However, it must be recognized that commercial and industrial development can improve the community's overall economic stability and provide additional local employment opportunities. Economic development efforts need not challenge the viability of Columbiaville's or Otter Lake's business district or undermine a healthy natural environment. Economic development efforts can strive to capitalize on unique assets of the township. These assets include but are not limited to the Lapeer State Game Area, the Holloway Reservoir, the Southern Links Trailway, the township's agricultural industry, and its rich rural character that can support more specialized commercial endeavors able to be incorporated into the rural landscape such as campgrounds and riding stables.

The viability of future commercial development of a more traditional character within the community is directly linked, in part, to access, visibility, proximity to activity areas, and improved levels of public services such as road infrastructure. To this end, and to the extent additional commercial development of a more traditional character is accommodated, such development should be directed toward the Columbiaville and Otter Lake area.

**GOAL:** Provide for limited commercial and industrial expansion, comprised of uses of a small scale and limited intensity, while also encouraging economic development through specialized uses that capitalize on the township's special resources and rural character.

#### **Objectives**

- Focus industry and new traditional commercial development of a retail, service, office and similar character, toward the Columbiaville and Otter Lake areas.
- 2) Encourage traditional commercial development near the villages to replicate the traditional village

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downtown character including window store fronts along the road frontage, on-street parking or otherwise to the rear, complimentary architectural styles, and measures to encourage an inviting pedestrian character.

- 3) Encourage commercial and industrial development that may occur in more outlying areas of the township, away from the villages, is in character and scale with the township's rural character and surrounding land uses, considering such features as building size and height, architectural design, setbacks, signage, landscaping and screening, and open spaces.
- 4) Limit commercial uses to those that cater to local consumer needs, or are otherwise of a character that do not generate excessive traffic levels and demands for public services.
- 5) Limit industrial uses to those which are predominately characterized by assembly activities and similar "light" operations that do not require the processing of raw materials or added levels of public services, nor negatively impact surrounding land uses and the community as a whole.
- Encourage industrial uses within industrial park setting, characterized by ample open spaces, landscaping, and buffering.
- 7) Encourage economic development through the marketing of the special assets of the greater Columbiaville area including the township's rural character and recreation opportunities, and encouraging uses that facilitate tourism and other opportunities for revenue.
- 8) Encourage economic stability, including the development of local tourism, in a manner that balances development with the preservation of the township's natural resources.
- 9) Discourage disruptive commercial and industrial encroachment into residential areas.
- 10) Maintain reasonable controls on commercial and industrial uses such as noise, odors, glare, vibration, and similar operational features.
- 11) Provide opportunities for home-based occupations under conditions which will support the desired character, appearance, and quality of life for surrounding residential areas.

#### Circulation

As new residential and non-residential land uses are introduced into the township, demands on the roadway network will increase. Even low density residential development can significantly increase local traffic levels, and unpaved roads can accommodate only limited levels before they necessitate constant and costly maintenance. Increased traffic demands can be minimized through the coordination of road improvements with the planned future land use pattern and designated growth and development areas. The extent to which higher density and intensity land uses, including commercial and industrial uses, are in comparatively close proximity to improved thoroughfares will minimize future maintenance costs and traffic levels along other roads.

Maintaining adequate vehicular circulation is not solely dependent on the road system itself. The future pattern of residential lot splits and subdivisions will have a significant impact upon the functioning of the township's roads. Residences "stripped" along the existing county road frontages can be debilitating because: 1) the increased number of driveways directly accessing the county roads increases the level of congestion and safety hazards along these corridors; 2) travel times are increased; and 3) the township's rich rural panoramic views of woodlands, fields, and other open spaces, as experienced from the roads, may be reduced to images of driveways, cars, and garages.

Providing bicycle, pedestrian and other non-motorized means of travel within and between communities has long been identified as a key component of community circulation and improving quality of life. In addition, the past 20 years have witnessed an unprecedented surge in interest in trail systems on the local, state, and federal level as their value gains greater understanding. The Southern Links Trail is an example of this. Such trails can limit the reliance on the automobile, improve the health of local residents, and improve the quality of leisure time.

GOAL: Maintain a transportation network throughout the township that encourages efficient and safe travel, by vehicular, pedestrian, and other non-motorized modes, consistent with the rural character of the community and coordinated with the planned future land use pattern.

#### **Objectives**

 Identify priority road segments for systematic maintenance and improvement, based upon the planned future land use pattern and existing and projected traffic patterns.

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- Discourage high-traffic generating land uses and development patterns along the township's secondary roads.
- Pursue access management measures to minimize the potential for traffic congestion and safety hazards, including limitations on the number, size, and shape of new land divisions and limitations on curb cuts.
- 4) Encourage future residential lot split patterns that maintain the integrity of the township's roadway network and rural character.
- 5) Work with the Lapeer County Road Commission to discourage road improvements that will increase growth and development pressures in areas of the township not specified for such growth.
- 6) Encourage the inclusion of pedestrian/bicycle paths in association with new residential subdivisions and non-residential development to facilitate safe and convenient non-motorized movement.
- Encourage the linking of residential and commercial centers through pedestrian and bicycle trails.
- 8) Maintain communication and cooperative efforts with the Lapeer County Road Commission to improve opportunities for safe non-motorized travel along all road segments.

#### **Regional Coordination**

Marathon Township exists within a regional network of communities, none of which are islands unto themselves. Marathon Township fully surrounds Columbiaville and portions of Otter Lake, and abuts the principal townships of Watertown, Deerfield, Oregon and Richfield. Marathon Township and nearby municipalities can greatly benefit by cooperatively pursuing common goals in the areas of land use and public services where mutually beneficial. Planned land uses, public services and preservation efforts should take into consideration conditions in these abutting communities. Land use planning efforts should seek to establish a land use pattern compatible with surrounding conditions provided the goals of the township are not undermined.

**GOAL:** Guide future development and public services in a manner that recognizes the position of Marathon Township within the larger region and the mutual impacts of local planning efforts.

#### **Objectives**

- 1) Where practical, identify a planned future land use pattern that seeks to ensure compatibility among land uses along municipal borders.
- Encourage the vitality of downtown Columbiaville and Otter Lake through appropriate restrictions on the character and extent of commercial uses in the township.
- 3) Maintain a meaningful communication program with area municipalities and county agencies to discuss local and area-wide public facilities and services needs, land use conditions and trends, preservation goals and objectives, planning issues including vehicular and non-motorized modes of travel and recreation, and mutually beneficial strategies to address short and long-term needs.

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## Chapter Three FUTURE LAND USE STRATEGY

#### Introduction

Marathon Township's principal planning components are contained in the Future Land Use Strategy, as discussed in this Chapter Three, and Chapter Four, Coordinated Public Services. The Future Land Use Strategy identifies the desired pattern of land use, development and preservation throughout the township. Chapter Four presents guidelines regarding public services to help ensure that future public services are coordinated with the planned land use pattern, and the achievement of the Plan's goals and objectives.

The Future Land Use Strategy consists of policies addressing future land use and development in the township. Implementation of these policies rests, in part, with the regulatory tools of the township — most importantly the Marathon Township Zoning Ordinance. The Zoning Ordinance regulates the type, location, and intensity of land development. The township may use other tools to further the implementation of the policies of this Plan. Chapter Five discusses implementation of the Plan in more detail.

The foundation on which the Future Land Use Strategy is rooted is the goals and objectives in Chapter Two, based in part on public input. These include the desire to guide future development in a manner that ensures land use patterns compatible with public facilities and services, the cost-effective use of tax dollars, the preservation of natural resources and the rural character of the community, and compact development where it is of a higher intensity. The Future Land Use Strategy is based upon an analysis of the township's natural and cultural features such as community attitudes, road network, and existing land use patterns. Also considered were nearby conditions in neighboring municipalities. The opportunities and constraints presented by these features were evaluated in the context of the goals and objectives in Chapter Two to arrive at a planned future land use pattern.

#### **Planning Areas**

The Future Land Use Strategy divides the township into "planning areas" and identifies the predominant land use pattern planned for each. These areas collectively formulate the planned land use pattern. These areas are as follows:

- · Agricultural / Rural Residential Area
- Suburban Residential Area
- Commercial Area
- · Washburn Industrial Area
- Resource Conservation Overlay Area

It is not the intent of this Plan to identify the specific land uses that should be permitted in each of these Areas. This Plan presents broad-based policies regarding the dominant land use(s) to be accommodated in each. Specific permitted land uses will be determined by the township's zoning provisions, based upon considerations of compatibility. There may be certain existing land uses that do not "fit" with the planned future land use pattern. This should not be necessarily interpreted as a lack of township support for the continuation of such uses. Zoning regulations will clarify this matter.

Boundaries: The boundaries of the planning areas are illustrated on the Future Land Use Map. The map depicts the boundaries in more detail than the explanatory text in this chapter. There is frequently room for discretion at the exact interface between the boundaries of two planning areas and appropriate uses at these points of interface. However, the approximate boundaries presented in this Plan have been considered carefully. Significant departures are discouraged strongly except for unique circumstances and only when the public health, safety and welfare will not be undermined. Neither the Future Land Use Map nor the explanatory text of this chapter is intended to stand on its own. Both the policy discussions and map are inseparable and must be viewed as one.

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<u>Densities/Private Sewer Systems</u>: The discussions of each planning area that is intended to accommodate residences include policies about appropriate maximum development densities. Private community sewer systems are not to serve as a basis for development patterns and densities contrary to the policies presented.

#### Agricultural / Rural Residential Area (A/RR)

The Agricultural / Rural Residential Area (A/RR) includes the vast majority of land in the township. The A/RR Area is comprised nearly entirely of farmland and farming operations, and scattered residences, in addition to upland woodland areas associated with farm and residential parcels. The intent of the Area is to provide opportunities for farming and encourage the preservation of farmland resources and the longterm viability of local farming, while also providing opportunities for low-density residential development in a predominantly rural setting that encourages the preservation of natural resources and other open spaces. The A/RR Area is established in recognition of the importance of agriculture and the importance of encouraging the preservation of farmland resources and viable farm operations. Agriculture is intended to be the primary use of land in this Area.

This Plan recognizes that farming plays an important role in the history and character of Marathon Township, contributes important food and fiber to local and regional populations, encourages economic stability, and is an important source of income. The A/RR Area encourages the continuation of all current farming activities as well as the introduction of new agricultural operations. All typical farming activities, including the raising of crops and livestock and the erection of associated structures, are encouraged provided that they meet Department of Agriculture and Rural Development requirements for "generally accepted agricultural management practices" and any requirements of applicable township ordinances. In light of the township's interest in maintaining the quality of life for existing households, reasonable care should be exercised in accommodating specialized agricultural operations that may have heightened impacts on surrounding land uses (such as large concentrated livestock operations).

Lands in the A/RR Area are largely characterized by conditions that support their long term agricultural economic viability including: 1) classification by the U.S. Department of Agricultural of substantial "prime farmland" areas; 2) majority of acreage contained within minimum parcel sizes approaching 40 acres or more; 3) limited encroachment by non-agricultural land uses; 4) partial enrollment in the P.A. 116 Farmland and Open Space Protection Program; and 5) adjacency to other farmland considered to offer

similar opportunities for long term economically viable farming.

It is intended that development densities in the A/RR Area be comparatively low. Low densities are supported by a number of factors including: 1) minimize the loss of farmland and conflicts between farm operations and neighboring land uses; 2) the lack of public sewer and water; 3) the township's commitment to managing growth, providing cost effective public services, and limiting urban development densities to specific and compact portions of the community; 4) the township's commitment to protecting its natural resources and rural character; and 5) the presence of a market for low-density rural home sites.

Potential new residents in the A/RR Area should recognize that the traditional noises, odors and agricultural operations associated with responsible farm operations are a significant component of the Area and will continue on a long term basis. Marathon Township does not consider such activities and operations as nuisances. Rather, the township supports the long term continuation and protection of responsible farm operations and the local farming industry. Local developers and real estate agents should disclose this information to prospective buyers of land.

There are some existing small settlement areas in the A/RR Area that are of a higher density than recommended. The Plan recognizes the viability and desirably of these settlement areas but does not support the expansion of these areas.

Cottage Industries: It is recognized that there are some activities that can be generally described as industrial in character yet are somewhat inconspicuous in rural areas. Pole barns and similar accessory buildings are common in the Marathon Township landscape. Small-scale and appropriately managed light industrial operations, functioning as home occupations, can exist with minimal impact on neighboring farm and dispersed residences. The A/RR Area supports this type of industrial entrepreneurship provided measures are in place that ensures such activities do not become a nuisance nor undermine the intended character of the surrounding area.

In addition to the above, key policies of the A/RR Area are:

1. The primary use of land should generally be limited to agriculture, resource conservation and other open space areas, and dispersed residences.

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- Secondary uses should typically be limited to those that are uniquely compatible with the environmental and/or rural character of the Area such as kennels, stables, golf courses, and bed and breakfasts.
- 3. Maximum development densities should not exceed one dwelling per approximately two to 10 acres. The higher development densities should be made available where the landowner exercises special measures to enhance the preservation of open space and natural resources and the community's rural character. A key element in this effort should be the inclusion of "cluster development" principles. This form of development provides for the clustering of smaller lots than what is normally required on only a portion of the development parcel, so that the balance of the parcel can be retained as open space and for the important preservation of environmental resources. A critical component of clustering should be the inclusion of new interior roads to serve the new lots, rather than stripping new dwellings along existing road frontages and undermining the township's rural character. The clustering concept is discussed in greater detail under (6) on page 5-3.

#### Suburban Residential (SR) Areas

The Suburban Residential (SR) Areas provide for residential development of a more suburban and urban character than planned elsewhere in the township. These Areas include existing residential development of a suburban/urban character as well as vacant land where new residential development of a similar character is considered most appropriate. These higher density development opportunities should ensure healthy living environments including sufficient open space and safe motorized and non-motorized circulation.

The SR Areas surround the Villages of Columbiaville and Otter Lake. The SR Areas are characterized by conditions that support their particular appropriateness for higher density residential development including: 1) improved access via county primary roads; 2) existing suburban/urban development; 3) immediate proximity of business districts; 4) heightened proximity to education and recreation facilities; and 5) heightened proximity to fire protection services. In addition, any extension of public sewer or water into the township is most likely to emanate from the villages.

In addition to the above, key policies of the SR Areas are:

1. The primary use of land should generally be limited to single family and two-family residences,

- including opportunities for comparatively higher density small-lot subdivisions where adequate provisions are made for potable water and sewage disposal.
- Secondary uses should be limited to alternative living arrangements such as townhouses, apartments, retirement centers, and similar housing options, and for uses that directly support and enhance desirable residential areas such as schools, religious institutions, and recreation facilities.
- Maximum development densities should typically not exceed one dwelling per approximately onehalf acre, and in no case should residential development occur on a site on which the site's area, soils, or other characteristics do not support the issuance of public health permits for potable water and sewage disposal.
- 4. Development densities greater than two dwellings per acre may be reasonable but only after special review to determine if the project is appropriate on the proposed property. Minimum guidelines that should be considered are:
  - a. Available infrastructure and services.
  - b. Environmental impacts.
  - Anticipated impacts upon existing residential development and/or neighborhoods.
  - d. Availability of public or private community sewer and water service.

#### **Commercial Areas**

The Future Land Use Strategy identifies several locations for the accommodation of small commercial centers. While this Plan does not call for significant commercial expansion, the Plan does recognize the importance of encouraging convenient services and employment opportunities and enhancing the economic stability of the township.

Commercial centers typically require a heightened level of road infrastructure, access, and visibility. These factors directly impact the identification of future commercial areas along with other concerns including minimizing conflicts between existing and proposed land uses and encouraging compact development.

Columbiaville Road Commercial Area: The Columbiaville Road Commercial Area establishes a small commercial node at the Columbiaville Road and North Lake Road intersection. The purpose of this Area is to provide an opportunity for the accommodation of conveniently located and locally oriented commercial services. The Columbiaville Road Commercial Area is intended to extend radially approximately 300' from the intersection, and is not

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intended to evolve into a strip commercial corridor along Columbiaville or North Lake Roads.

This intersection includes commercial enterprises at the northeast and northwest corners and affords excellent access and visibility. This area is in comparatively close proximity to fire protection services from Columbiaville. There are currently no residences in the immediate area of the intersection.

Otter Lake Road Commercial Area: The Otter Lake Road Commercial Area establishes a small commercial node at the Otter Lake/Fostoria Roads intersection. The purpose of this Area is to provide an additional opportunity for the accommodation of conveniently located and locally oriented commercial services. The Otter Lake Road Commercial Area is intended to extend radially approximately 300' from the intersection, and is not intended to evolve into a strip commercial corridor along the roads.

Otter Lake Road is a paved primary road that provides good access and visibility, and one of the heaviest traveled thoroughfares in the township. The southeast portion of the intersection area, and further east along Otter Lake Road (south side), is residential in character and appropriate landscaping and buffering measures are important for minimizing negative impacts. Circulation patterns in the Area must recognize the presence of Cyclone Road's convergence at this intersection and ensure appropriate access and circulation safety measures.

In addition to the above, key policies of these Commercial Areas are:

- 1. Primary commercial uses should generally be limited to uses that address day-to-day needs of the local population and seasonal visitors and highway travelers, including retail sales, offices, personal services, and eateries.
- Secondary commercial uses should be limited to those that provide additional benefits but which may not cater to the local population and/or may have a greater potential to undermine the intended locally-oriented character of these commercial nodes. "Big box" developments and similar uses are not envisioned in these Areas.
- Site layout, principal buildings and accessory facilities should be of a character and design that encourages compatibility with adjacent and nearby land uses and the desired rural character of the area. Such compatibility should be based on, in part, appropriate signage; building height, size, and bulk; and landscaping/screening.
- Special provisions are to be employed where nonresidential uses are proposed adjacent to residential lots to ensure that adequate site

- layout, including buffer yards and screening, minimize negative impacts.
- Commercial areas should incorporate appropriate access and circulation measures that encourage safe and convenient pedestrian, vehicular and other modes of travel, including the management of driveways along roads and highways to minimize congestion and circulation hazards.

#### Washburn Industrial Area

The Washburn Industrial Area establishes a planned industrial area in the immediate area of the previous gas scrubbing facility on Washburn Road near Farrand Road. The Washburn Industrial Area is established in recognition that while there are no locations in the township considered particularly appropriate as an industrial center, this particular area has had a past industrial history, Washburn Road is a paved primary county road, and there are comparably few residences in the immediate area.

Key policies of the Washburn Industrial Areas are:

- Industrial uses should generally be limited to those of a low intensive character such as the assembly of pre-manufactured products and communication and information technologies. Manufacturing operations that involve the manipulation of raw materials to produce new products should be discouraged.
- Site layout, principal buildings and accessory facilities should be of a character and design that encourages compatibility with adjacent and nearby land uses and the desired rural character of the area. Such compatibility should be based on, in part, appropriate signage; building height, size, and bulk; and landscaping/screening.
- Special care should be exercised to minimize negative impacts upon adjacent properties through appropriate site layout, including buffer yards and screening.

See also "Cottage Industries" on page 3-2 for additional opportunities for industrial uses.

#### **Resource Conservation Overlay Area**

The Resource Conservation Overlay Area includes those portions of the township comprised of wetlands, river and stream corridors, lake shoreline areas, and the Lapeer State Game Area. These resources provide important environmental benefits including habitats for wildlife, flood control, groundwater recharge and discharge, and surface water purification. In addition, they provide special opportunities for recreation and contribute to the township's overall rural character and desirability as a place of residence and business. The Resource

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Conservation Area is intended to encourage the preservation of these special resource areas.

In light of the critical role these natural resources play and the environmental and economic importance of the state game area, the Resource Conservation Overlay Area proposes strong limitations on the introduction and intensities of new land uses. Future use and development of land in this Overlay Area should be predominantly limited to open-space and natural resource based conservation uses.

As an "overlay," the Resource Conservation Overlay Area adds an additional layer of protection for these special resources by highlighting their presence within the other various planning areas discussed in this chapter and serving as a "caution" notice. The presence of these resources within the various planning areas discussed in this chapter should be recognized in land use and development deliberations and decisions. Where a portion of a parcel contains environmentally sensitive areas, development should be directed elsewhere on the site. To this end, this Plan supports the "clustering" association with concept in the Resource Conservation Overlay Area as previously discussed under the Agricultural / Rural Residential Area and on page 5-3.

#### **Phased Zoning**

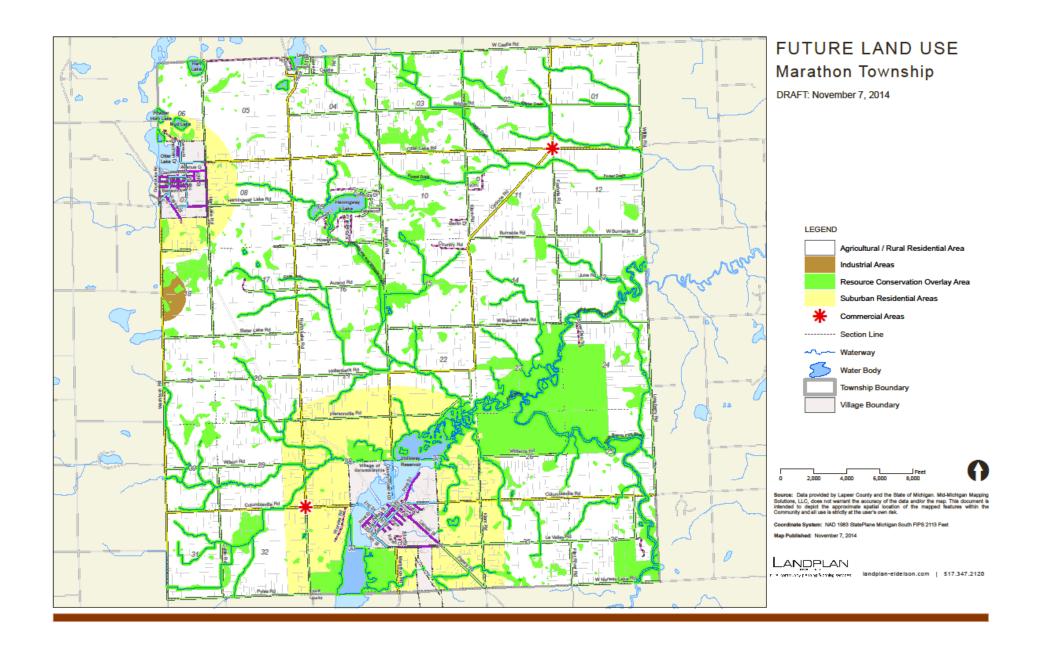
This Plan recommends the rezoning of land to a more intensive zoning district in a phased or incremental manner only. For example, while the Plan may identify township locations that are appropriate to accommodate suburban residential development, the Plan does not recommend "across the board" or immediate rezonings of such land from existing low density residential districts to high density districts. The Plan recommends that rezonings to more intensive districts occur incrementally over time to ensure the township is capable of: 1) meeting the increased public service demands; 2) managing township-wide growth and development; 3) adequately reviewing rezoning requests as they apply to the specific subject property; and 4) minimizing unnecessary hardships upon the landowner as a result of the unintended creation of nonconforming lots, uses and structures.

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## Chapter Four COORDINATED PUBLIC SERVICES

#### Introduction

Chapter Three described the planned pattern of land use throughout the township. Chapter Four discusses the public services strategy to be coordinated with the planned pattern of land use. The character and feasibility of land use and development is influenced by the extent to which public services are available. In addition, the character of public services can directly impact the perceived quality of life among residents in the community.

An important principle of this Plan is that no development should occur unless public services are adequate to meet the needs of that development. On the other hand, public service improvements and the increased development that may result from such improvements should not jeopardize the township's interest in managing growth and development. Thus, it is important that future public service improvements be coordinated with the planned pattern of future land use.

#### **Circulation / Complete Streets**

As new residential and non-residential land uses are introduced in the township, demands upon the road network will increase. The additional residential development anticipated in this Plan will result in higher traffic levels, particularly in localized areas. This increased traffic may lessen the level of service along some of the township's roads. Conversely, it must be recognized that road improvements may well attract new development which, in turn, will create additional demands.

The township's road system currently fulfills its function well for vehicular traffic, within the context of the system layout. This is due, in large part, to the existing low development density throughout most of the township and the several county primary roads that cross the township and collect and move traffic. On the other hand, much of the secondary road network is unpaved and surface conditions can be problematic. This is not to suggest such roads should be paved, as this will encourage further development pressures. Still, it must be recognized that as the township grows, the need for increased road

maintenance and associated public costs will increase.

Opportunities for safe pedestrian and non-motorized travel are comparatively limited. Safe pedestrian and non-motorized travel has received greater and greater focus within the planning arena, on local, regional, state and federal levels. The provision of opportunities for safe and comprehensive pedestrian and non-motorized travel has been found to encourage health in individuals, provide alternative means of recreation, and lessen congestion, air pollution, consumption of fossil fuel, and cost of living. The importance of safe and comprehensive pedestrian and non-motorized travel led the Michigan Legislature to amend the Planning Enabling Act in 2010 to require a "complete streets" element in a master plan.

"Complete streets" generally refers to the design of road corridors that take into account the circulation needs of all potential users including pedestrians, bicyclists, motorists, and public transportation users. The "complete streets" program emphasizes safety along roads for all users including all age groups. While recognizing that there is no single "complete streets" design solution that applies to all roads in all communities, the program emphasizes the need for new roads to be designed, and existing roads be improved, to facilitate their safe and efficient use by all prospective users within the context of the particular community's needs and character.

As a rural community, implementation of a "complete streets" program is different than that of an urban center. While an urban community may pursue sidewalks, bike lanes or paved shoulders, bus lanes, convenient public transportation stops, median islands, frequent and well marked cross-walks, and other measures, rural communities such as Marathon Township typically have fewer options and frequently focus on paved shoulders. However, even in rural communities, the feasibility and importance of implementing a wider scope of "complete streets" measures increases in the community's planned residential settlement areas and commercial centers.

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Marathon Township recognizes that the Lapeer County Road Commission has jurisdiction over the township's public roads. Still, the township does have the opportunity to provide input regarding road maintenance, design and improvements.

#### Policies:

- Functional classification of roads will dictate the priority of improvements when all other conditions are generally equal, with primary roads being of greatest priority. Among the county primary roads, greatest priority for improvements should be placed on those segments serving the Future Land Use Strategy's Suburban Residential Areas and planned commercial areas.
- 2) All future roads will be designed and constructed to Lapeer County Road Commission standards except upon a finding that, in specific instances, such standards do not justify the impact on the natural environment and rural character of the community or are otherwise unnecessary, and lesser standards will not undermine public safety and welfare and the long term stability of the road infrastructure.
- 3) All proposed road construction will be evaluated carefully for local and regional impacts on traffic flow, congestion, public safety, and land use. Road construction should be coordinated with other local and regional road improvements to address traffic movement in a unified and comprehensive manner.
- 4) The township will monitor development patterns and periodically explore the development of a nonmotorized circulation plan to facilitate the provision of safe non-motorized travel, with particular focus on linkages with the Southern Links Trailway and within and between the Suburban Residential Areas and planned commercial areas.
- 5) The township will work with the Lapeer County Road Commission to incorporate "complete streets" measures in all future road construction, maintenance and improvements. Emphasis should be placed on paved shoulders of adequate width and clearly visible crosswalks.
- 6) The township will evaluate proposed developments within the context of "complete streets" to ensure all users of the developments are afforded opportunities for safe and efficient travel, including neighborhoods and commercial and industrial areas.
- 7) The approval of a private road will require the establishment of an association or other entity with legal responsibility for the maintenance of the road, and that the township may levy an annual assessment for such maintenance if the entity does not perform its maintenance duties.

#### **Sewage Disposal and Potable Water**

There is no public sewer or water in Marathon Township. Nearly all residents rely on septic systems for sewage disposal and private on-site potable water wells. Improperly operating septic systems can contaminate potable groundwater resources, lakes and streams. Local ground water quality is generally considered to be good throughout the township. Intensive industrial, commercial, and residential development generally have greater sewage disposal and potable water needs than can often be met by traditional on-site facilities. It must also be recognized that development pressures frequently coincide with the availability of public sewer and/or water improvements.

#### Policies:

- All on-site sewage disposal and potable water facilities will be constructed and maintained in accordance with the requirements of the Lapeer County Health Department and other applicable local, county, state and federal agencies.
- 2) Any future decision by the township to introduce public sewer or water service will be based on an in-depth analysis of all available options, including services provided by cooperative agreements with neighboring municipalities and regional entities.
- 3) Public sewer or water service will not be undertaken except upon a finding that it is necessary to maintain the public health, safety and welfare in response to a demonstrated existing or anticipated contamination threat, or that it will address a demonstrated demand for development intensities in excess of those available relying on safe on-site sewage disposal and potable water measures, and such development is in coordination with the Future Land Use Strategy.
  - a. Sewer and water service improvements should be limited to the Suburban Residential Areas.
  - b. Introducing public sewer or water service into the Agricultural/Rural Residential Area or Resource Conservation Area for reasons other than to address a serious health risk is not considered prudent and will only undermine efforts to preserve farmland and other natural resources, and manage growth and development.
- 4) In addition to coordination with the Future Land Use Strategy, any public sewer or water service improvements should occur in a phased and incremental manner so that an overly large geographic area is not intensely developed at a rate beyond the township's ability to effectively manage growth and development.

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#### **Storm Water Management**

As buildings, parking lots and other impermeable surfaces associated with new development cover portions of the township's land surface, the quantity of storm water runoff increases. The vegetated landscape that previously absorbed and slowed much of the water associated with rainfall is replaced by impervious surfaces. Unless specific preventive measures are taken, this condition encourages flooding, soil erosion, sedimentation and pollution of area water resources. The township's water resources, including the Flint River, Holloway Reservoir, wetlands, and small lakes, are vulnerable to degradation.

Though flooding, soil erosion, sedimentation and pollution may originate from site-specific circumstances, their impact can extend to adjacent properties and more regional areas including other downstream communities. Storm water management aims to minimize flood conditions, and control the quality and quantity of runoff that is discharged into the watershed system (streams, rivers, wetlands, lakes, etc.) from a development site.

#### Policies:

- Increased runoff that may occur as a result of development will be appropriately managed to avoid placing excess demand on the capacity of the storm water system into which the runoff is discharged.
- Increased runoff that may occur as a result of property development will be appropriately managed to ensure that the quality of the runoff discharged does not undermine the environmental integrity of the township's surface and ground waters.
- 3) Storm water management measures will emphasize "green infrastructure" – planned networks of natural lands, functioning landscapes and other open spaces that minimize alterations to the natural landscape and lessen the reliance on storm sewer and similar "grey" infrastructure.
- 4) Proposed land uses will not be permitted if the level of service currently provided by existing storm water management systems and/or existing drainage patterns will be decreased, unless necessary improvements to such infrastructure or natural drainage courses are first made.
- 5) New and existing land uses will comply with all local, county, state, and federal regulations regarding storm water management and soil erosion, including the regulations of the Lapeer County Drain Commissioner, except where local officials determine less stringent standards in site-specific

- instances are appropriate and will not undermine the public health, safety and welfare.
- 6) All development will be reviewed within the context of its impact on nearby water courses to ensure discharge practices do not undermine the environmental integrity of these resources.

#### **Police and Fire Protection Services**

The Township receives fire protection through the Marathon Township Fire Authority with bases located in the Villages of Columbiaville and Otter Lake. Police protection is provided by the Lapeer County Sheriff's Department. Emergency medical services are provided by the private sector (Patriot Ambulance). As community growth and land development increases, so does the demand for emergency services.

There are no widely accepted standards for police protection levels. Adequate police levels are typically dictated by local public perceptions. Commonly referenced standards regarding fire protection suggest a maximum service radius from a fire station in low density residential areas of approximately three miles, and an approximately three-quarters to two mile radial service area in commercial, industrial, and high density residential areas. The majority of the northeast quarter of the township and other central and southern areas fall short of these recommended ranges.

#### Policies:

- 1) The township will require the provision of fire protection infrastructure (wells, water lines, etc.) for all new developments which are of such size density that on-site infrastructure and considered critical. On-site fire protection infrastructure will generally be considered necessary for subdivision and similar residential neighborhood developments that concentrate building sites on lots less than approximately onehalf acre.
- 2) The township will continually monitor police and fire protection needs and service to minimize service deficiencies and explore improving service levels. Considerations for service improvements will include joint services with neighboring municipalities..
- Priority for improvements to police and fire protection service levels will be directed toward the Suburban Residential Areas.

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#### Recreation

Marathon Township does not operate any local recreation facilities. It is home to a number of recreation opportunities however including the Lapeer State Game Area, the Holloway Reservoir Regional Park, and the Southern Links Trailway. Local residents also have access to the playground facilities at the two local elementary schools and the several recreation sites in Columbiaville.

The type and accessibility of nearby recreational opportunities can impact the well being of local residents of all ages. "Accessibility" includes the convenience, ease and safety of getting to a park facility without the reliance on an automobile and the ease of moving comfortably throughout a park site by all users including all age groups and persons of all physical abilities.

Like many other public services, demands for recreation facilities and opportunities will likely grow as the township's population grows. The township recognizes the importance of recreation opportunities and recently established a Parks and Recreation Board to chart a course for the future of recreation in the township. The board is assembling a recreation plan which, when completed, will enable the township to compete for state and federal recreation grants to acquire and develop park land. The plan establishes goals and objectives for Marathon Township recreation and a five-year action plan in pursuit of the goals.

The provision of recreation and open space areas within future residential development projects, such as platted and condominium subdivisions, will also facilitate close-to-home recreation opportunities.

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## Chapter Five IMPLEMENTATION

#### Introduction

This Master Plan establishes a strategy for growth, development and preservation in Marathon Township. The Plan is comprised of graphic and narrative policies intended to provide basic guidelines for making reasonable, realistic community decisions. It establishes policies and recommendations for the proper use of land and the provision of public services and facilities. The Plan is intended to be used by local officials, by those considering private sector developments, and by all residents interested in the future of the township.

The Plan is a policy document. As a policy document, this Plan's effectiveness is directly tied to the implementation of its policies through specific tools and actions.

The completion of the Plan is one part of the planning process. Realization or implementation of the goals, objectives and policies of the Plan can only be achieved by specific actions, over an extended period of time, and through the cooperative efforts of both the public and private sectors.

Implementation of the Plan may be realized by actively:

- Ensuring knowledge, understanding, and support of the Plan by township residents and the business community, and the continued communication with and involvement of the citizenry.
- Regulating the use and manner of development through up-to-date reasonable zoning controls, building and housing codes, and other regulatory and non-regulatory tools.
- 3) Providing a program of capital improvements and adequate, economical public services to accommodate desirable land development and redevelopment.

The purpose of this Chapter is to identify implementation tools and where applicable, specific actions to be pursued.

## Public Support, Communication and Community Involvement

Citizen participation and understanding of the general planning process and the specific goals, objectives and policies of the Plan are critical to the success of the township's planning program. Understanding and support of the Plan by local citizens can greatly enhance its implementation. This enhancement may be found in citizen support for bond proposals, special assessments, zoning decisions, and development proposals.

In order to organize public support most effectively, the township must emphasize the necessity of, and reasons for long-range planning and the development of the Master Plan. The Township must encourage citizen participation in on-going community planning efforts.

Specific actions to be undertaken to encourage public understanding and support of the township's planning program, and the continued communication with and involvement of the citizenry, are as follows.

- 1) Ensure that copies of the Master Plan are readily available at the Township Hall.
- 2) Post the Future Land Use Map of the Master Plan in the Township Hall where it is clearly visible.
- 3) Post the Master Plan on the township's web site.
- 4) Post a regularly updated listing of current events pertaining to planning and zoning matters at the township hall and on its web site.
- 5) Through public notices, a newsletter, township hall postings, and other means, apprise residents of the township's planning efforts and of meetings that will address development and public service improvement proposals as the projects move through each stage of review and deliberation.
- 6) Periodically hold special meetings for the specific purpose of discussing the township's planning efforts and providing residents with the opportunity to share concerns and suggestions.

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7) Encourage Neighborhood Watch programs to promote cooperation, communication and safety.

## Land Development Codes and Programs

#### **Zoning Ordinance**

A zoning ordinance is the primary tool for implementing a Master Plan. A zoning ordinance regulates the use of land. The ordinance generally divides a community into districts and identifies the land uses permitted in each District. Each district prescribes minimum standards that must be met such as minimum lot area, lot width, and building setbacks.

Since 2006, zoning regulations for Michigan communities are adopted under the authority of the Michigan Zoning Enabling Act, P.A. 110 of 2006. The purpose of zoning, according to the Act, is to (in part): "regulate the use of land and structures; to meet the needs of the state's citizens for food, fiber, energy, and other natural resources, places of residence, recreation, industry, trade, service, and other uses of land; to insure that use of the land shall be situated in appropriate locations and relationships; to limit the overcrowding of land and congestion of population, transportation systems, and other public facilities."

Marathon Township has had zoning in place for many years. Its most current zoning ordinance was adopted in 1981 and has undergone limited amendments. With the adoption of this Master Plan, the township's zoning ordinance should be carefully reviewed to identify updates that may be beneficial to implement the policies of the Plan and facilitate efficient day-to-day zoning administration.

The ultimate effectiveness of a zoning ordinance in implementing a master plan is dependent, in part, on the overall quality of ordinance administration and enforcement. If administrative procedures are lax, or if enforcement is handled in an inconsistent, sporadic manner, the result will be unsatisfactory. The Planning Commission, Township Board, and staff are responsible for carrying out zoning/development related functions including the review of development plans and site inspections. These functions can require special expertise and a substantial investment of time. Adequate staff and/or consulting assistance are necessary to ensure that these essential day-to-day functions are met and appropriate development is facilitated.

**Zone Plan:** The following pages present a Zone Plan for Marathon Township. The Zone Plan establishes a foundation for the township's zoning regulations. The Zone Plan is comprised of three elements.

- Critical Components of the Marathon Township Zoning Ordinance
- 2) Overview of Zoning Districts
- 3) Zoning District Site Development Standards

Zone Plan, Part One – Critical Components of the Marathon Township Zoning Ordinance. The following identifies important general elements that the Marathon Township Zoning Ordinance should include to ensure its ease of use and effectiveness in advancing the goals, objectives and policies of the Master Plan. The ordinance should be reviewed within the context of these elements:

1) Procedural Matters/Plan Review: The Zoning Ordinance should be reviewed to ensure it includes clear and comprehensive step-by-step provisions addressing procedural matters such as the application for and issuance of zoning permits, application procedures and approval standards for special land uses, application procedures and approval standards for ordinance amendments including the zoning map, application procedures and approval standards for matters before the Zoning Board of Appeals such as variance requests and appeals of administrative decisions, and violation and enforcement procedures.

The zoning permit application procedures should include clear requirements for the submittal of a plot plan or site plan illustrating proposed alterations and improvements to a parcel. Such a plan is critical in assisting local officials determine if the development complies with all standards of the Zoning Ordinance and if it is designed to encourage compatibility with surrounding land uses.

The provisions should ensure such plans include comprehensive information pertinent to the development including (but not limited to) the delineation of existing natural features, the extent of alterations to such features including limits of clearing and grading, and the salient features of the development including buildings, parking, screening, lighting, grading and storm water management. The provisions should also provide for a comprehensive set of approval standards addressing such matters as access management and vehicular/pedestrian circulation, emergency vehicle access, environmental protection, conformance with the purposes of the respective compatibility with district. and surrounding conditions.

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2) District Provisions/Special Land Uses: The ordinance should include a clear and comprehensive presentation of zoning districts including the purpose, authorized uses, and site development standards for each district. To this end, the districts should differentiate between uses authorized "by right" versus as "special land uses."

Uses permitted by right are the primary uses and structures specified for which a particular district has been established. An example may be a dwelling in a residential district. Special land uses are uses that are generally accepted as reasonably compatible with the primary uses and structures within a district. However, because of its particular character, a special land use may present potential injurious effects upon the primary uses within the district or is otherwise unique in character, and it may not be appropriate in certain situations or on certain parcels. These unique or special circumstances may be a result of traffic, noise, public services demands, or visual or operational characteristics.

As a result, special land uses require special consideration in relation to the welfare of adjacent properties and to the township as a whole. An example may be a kennel in a residential district or a mining operation in an agricultural district.

- 3) Site Development Standards: In addition to the standards presented in the Zoning Ordinance for each district, such as minimum lot area and width, the Ordinance should be reviewed to ensure it presents clear and comprehensive standards addressing more general fundamental site development issues such as:
  - a. Proper access to ensure public safety and welfare including access management along thoroughfares, accessibility to property for general and emergency vehicles, and proper design and maintenance of private roads.
  - b. Off-street parking and loading to ensure adequate facilities are provided on a development site and are of adequate design to encourage safe and efficient circulation.
  - c. Landscaping and screening provisions intended to ensure new development (commercial, industrial, institutional, etc.) is compatible with surrounding conditions and supportive of the desired character of the community.
  - d. Sign regulations to ensure local signage does not contribute to traffic safety hazards, visual clutter, confusion for vehicle drivers, visual blight, and decreased property values.
  - Environmental safeguard provisions to ensure new development minimizes disturbances to the township's natural resources including standards addressing sewage disposal,

- grading, impervious surfaces, natural features setbacks and storm water management.
- 4) Nonconformities: The Zoning Ordinance should address lots, uses and structures that are nonconforming due to changes to the zoning ordinance, and the extent to which such lots, uses and structures can be replaced, expanded, enlarged, or otherwise altered.
- 5) Site Condominium Regulations: The Zoning Ordinance should address site condominiums. Site condominiums come in many forms, but they typically involve residential developments that look identical or nearly identical to platted subdivisions. The principal differences between the two is that while privately owned lots comprise the entirety (or near entirety) of a platted subdivision, site condominiums are comprised of privately owned (or rented) building envelopes where there are no "lot lines" and greater portions of the development are commonly owned. Site condominiums are not comprised of "lots" in the traditional sense but the condominium units function in a similar manner. Zoning regulations must clearly address this form of development and correlate site condominium development with "lot" regulations to ensure such development is subject to the same review procedures and standards as otherwise applicable to other residential development of similar physical character (platted subdivisions).
- 6) Clustering / Open Space Developments: As a tool to facilitate the conservation of important natural resources and ecosystems, this Plan supports what are commonly referred to as "cluster developments" and "open space developments" in association with platted subdivisions, condominium subdivisions, and similar neighborhood developments. The development option is a beneficial alternative to residential development than that frequently associated with large lot "rural sprawl," which consumes open space and creates lots that are too small for farming or meaningful habitat protection.

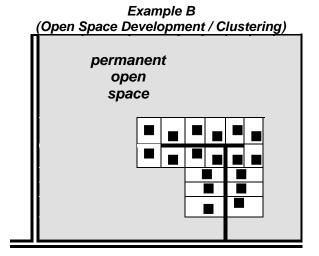
This form of development provides for the clustering of smaller lots than what is normally required, on only a portion of the development parcel, so that the balance of the parcel can be retained as open space and for the preservation of important environmental resources. As much as 50% or more of a site, and preferably the most environmentally significant, may be preserved in its existing natural state, with individual house lots occupying the remaining acreage. These "open space" areas can be reserved by the use of conservation easements, deed restrictions, or similar tools. A critical component of clustering should be the inclusion of new interior roads to serve the new lots, rather than stripping new

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dwellings along existing road frontages. Provisions must recognize the specific requirements of Sec. 506 of the Zoning Enabling Act.

More traditional strip residential development along the township's major roads is illustrated in Example A below. This is the easiest form of development but it impacts public safety due to the many driveways directly accessing the road and it can significantly undermine the rural character of the township. Example B, illustrating an open space development, improves public safety along the road, and more effectively preserves the existing character of the community including its open spaces and environmental resources and habitats. Clustering can also save infrastructure costs by reducing the length of roads and utility lines.

Example A
Strip Development



One of the most effective means to encourage the open space development option is through more flexible development standards than otherwise available, such as standards pertaining to permissible densities, lot sizes, and setbacks. This Plan supports appropriate incentives to facilitate this preferred form of development provided such

- incentives are not contrary to the principal policies of the Plan including the intended character of each Area comprising the Future Land Use Strategy. Accordingly, moderate increases in recommended maximum development densities presented in Chapter Three may be reasonable.
- 7) Planned Unit Developments (PUDs): "Planned unit development" provisions in a Zoning Ordinance typically permit a more flexible form of development that normally permitted by the district in which the site is located or the other districts established in the Ordinance. PUDs are expressly authorized by the Zoning Enabling Act with the intent to facilitate development that, in part, encourages innovation in land use and variety in design, layout, and type of structures constructed; achieves economy and efficiency in the use of land, natural resources, energy, and the provision of public services and utilities; encourages useful open space; and provides better housing, employment, shopping opportunities. PUDs are sometimes used as a means to facilitate residential cluster development discussed above, but are more frequently used to facilitate development that provides a mix of housing units and nonresidential uses in one unified site design. The specific PUD provisions of an ordinance dictate the character and scope of development that may occur under such a development option.
- 8) Compliance with Current Law: The Zoning Ordinance's provisions must comply with current law to ensure its validity and the ability of officials to enforce the Ordinance. The Township Zoning Act, under which Marathon Township first adopted zoning regulations, was repealed in 2006 and replaced by the Zoning Enabling Act (Public Act 110, as amended). The township's zoning regulations should be continually updated to address any changes to the law.

Zone Plan, Part Two – Overview of Recommended Zoning Districts and Relation to Future Land Use Strategy/Map. Table 5-1 presents guidelines for the presentation of zoning districts in the Marathon Township Zoning Ordinance to implement the Future Land Use Strategy presented in Chapter Three of the Master Plan (including the Future Land Use Map).

Zone Plan, Part Three – Zoning District Site Development Standards. Table 5-2 presents guidelines for basic site development standards for zoning districts to implement the Future Land Use Strategy presented in Chapter Three of the Master Plan (including the Future Land Use Map).

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## Table 5-1 Overview of Recommended Zoning Districts and Relation to Future Land Use Map

The following table presents guidelines for the presentation of zoning districts in the Marathon Township Zoning Ordinance, within the context of how the recommended districts and the Master Plan's Future Land Use Strategy (including Future Land Use map) relate on one another and the principal types of uses envisioned for each district. Secondary uses identified in the table, or others specified in the Zoning Ordinance, should typically be subject to comprehensive review to determine if the proposed use is appropriate on the subject site based on, in part, compatibility with surrounding land uses, environmental conditions, road infrastructure, and public services.

Zoning District (example names)	Primary Relationship to Future Land Use Map	Primary Intended District Uses	Examples of Secondary District Uses	
<u>AR</u> Agricultural Residential	Agricultural/Rural Residential Area and Resource Conservation Overlay Area	Agriculture, natural resource conservation and low density single family residences.	Veterinary clinics, kennels, golf courses, mineral extraction, religious institutions, parks, public and recreation facilities, and bed and breakfasts.	
R-1 Low Density Residential	Suburban Residential Area	Single and two-family residences.	Schools, religious institutions, community centers and parks.	
R-2 Medium Density Residential	Suburban Residential Area	Single and two-family residences.	Schools, religious institutions, community centers and parks.	
R-3 High Density Residential	Suburban Residential Area	Single and two-family residences.	Schools, religious institutions, and parks.	
R-MHC Manufactured Housing Comm	Suburban Residential Area	Manufactured housing communities.	Day care facilities and mobile home sales.	
<u>R-MF</u> Multiple Family	Suburban Residential Area	Apartments, townhouses, and similar living arrangements.	Day care facilities, golf courses, and assisted living facilities.	
C-1 Local Commercial	Commercial Areas	Retail, office and personal service uses catering to local needs.	Hospitals, taverns, veterinary clinics, kennels and funeral homes.	
<u>l-1</u> Light Industrial	Industrial Area	Industrial uses of a comparatively "light" character such as the assembly of small parts and tool and dye.	Junk yards and other industrial activities that are more marginal than the primary intended use.	

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## Table 5-2 Zoning District Site Development Standards

The following table presents general guidelines for basic site development standards of the zoning districts to implement the Future Land Use Strategy (Chapter Three). All guidelines are approximate and serve as a framework for detailed standards. The guidelines establish a realistic concept for each district, with recognition that specific conditions may suggest variations from the guidelines such as height provisions for farm buildings, setback provisions for non-residential uses that abut residential uses, lot width provisions for lots fronting on principal thoroughfares, and lot coverage provisions for lots in close proximity to water resources. It is also recognized that conditions may surface that suggest the need for divergences from the guidelines to resolve conflicts or otherwise ensure the public health, safety and welfare.

In addition to the district guidelines below, the Zone Plan supports the inclusion of a Planned Unit Development (PUD) District according to the Zoning Enabling Act to provide opportunities for flexibility while supporting the overall goals of the Zoning Ordinance and Master Plan.

Zoning District	Minimum Lot Area	Minimum Lot Width and Frontage	Maximum Building Heights	Maximum Lot Coverage	Minimum Yard Setback		
(example name)					Front	Side (each)	Rear
AR Agricultural Residential	2 to 10 acres	150 ft.	35 ft.	15%	100 ft.	15 ft.	50 ft.
R-1 Low Density Residential	20,000 sq. ft.	90 ft.	35 ft.	25%	70 ft.	15 ft.	40 ft.
R-2 Medium Density Residential	12,000 sq. ft.	65 ft.	35 ft.	25%	65 ft.	10 ft.	30 ft.
R-3 High Density Residential	6,000 sq. ft.	50 ft.	30 ft.	35%	60 ft.	10 ft.	20 ft.
R-MHC Manufactured Housing Community	10 acre project parcel	330 ft. Project parcel	Conformance with Rules and Regulations of the Michigan Manufactured Housing Commission				
R-MF Multiple Family	40,000 sq. ft.	200 ft.	35 ft.	35%	100 ft.	35 ft.	50 ft.
C-1 Local Commercial	30,000 sq. ft.	150 ft.	30 ft.	50%	60 ft.	20 ft.	25 ft.
<u>l-1</u> Light Industrial	40,000 sq. ft.	150 ft.	40 ft.	50%	100 ft.	20 ft.	25 ft.

#### General Notes to Table 5-2

- 1. The above front yard setback guidelines assume measurements from the road centerline.
- 2. Maximum development densities in the AR District are to range from one dwelling per approximately 2 to 10 acres, with the higher densities to be available where the landowner exercises special measures to enhance the preservation of open space and natural resources and the community's rural character. A key element in this effort should be the inclusion of "cluster development" principles as described under (6) on page 5-3, and where one-acre lots may be appropriate.

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### **Subdivision and Land Division Ordinances**

When a developer proposes to subdivide land, the developer is, in effect, planning a portion of the township. To ensure that such a development is in harmony with the Master Plan, the subdivision or resubdivision of residential and nonresidential land must be adequately reviewed. A subdivision ordinance establishes requirements and design standards for the development of plats including streets, blocks, lots, curbs, sidewalks, open spaces, easements, public utilities, and other associated subdivision improvements. The Land Division Act, P.A. 571 of 1996, as amended, provides the authority for municipalities to adopt local ordinances to administer the provisions of the Land Division Act including the platting of subdivisions.

With the implementation of a subdivision ordinance, there is added insurance that development will occur in an orderly manner and the public health, safety and welfare will be maintained. For example, subdivision regulations can help ensure developments are provided with adequate utilities and streets, and appropriately sized and shaped lots. Adopting a local ordinance addressing the creation of subdivisions can encourage a more orderly and comprehensive manner for the review and approval of subdivision plats.

Of equal importance is the reliance on a "land division ordinance." While a subdivision ordinance addresses unified residential developments of multiple units (plats), nearly all of the residential development in Marathon Township during recent years has been incremental land divisions for the purpose of establishing individual home sites. A land division ordinance assures that incremental divisions not part of a subdivision meet certain minimum standards such as access and lot area and width. The Land Division Act also provides municipalities with the authority to adopt a land division ordinance. Such an ordinance can ensure consistency in review and approval practices. Marathon Township has adopted such an ordinance and it should be reviewed and updated as may be necessary.

#### Other Special Purpose Ordinances

While zoning and subdivision regulations are the most frequently used tools for the regulation of land use and development, the control of land use activities can extend beyond their respective scopes. Special purpose ordinances can complement zoning and subdivision regulations and further the implementation of the Master Plan. Such ordinances may address matters pertaining to noise, public nuisances, outdoor assemblies, junk, weeds, and

other conditions. Township officials should evaluate its current special purpose ordinances and determine what new ordinances, and/or amendments made to current ordinances, may be beneficial to further implement the Master Plan.

#### **Capital Improvements Programming**

The use of capital improvements programming can be an effective tool for implementing the Master Plan and ensuring the orderly programming of public improvements. In its basic form, a Capital Improvements Program (CIP) is a complete list of all proposed public improvements planned for a six year period (the time span may vary), including costs, sources of funding, location, and priority. It is a capital schedule for implementing public improvements that acknowledges current and anticipated demands, and recognizes present and potential financial resources available to the community. The CIP is not intended to encourage the spending of additional public monies, but is simply a means by which an impartial evaluation of needs may be made.

The CIP outlines the projects that will replace or improve existing facilities, or that will be necessary to serve current and projected development within a community. Advanced planning for public works through the use of a CIP ensures more effective and economical capital expenditures, as well as the provision of public works in a timely manner. Few communities are fortunate enough to have available at any given time sufficient revenues to satisfy all demands for new or improved public facilities and services. Consequently, most are faced with the necessity of determining the relative priority of specific projects and establishing a program schedule for their initiation and completion.

The importance of a CIP is illustrated by the fact that Sec. 65 of the Planning Enabling Act requires that a municipality prepare an annual six-year capital improvements program if the municipality owns or operates a water supply or sewage disposal system.

This Master Plan does not recommend specific increases in public services or infrastructure at this time. As the township grows and increased demands for public services and infrastructure improvements surface, the benefit of a comprehensive capital improvement program for the township will likely grow.

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#### **Maintaining a Current Master Plan**

Successful planning requires the maintenance of a current Master Plan. The Master Plan should be updated periodically. The Plan must be responsive to community changes if it is to be an effective community tool and relied upon for guidance. Periodic review of the Plan should be undertaken by the Planning Commission, Township Board, and other officials to determine whether the Plan continues to be sensitive to the needs of the community and continues to chart a realistic and desirable future.

Community changes that may suggest updates to the Plan include, but need not be limited to, changing conditions involving available infrastructure and public services, growth trends, unanticipated and large-scale development, and changing community aspirations. The importance of maintaining a current Plan is reflected in the Planning Enabling Act's requirement that a Planning Commission review its Master Plan at intervals not greater than five years to determine whether amendments or a wholly new Plan is necessary.

Important questions that should be asked during a review of the Plan should include, at a minimum:

- 1) Does the Plan present valid and current inventory data (Appendices)?
- 2) Does the discussion of planning issues and goals/objectives (Chapter Two) continue to be appropriate for the township today and, if not, what additions, deletions or other revisions should be considered?
- 3) Does the future land use and public services strategies (Chapters Three and Four) continue to reflect preferred strategies to address development, preservation and public services and, if not, what revisions should be considered?

Amendments to the Plan, or the preparation of a wholly new Plan, should follow the minimum procedures delineated in the Planning Enabling Act in addition to measures the township believes will enhance the planning process. The township should seek substantive community input during the early stages of deliberations.

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# Appendix A CULTURAL FEATURES

# **Regional Context**

Marathon Township is a rural community of approximately 4,600 persons, located in the northwest corner of Lapeer County in the central "thumb" region of Michigan's Lower Peninsula. The township is nearly square in shape and covers approximately 32.6 square miles, being approximately 5.5 miles wide and 6.2 miles in length. Its size is somewhat less than the more common six-mile by six mile congressional township boundary (based on the U.S. Public Land Survey System) that characterizes the majority of townships in Lower Michigan. Marathon Township's lesser area is due in part to the curvature of the earth the manner in which townships were originally surveyed. Also contributing to the township's lesser municipal area is that two incorporated villages occupy portions of its congressional boundaries. The township fully surrounds the Village of Columbiaville (approximately one square mile) in its south central region, and the Village of Otter Lake extends east from Genesee County to occupy approximately one-half square mile of the township's congressional area in its northwest region. Marathon Township is located seven miles northwest of the county seat of Lapeer (approximately 8,800 population) and 10 miles east of Flint (approximately 102,000 population) in Genesee County. Principal surrounding townships are Watertown to the north (Tuscola County), Deerfield to the east, Oregon to the south, and Richfield to the west (Genesee County).

Approximate driving distances to more regional urban centers of a population of 25,000 persons or more are:

Port Huron:	30,000 persons	63 road miles east
Bay City:	35,000 persons	51 road miles northwest
Saginaw:	51,000 persons	50 road miles northwest
Ann Arbor:	114,000 persons	79 road miles south
Lansing:	114,000 persons	77 road miles southwest
Detroit:	714,000 persons	72 road miles south

The regional landscape within fifty miles of Marathon Township is dominated by agriculture, woodlands, wetlands and other open spaces, and scattered residential development, in addition to periodic small villages and cities and other similar more urbanized pockets.

## **Access and Circulation**

## **Regional Access**

Regional access to Marathon Township is provided by I-69, I-75, M-24 and M-15. I-69 connects the Port Huron area to the east with Lansing to the west and Fort Wayne (Indiana) further southwest, and passes within eight miles of the township's south boundary. Exit 145 along I-69 provides direct access to M-15 which travels within three miles of the township's west border. Exit 155 provides direct access to M-24 which travels within two miles of the township's east border. I-75 moves traffic from Michigan's Upper Peninsula south to Florida and intersects with I-69 in Flint. Regional access is also available from the Bishop International Airport, 25 miles southwest along I-69.

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# **Local Roadway Network**

Marathon Township's local public road network generally exhibits the square mile grid that dominates much of the Lower Michigan rural landscape. However, there are substantial voids in the network due to various factors including the presence of wetlands and the North and South Branches of the Flint River. All public roads are under the jurisdiction of the Lapeer County Road Commission (LCRC). There are a number of "private" roads that are not part of the LCRC's public road network and are owned and maintained by private entities.

In compliance with the requirements of Michigan Act 51 of 1951, the LCRC classifies all roads under its jurisdiction as either "primary" or "local" roads. Primary roads are considered the most critical in providing regional circulation throughout the county and between counties. The classification of roads by the LCRC has important financial implications with regard to maintenance and improvements. Under Michigan law, townships have no responsibility for funding road improvements and maintenance. The LCRC is responsible for local road maintenance and must maintain and improve primary roads at its own expense. However, state law limits the participation of Road Commissions to no more than 50% of the cost for improvements (versus maintenance) to local roads. Requests by local townships for local road maintenance levels beyond those considered adequate or feasible by the LCRC, and requests for improvements to local roads, frequently require local funding. In reality, there are very few counties in Michigan where local townships are not actively involved in funding road maintenance and improvements.

The roads in the township that the LCRC classifies as "primary" are:

Castle Road east of Fostoria Road
Columbiaville Road
Cyclone Road
Hollenbeck Road east of Marathon Road
Klam Road south of Burnside Road
Marathon Road south of Hollenbeck
North Lake Road north of Columbiaville Road
Otter Lake Road

All primary road segments are paved except Castle, Cyclone and Klam Roads. All local roads are unpaved except Hemingway Lake and Hollenbeck Roads.

Also of importance is the functional classification of township roads as established by the Federal Highway Administration (FHA). The FHA classifies road segments according to the extent to which the road is intended to facilitate traffic movement over long and short distances versus access to abutting property. This classification is referred to as the National Functional Classification (NFC). The relative hierarchy of the classification as applied to Marathon Township follows.

<u>Interstates and Other Freeways</u> are at the top of the NFC hierarchical system and frequently include freeways and state highways between major cities. Interstates and freeways function to primarily facilitate long distance travel including access to important traffic generators such as major airports and regional shopping centers. There are no roads in Marathon Township classified as interstates or freeways.

<u>Principal arterials</u> function similarly to interstates and freeways except that they facilitate shorter travel distances and access to lesser traffic generators. Principal arterials frequently include state highways between large cities. There are no roads in Marathon Township classified as principal arterials.

<u>Minor arterials</u> are similar in function to principal arterials, except they carry trips of shorter distance and to lesser traffic generators. Minor arterials frequently include state highways between smaller cities. Otter Lake Road is the only road classified as a minor arterial.

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<u>Major collectors</u> function with a much greater focus on providing access to property rather than long distance travel, and frequently funnel traffic from residential or rural areas to arterials. Major collector road segments in Marathon Township are limited to Columbiaville Road, Fostoria Road north of Otter Lake Road. North Lake Road and Washburn Road.

<u>Minor collectors</u> are similar to major collectors except for the still greater focus on providing access to property rather than long distance travel. Minor collectors in Marathon Township are limited to Klam Road south of Columbiaville Road and north of Hollenbeck Road, Hollenbeck Road between Marathon and Klam Roads, and Cyclone Road.

<u>Local Roads</u> serve primarily to provide access to adjacent properties and minor collectors. Local roads in the township include all public roads not noted above.

Federal aid for road projects is limited to roads classified as major collectors or higher. Roads classified as minor collectors have only limited eligibility and roads classified as local roads are not eligible for federal funding.

The LCRC periodically records 24-hour traffic counts throughout the county along selected roads. Following are the average daily traffic (ADT) counts of the LCRC recorded. The most heavily travelled roads are:

Otter Lake Road (ADT counts predominantly 2,055 – 2,918) Columbiaville Road (ADT counts predominantly 1,870 – 2,485) Washburn Road (ADT counts predominantly 1,033 – 2,970) North Lake Road (ADT counts predominantly 1,065 – 1,600) Peters Road (ADT count of 1,465)

There are many factors that impact the capacity of roads and their ability to assure efficient and safe travel. These factors include, but are not limited to, road alignment, frequency of driveways, road side development, driveway turning patterns, and traffic controls (lights, signs, etc.). It is not uncommon for a two-lane paved rural road to be capable of accommodating between 9,000 – 15,000 trips per day without the need for additional lanes. A major factor contributing to the need for additional lanes is the extent to which road side development encourages driveway ingress and egress, particularly left-turn vehicle movements. Recorded traffic counts suggest that there is ample capacity along the township's paved road segments. Traffic counts along many of the township's unpaved roads, though far less than its paved roads and typically ranging between 100 – 400, are impacting road conditions to a far greater extent. Some studies have suggested that traffic counts as low as 200 trips per day can have significant impacts upon surface conditions along an unpaved road. A single family household typically generates an average of 10 vehicle trips per day.

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# **Land Use and Development**

The landscape of Marathon Township is rural in character, comprised nearly entirely of woodlands, wetlands, farm operations, and scattered residences. Table A-1 provides the overall area breakdown of general land use/cover.

Table A-1
Approximate General Land Use/Land Cover Allocation, 2012

Land Use-Land Cover	Approximate Acreage	Approximate Portion of Township
Open Spaces such as woodlands, wetlands and meadows, including county and state recreation lands	6,800	32.8%
Agriculture	8,200	39.6%
Residential, assuming an average of 2.5 acres of yard area per home site	4,760	23.0%
Public roads	500	2.4%
Water, such as lakes, rivers and streams	450	2.2%
Commercial	4	
Other, such as churches, cemeteries, and township hall	6	

--- = less than 0.1% Table is based on aerial imagery and "windshield" survey.

A review of some of the more significant characteristics of land use and development in the township follows.

# **Agriculture**

Farming operations occupy approximately 40% of the township's area. The approximately 8,200 farm acres is scattered throughout the township with no particular portion reflecting a substantially greater share. However, there is a far less presence of farming in the township's east-central area where woodlands and wetlands prevail including the Lapeer State Game Area. Farming activities include crop and livestock operations.

In an effort to better protect Michigan's farming interests, Public Act 116 of 1974 was adopted by the state and has since been amended. The Act establishes a program whereby farmers can enroll their properties to gain property tax relief, provided the farmland is maintained in an agricultural/open space status. The minimum enrollment period in the program is seven years and many landowners opt to enroll for a much longer period. PA 116 lands in Marathon Township in 2012 comprise approximately 1,225 acres, or 6% of the township. The enrolled acreage is scattered throughout the township, located in 13 different Sections. This enrolled acreage is comparatively limited in contrast to many other communities, where enrollment can extend to more than two-thirds of the community's acreage.

# **Residential Development and Land Division**

The 2010 Census recorded 1,903 dwelling units, an increase of 139 units (7.9%) recorded by the 2000 Census. The Census Bureau estimates that approximately 96.8% of all dwellings in the township in 2010 were single family dwellings, approximately 8.4% of which were mobile homes. The balance of dwelling units was comprised of units in structures containing two to four units.

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Approximately 88.4% of the occupied dwellings were occupied by the dwelling's owner and the balance was occupied by renters. Of the approximately 11.6% of the units in 2010 that were vacant, nearly half were for seasonal, recreational or occasional use only and nearly one-third were for sale or otherwise recently sold but yet to be occupied.

The Census Bureau reported that in 2009, 28.7% of the dwelling units were constructed during the previous twenty years. This proportion is considerably higher than the state (21.5%) as a whole and slightly less than the county (31.0%). The 2010 median value of the owner-occupied housing stock in the township was \$140,100, 2.2% less than the county and 5.0% less than the state. See Table A-2.

The township's housing stock in 2009 had an average of 6.1 rooms per dwelling. Utility gas accounted for approximately 51% of the occupied dwellings' heat source and bottled, tank or LP gas accounted for an additional 37% of the dwellings' heat source. The balance relied on such sources as wood, electricity, kerosene, fuel oil, solar energy and/or other sources.

TABLE A-2 Selected Housing Characteristics

Source: 2010 Census and 2009 American Community Survey, U.S. Census Bureau

DWELLINGS	MARATHON TOWNSHIP	LAPEER COUNTY	STATE of MICHIGAN
Year Built (%)			
1990 to 2009	28.7%	31.0%	21.5%
1950 to 1990	41.6%	48.0%	53.3%
Before 1950	29.6%	30.0%	25.3%
Median Value/Owner Occupied	\$140,100	\$143,200	\$147,500
Median Monthly Housing Costs Among Mortgaged Dwellings	\$1,298	\$1,261	\$1,349
Median Rent Payment	\$696	\$744	\$709

Residential development in Marathon Township exhibits two principal forms. The first and original form is the farm homesteads. During the early half of the 1900s, large parcels of 40 to 320 acres and more characterized the land division pattern in the community. The original homes were occupied, in part, by farming families including those in the timber industry. It was rare to come upon a parcel less than 40 acres in size. Many of these original homesteads are still evident today but this large tract land division pattern (parcels of 40 acres and greater) comprises only approximately half of the township's area today.

The second principal form of residential development, and which comprises nearly all of the balance of residential acreage in the township, is residences located on approximately one to ten-acre parcels fronting on the township's principal road network (section-line and similar roads). This form of housing evolved as some of the original large tracts in the township were incrementally split up. This land division pattern began to appear during the 1950s and 1960s and is now present in nearly all of the township's 36 sections. This trend of parcel splitting along the township's section-line roads is commonly referred to as *strip development*. This development pattern has been of increasing concern in the transportation and land use planning arena due to its negative impacts on traffic safety, congestion, farmland preservation, and rural character preservation.

Another form of residential development in Marathon Township, though evident in only several instances, is that of platted subdivisions. Platted subdivisions consist of multiple land divisions established as a unified development/neighborhood project, pursuant to the platting requirements of the Land Division Act (or former subdivision laws). There are just several subdivisions scattered about the township such as Woorvie's Riverview Estates (just east of Columbiaville), Hemmingway Lake

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Heights on Hemmingway Lake, and North Lake Little Farms along the east side of N. Lake Road between Hollenbeck and Piersonville Roads.

# **Commercial and Industrial Development**

Traditional retail, office and service-oriented commercial development is limited in Marathon Township, and includes a tavern and auto repair shop at the northwest corner of the Columbiaville/North Lake Roads intersection and two commercial storage facilities further east toward the village. Other private or for-profit facilities, though not typically classified as commercial in character, include several assisted living facilities, a recreational camp, and a sportsman club. There is no industry in Marathon Township. A gas scrubber operation at the intersection of Washburn and Ferrand Roads was abandoned nearly ten years ago.

# **Community Facilities and Services**

# **Township Administration**

A five member Township Board governs Marathon Township. Township offices are located in the Township Hall at the Pine/Gilbert Roads intersection in Columbiaville. The hall sits on a lot of approximately one-half acre in area and includes approximately 3,000 sq. ft. of floor area. The hall houses a small and large meeting room, administrative areas and off-street parking. The hall has been substantially expanded and renovated over the years. Government administration and services are funded by a millage.

## Cemeteries

Marathon Township operates a single cemetery – the Hollenbeck Cemetery located at the northwest corner of the Hollenbeck/North Lake Roads intersection.

## Education

Nearly the entire township is served by Lakeville Community Schools (LCS). LCS does not operate any facilities in Marathon Township but maintains an elementary school in both Columbiaville and Otter Lake. North Branch Area Schools serves approximately one-half square mile of Marathon Township along its east edge, south and east of Barnes Lake and Lonsberry Road.

# Sewage Disposal and Potable Water

There is no public water or sanitary sewer service in Marathon Township. Township residents typically rely on on-site wells for potable water and septic systems for sewage disposal.

## **Emergency Services**

Marathon Township provides fire protection to area residents in the northern half of the township through an agreement with the Otter Lake Fire Department, and to area residents in the southern half of the township through an agreement with the Columbiaville Fire Department. The fire stations are located within the respective villages. Fire protection services are funded through a special assessment. Ambulatory service is provided by Patriot Ambulance EMS, located at the Columbiaville/North Lake Road intersection, and is funded by a user fee. Police protection services are provided by the Lapeer County Sheriff's Department and funded through the township's general fund budget.

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## Recreation

Marathon Township does not operate any local recreation facilities. It is home to a number of recreation opportunities however. The Lapeer State Game Area covers approximately 8,500 acres, nearly 1,100 of which are located in the township's southeast quarter and includes the convergence of the North and South Branches of the Flint River. The facility is available for hiking and hunting and is operated by the Michigan Department of Natural Resources. The Genesee County Parks and Recreation Department operates the Holloway Reservoir Regional Park. The park covers approximately 5,500 acres, nearly 2,000 acres of which is the Holloway Reservoir itself. The park extends along portions of the Holloway Reservoir and includes approximately 160 acres in Marathon Township along its southern border, on both sides of the reservoir. Park activities include beaches, swimming, fishing, waterfowl hunting, canoe launching, an equestrian center, snowmobiling, and tobogganing.

The Southern Links Trailway extends from Columbiaville through the township to Otter Lake and on to Millington. The approximately 10-mile and 10'-wide paved trail travels along the former Detroit and Bay City Railroad, and is available for hiking, biking, and rollerblading. A non-paved trail for horseback riding is also present.

Otter Lake Park in Otter Lake provides a range of recreation opportunities including fishing, boating, swimming, a playground, basketball and tennis courts, and picnicking. A village campground is located along the lake as well. Lake-based recreation is also available to those residents residing on the township's several lakes including Hemingway, Hart and North Lakes. Watertown Township operates a small park along the portion of North Lake to the north of Marathon Township, with parking facilities are just south in Marathon Township.

Local residents also have access to the playground facilities at the two local elementary schools and the several recreation sites in Columbiaville including a park along the Holloway Reservoir and a sports park that includes baseball diamonds, soccer fields, and a driving range. The Village of Columbiaville operates an equestrian center in the township, near the Klam/Williams Road intersection just east of the village.

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# Appendix B ENVIRONMENTAL FEATURES

# **Geology & Topography**

During the Paleozoic era of geological history, Lapeer County and the state as a whole was inundated by successive warm, shallow seas during which large amounts of sediment were deposited. These deposits subsequently lithified to form bedrock. Marathon Township sits upon bedrock comprised principally of shale and sandstone. The Ice Age brought four successive continental glaciers across the Great Lakes area. As these ice sheets moved southward from Canada, they scoured and abraded the surface of the land leaving behind deeper valleys and more rounded hilltops. The advancing glaciers carried large quantities of rock materials scraped and gouged from the land's surface. These materials were then deposited during the melting of the ice to form drift materials covering the bedrock below. While the depth to bedrock exceeds 800 feet in some parts of Michigan, bedrock depth in Marathon Township ranges from approximately 150 to 250 feet and generally increases as one moves north across the township.

The township's topography is largely level to gently rolling in character. Approximately 80% of the township reflects grades of 6% or less, and approximately 10% of the township reflects grades of 6% to 10%. The remaining 10% of the township is characterized by grades of 12% to 18% but exceed grades of 25% in small isolated instances, primarily in the areas north of Otter and Mud Lakes and to the south and east of Hart Lake. Topographic elevations in the township range from approximately 755' to 980' above sea level. The highest elevations are near Otter and Hart Lakes as well, and the lowest elevations are in the area of the Holloway Reservoir.

The character of an area's geology and topography can have bearing on development and land use planning. Marathon Township's topography does not generally present challenges for development except for the very limited areas where grades are comparatively excessive. It is generally recommended that development be restricted in intensity where grades exceed approximately 12%, and be strongly discouraged where grades exceed 18%. As grades increase in severity, significant challenges arise for septic systems and there is an increased potential for soil erosion and sedimentation of water courses and wetlands. Construction costs frequently increase as well.

# **Drainage & Water Resources**

Marathon Township is characterized by approximately 450 acres of open surface waters including lakes, rivers and streams (2.1% of the township). According to the U.S. Geological Service, the township is home to all or portions of six named lakes. Hemingway Lake, covering approximately 80 acres in Section 9, is the only lake entirely within the township. The most significant of the other lakes, and a defining feature of both Marathon Township and Columbiaville, is the Holloway Reservoir. The Holloway Reservoir begins approximately one-half mile northeast of Columbiaville and extends south through the village and Marathon Township and into Oregon Township to the south. The reservoir terminates in Richfield Township (west of Oregon Township) in Genesee County, where the Flint River was dammed in 1955 to create the water body. The reservoir covers approximately 2,000 acres of which approximately 250 acres are in Marathon Township and another 140 acres are in the village. The township also includes portions of a number of smaller lakes, all of which are in its northwest

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corner including Hart Lake, Mud Lake, North Lake and Otter Lake. These portions of lakes occupy a total of approximately 50 township acres.

In addition to its lakes, Marathon Township also includes numerous rivers, creeks and smaller and intermittent water courses. The most significant are the North Branch and South Branch of the Flint River. The North Branch flows from neighboring Deerfield Township to the west into Marathon Township near the Fostoria/Barnes Lake Road intersection, and continues to flow southwesterly where it empties into the north tip of Holloway Reservoir. The South Branch flows north from neighboring Oregon Township into Marathon Township's southeast corner and converges with the North Branch approximately one mile east of the Reservoir. The Flint River is formed at the convergence of the North and South Branches and flows into the Holloway Reservoir about one mile further west.

Nearly all runoff in Marathon Township drains into Holloway Reservoir, the majority of which occurs through the Flint River and its tributaries including the North and South Branches to the west, the Forest, Joslyn and Kester Drains to the north, and the Clute and Hemingway Drains in its central region. The Flint River continues to flow from the south tip of the Holloway Reservoir southwesterly into Genesee County and ultimately converges with the Shiawassee River in central Saginaw County which, in turn, empties into the Saginaw Bay in Bay City. This interconnectivity of water courses illustrates how land use and development policies and practices in one community can impact water resources in many other communities downstream.

Drainage in Marathon Township is also facilitated through a network of wetland areas that collect and store significant volumes of runoff. Wetlands are discussed in more detail on the following page.

Lands abutting or in close proximity to drainage courses, such as streams, ponds, and lakes, are subject to flood conditions where the drainage courses do not have the capacity to accommodate the rate of runoff from a single heavy rainfall or numerous lighter rainfalls over a relatively short period of time. The Federal Emergency Management Administration completed a flood study of Marathon Township in 2007 as part of its National Flood Insurance Program. The study identified the flood boundaries of a flood condition likely to occur at an average frequency of once in 100 years. Commonly referred to as the "100-year floodplain," this boundary is generally limited to the immediate shoreline areas of the Holloway Reservoir and the North and South Branches of the Flint River, except in the area of the convergence of the rivers where the floodplain expands to include the extensive wetlands in the area and which are largely contained in the Lapeer State Game Area. Serious flooding has not been a common occurrence. This is due in large part to the comparatively limited development (impervious surfaces), the network of drainage courses and wetlands that carry and store runoff, and substantial areas characterized by sand and loam soils that facilitate the absorption of rainfall. Improperly managed land development practices can impact flood conditions both locally and in the communities downstream.

## Groundwater

As runoff flows across land surfaces and travels through drainage courses, a portion of the runoff seeps into the ground and collects in great quantities in the underlying soils and deeper bedrock. These reservoirs of water are referred to as aquifers and serve as the sources of drinking water for nearly all residents of Marathon Township. Wells in Marathon Township typically extend to the sandstone bedrock to draw potable water, particularly those that have been constructed in more recent times. The overall quality of the groundwater is considered to be good but with some instances of naturally occurring arsenic.

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Aquifers can be "confined" or "unconfined" systems. Confined systems have an impermeable soil layer (typically clay) above them which acts to confine the aquifer and protect the aquifer from contaminants seeping into the subsurface above the confining soil layer, such as petroleum products, fertilizers, and improperly disposed household liquids. Unconfined systems do not have this protective layer of clay soil and are much more prone to contamination. Even confined systems can be contaminated due to hazardous material entering the groundwater due to groundwater flows from nearby non-confined aquifers. Local well logs suggest there is a confining layer of clay across the majority of Marathon Township but not in all areas. Particularly shallow wells, drawing from the glacial drift above the bedrock and where a confining clay layer is not present, are particularly vulnerable to groundwater contamination.

Contamination of ground water resources can originate from a number of sources including, but not necessarily limited to poorly operating septic drain fields, floor drains that discharge to the outdoors, the storage of hazardous and toxic substances without the necessary safeguards, the improper disposal of fuels and oils, excessive use of fertilizers, and improper disposal of wastes by industrial, commercial and residential activities. Thus, the protection of groundwater quality requires appropriate land use management along various fronts.

# **Woodlands and Wetlands**

Marathon Township is comprised of approximately 1,600 acres of woodlands, or 7.7% of the township's land area. All but approximately 10% of the woodlands are of an upland character including maple, elm, beech and cherry. The balance are comprised of woodled wetlands including oak, red maple, and willow. Approximately 40 acres of the township are of a non-woodled wetland character.

Wetlands are located throughout the township but are most prominent in association with the Flint River (just east of Holloway Reservoir) and within 1.5 miles to the north, south and east of Hemmingway Lake. The largest single expanses of wetlands are along the Flint River and the northern segments of the Hemmingway and Whipple Drain (south of Hemmingway Lake), with each being 160 to 200 acres in area. Of particular significance is the network of interconnected wetlands and upland woodlands. The network is important because of the vital role these resources play in flood control, runoff purification, groundwater recharge, wildlife habitats, recreational opportunities, and supporting the rural character of the township.

Wetlands are environmentally sensitive resources and can experience degradation and destruction due to changes in water levels, erosion and sedimentation, filling, dredging, and draining. The degradation or pollution of a wetland area can have a destructive impact upon wetlands and related woodland resources distances away due to the frequent physical linkages between these resource areas. In addition to the environmental constraints wetlands pose for development, they present severe physical constraints for land development due to flooding and instability of soils.

Because of the important environmental role of wetlands, they are protected by the Michigan Environmental and Natural Resources Protection Act, Part 303. Wetlands are regulated by the state if they meet any of the established criteria including, but not limited to, wetlands connected to one of the Great Lakes or located within 1,000 feet of one of the Great Lakes, wetlands located within 500 feet of an inland lake, pond, river or stream, and other wetlands of five acres or more in area. The law requires a permit be obtained from the state for depositing fill in a wetland, dredging or removing soil from a wetland, constructing or operating a use in a wetland, or draining surface water from a wetland. The Michigan Department of Environmental Quality will not issue a permit unless it finds, in part, that there would be no unacceptable disruption to aquatic resources, and that the proposed activity is wetland dependent or no feasible and prudent alternatives exists.

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## Soils

The U.S. Department of Agriculture, Natural Resources Conservation Service, has prepared a soil survey for Lapeer County. The survey reveals that, like the county as a whole, the vast majority of Marathon Township is characterized by loam, sandy loam, and loamy sand soils. Soils classified as "loam" typically have near equal proportions of sand, silt and clay.

According to the Natural Resources Conservation Service, approximately 60% of the township presents "severe" limitations for on-site sewage disposal (septic systems). A primary concern in this regard is the soil's ability to absorb and break down the leachate from the septic drain fields before it reaches underground water supplies. The soils are rated as "severe" due in large part to seasonal high water tables and/or slow permeability. Limitations on septic systems by soils can often be overcome with increased lot sizes and/or specially engineered systems at additional cost. "Mound" systems are common in Lapeer County, where the septic system is raised above the normal ground elevation as a means of modifying the soil conditions below to provide adequate septic field conditions.

The Lapeer County Health Department is responsible for issuing permits for on-site sewage disposal. A permit will not be issued unless all Department requirements have been met. Sites in the township of approximately one acre or more are typically adequate to meet the Department's requirements for effective septic systems, including a back-up area should the initial drain field fail. According to current standards, neighborhood development on smaller building sites, as commonly part of platted or site condominiums, typically require larger lot sizes or a sewer system.

It should be noted that while a site may be classified by the Natural Resources Conservation Service as presenting a particular limitation to septic systems and building construction, on-site investigation may show the classification to be less than fully accurate and/or show that the deeper soils (more than five feet deep) present different characteristics than the upper layer soils and thus, varying limitations. On-site investigations should be carried out before specific land development projects are initiated.

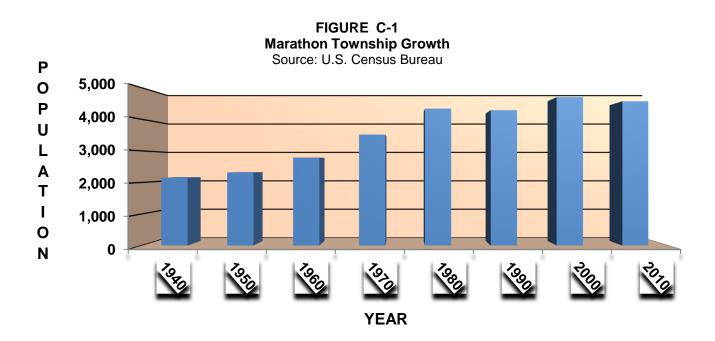
Approximately half of the township is classified as "prime farmland." The Natural Resources Conservation Service generally defines *prime farmland* as land that is, under proper management, particularly well suited to food, feed, forage, fiber, and oilseed crops and is capable of producing sustained high yields. The majority of the prime farmland acreage is located southwesterly of a diagonal line extending from the Hemmingway Lake area to the township's southeast corner.

# Appendix C DEMOGRAPHIC FEATURES

# **Population Growth Trends**

The 2010 U.S. Census (Census) recorded a Marathon Township population of 4,568 persons, a decrease of 133 persons from its 2000 population of 4,701. The township's 2010 population was a 133% increase over its 1940 population of 2,142. Since 1940, the township has had varying periods of population growth and decline. Its strongest growth period, the 1960s, resulted in a 26% increase in population. Its two ten-year periods of population loss since 1940, the 1980s and 2000s, resulted in population losses of -1.1% and -2.8% respectively.

The township's population decline from 2000 – 2010, and the county's minimal 0.5% growth during the same period, is reflective of the economic and housing market decline across the nation and particularly evident in Michigan. Michigan as a whole experienced a 0.5% decline in population during this period, the only state to witness a decline in population. Lapeer County as a whole has experienced continued positive growth since 1940. The 2010 Census recorded a total county population of 88,319, a 175% increase over its 1940 population of 32,116.



The township's and county's varying growth rates since 1940 has resulted in a 22.4% decrease in the proportion of township residents comprising the total county population. The township's population comprised 6.7% of the county population in 1940 and 5.2% of the county's population in 2010.

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TABLE C-1
Population Trends & Growth Rates Comparison

(previous ten-year growth rate indicated by "%")

YEAR	MARAT TOWN		LAPE COUN		STATE MICHIG	
1940	2,142		32,116		5,256,106	
1950	2,315	8.1%	35,794	11.5%	6,371,766	17.6%
1960	2,788	20.4%	41,926	17.1%	7,823,194	18.6%
1970	3,513	26.0%	52,317	24.8%	8,881,826	11.9%
1980	4,336	23.4%	70,038	33.9%	9,262,078	4.1%
1990	4,286	<b>-</b> 1.1%	74,768	6.8%	9,295,297	0.4%
2000	4,701	9.7%	87,904	17.6%	9,938,444	6.9%
2010	4,568	<b>-</b> 2.8%	88,319	0.5%	9,883,640	<b>-</b> 0.5%

Source: U.S. Census Bureau

The township's overall rising population has increased population density. Its land-based population density was approximately 64 persons per square mile in 1940 and 137 persons per square mile in 2010, two persons greater per square mile than that of the county as a whole. By comparison, the City of Lapeer is one of the most densely populated communities in the county and had a population density in 2010 of approximately 1,579 persons per square mile.

## POPULATION PROJECTIONS

Estimating future population growth can provide important insights into identifying future land use and public services needs. Projecting the growth of a community's population over a prescribed period of time is not an exact science. The many unpredictable factors that affect growth make population projections somewhat speculative. Because of the severity of the housing and financial market that surfaced in 2007, both in Michigan and nationally, projecting population growth at this particular time is uniquely challenging. By using several projection techniques, a range of growth estimates can be generated. These shed light on potential growth scenarios provided planning policies and land development regulations do not limit or encourage growth any more than in the past.

The <u>historical trend</u> approach assumes the township will grow 12.0% every ten years – the same average 10-year growth rate between the years 1940 and 2010. The <u>low growth trend</u> approach assumes the township will grow at a rate 50% less than that of the historical trend rate, or 6.0% every ten years. The <u>very low growth trend</u> approach assumes the township will grow at a rate 75% less than that of the historical trend rate, or 3.0% every ten years. The <u>high growth trend</u> approach assumes the township will grow at a rate 50% greater than that of the historical trend rate, or 24.0% every ten years. The low or very low growth trend may be the most likely over the next ten years given current economic conditions in Michigan. See Table C-2.

TABLE C-2
Marathon Township Population Projections

Projection Trend		Population In 2010	2020 Projection	2030 Projection	2040 Projection
Very Low Growth Trend	(3.0%)	4,568	4,705	4,846	4,992
Low Growth Trend	(6.0%)	4,568	4,842	5,132	5,440
Historical Trend	(12.0%)	4,568	5,116	5,730	6,418
High Growth Trend	(24.0%)	4,568	5,664	7,024	8,709

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# SOCIAL and ECONOMIC CHARACTERISTICS

The 2010 Census showed Marathon Township to have a racial composition similar to that of the county, and far more homogeneous than the state as a whole (See Table C-3). 96.4% of the township population was white, compared to 78.9% for the state. The township's homogeneity is typical of rural Michigan communities, as compared to more urban areas such as the City of Lapeer.

TABLE C-3
Race Profile Comparison, 2010 (By Percent)

Source: 2010 U.S. Census

RACE	MARATHON TOWNSHIP	LAPEER COUNTY	STATE of MICHIGAN
White Only	96.4	95.5	78.9
Black/African American Only	0.3	1.0	14.2
American Indian, Alaska Native Only	0.8	0.5	0.6
Asian Only	0.1	0.3	2.4
Native Hawaiian/Other Pacific Islander Only	0.0	0.0	0.0
Some Other Single Race Only	0.9	1.2	1.5
Two or More Races	1.5	1.4	2.3

The township's overall age composition was not significantly different than that of the state as a whole and nearly identical to the county. 24.3% of the population was under 18 years of age, 63.5% of the population was between the ages of 18 and 64, and 12.2% was 65 years of age or older. The largest single ten-year age group, 45-54 years of age, comprised 17.4% of the population. If the population were to be divided into equal thirds by age group, the approximate age groups would be 25 years and less, 26-49 years, and 50 years and more.

FIGURE C-2
Marathon Township Age Profile
Source: 2010 U.S. Census

20.0% 15.0% 10.0% 5.0% 0.0% Balon 5 5.7h 15.7h 15.7h 15.7h 15.7h 15.7h 15.7h 15.8h 85.7h 15.8h 85.7h 15.8h 85.7h 15.8h 85.7h

Age Range

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The township's median age of 40.4 years in 2010 was slightly less than that of the county (41.6) and 1.5 years higher than the state (38.9). Like the balance of the state and nation, the township's residents are continuing to mature. Its 2010 median age of 40.4 years reflects a 13.8% increase over its 2000 median age of 35.5 years, and a 32.0% increase over its 1990 median age of 30.6.

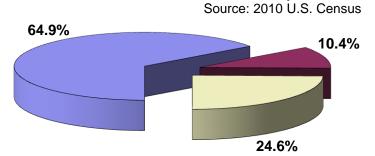
TABLE C-4
Age Profile Comparison (By Percent, except where noted)

Source: 2010 U.S. Census

AGE	MARATHON TOWNSHIP	LAPEER COUNTY	STATE of MICHIGAN
Under 5 yrs.	5.7	5.2	6.0
5 – 14 yrs.	13.8	14.0	13.3
15 - 24 yrs.	12.9	12.9	14.3
25 - 34 yrs.	10.6	9.5	11.8
35 – 44 yrs.	13.7	13.6	12.9
45 - 54 yrs.	17.4	17.7	15.2
55 - 64 yrs.	13.8	13.8	12.7
65 - 74 yrs.	7.5	8.0	7.3
75 - 84 yrs.	3.9	4.1	4.5
85 yrs. or more	0.8	1.4	1.9
Under 18 yrs.	24.3	24.2	20.8
65 yrs and over	12.2	13.3	13.8
Median Age	40.4 yrs.	41.6 yrs.	38.9 yrs.

The 2010 Census recorded 1,682 households and 1,283 families in the township. The 1,682 households is a decrease of 65 households since the 2000 Census, a likely reflection (in part) of the difficult economic conditions since 2007. The township's average household size of 2.7 persons was identical to that of the county and slightly higher than the state (2.5). This household size is 6.9% less than its average household size of 2.9 persons in 2000.

FIGURE C-3
Marathon Township HouseholdType



Married Couple FamilyOther FamilyNon-Family Household

64.9% of the township households in 2010 included a married-couple. This proportion is very similar to the county and 35% higher than the state (48.0%). Of the 10.4% of families not consisting of a married couple, they were nearly evenly split between male and female householders. 24.6% of all households were comprised of non-family households, comparable to the county and 38% lower than the state (34.0%). Of the township's non-family households, 19.9% were comprised of the householder living alone, 35.0% included one or more persons under 18 years of age, and 23.6% included one or more persons of age 65 years or greater. See Figure C-3 and Table C-5.

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TABLE C-5
Household Type and Size Comparison
(by percent, except where otherwise noted)

Source: 2010 U.S. Census

	MARATHON TOWNSHIP	LAPEER COUNTY	STATE of MICHIGAN
HOUSEHOLD TYPE			
Married-couple family	64.9	63.8	48.0
Other family:	10.4	12.0	18.0
(Male householder)	5.1	4.1	4.8
(Female householder)	5.3	7.9	13.2
Non-family household	24.6	24.2	34.0
PERSONS Per HOUSEHOLD	2.7 persons	2.7 persons	2.5 persons
PERSONS Per FAMILY	3.2 persons	3.1 persons	3.1 persons

The township's civilian labor force in 2009 was comprised of 2,219 persons, 15.9% of which were unemployed. Like the county and state as a whole, the three principal employment industries for employed Marathon Township workers were: 1) manufacturing; 2) education, health, and social services; and 3) professional, scientific, management, administration and other services other than public administration. These three industries alone accounted for 53.8% of township workers' employment. The 0.4% of township workers employed in the agriculture, forestry, fishing, hunting, and mining industries was a proportion far less than the county (2.7%) and the state (1.2%). See Table C-6.

For those who commuted to work, the mean travel time was 40.4 minutes. This is indicative of the limited employment opportunities in the township and immediately surrounding area, and the increased opportunities in more regional urban areas such as Flint, Saginaw, Lansing, and the greater Detroit area.

TABLE C-6
Employment by Industry Comparison
(employed persons 16 years and older, by percent)

INDUSTRY	MARATHON TOWNSHIP	LAPEER COUNTY	STATE of MICHIGAN
Manufacturing	22.3	26.6	18.3
Education, health, and social services	17.2	18.3	22.4
Professional, scientific, management, administrative, waste management, other services not listed (excluding public administration)	14.3	13.4	13.5
Retail trade	13.8	11.0	11.6
Construction	10.3	7.6	5.6
Transportation, warehousing, and utilities	7.2	3.5	4.2
Public administration	4.4	3.2	3.7
Art, entertainment, recreation, accommodations, and food services	4.2	7.4	9.0
Finance, insurance, and real estate	3.4	4.1	5.7
Wholesale trade	2.4	1.7	2.9
Agriculture, forestry, fishing, hunting, mining	0.4	2.7	1.2
Information	0.2	0.6	1.9

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The Marathon Township community experienced somewhat comparable prosperity in 2010 as the county and state. Though its median household income of \$52,850 was 7.4% to 8.5% higher than the county and state. its median family income of \$58,333 was between that of the county (\$54,340) and state (\$60,635) and its per capita income of \$21,059 was less than both the county (\$22,135) and state (\$25,172). The portion of families and persons below poverty level in the township in 2009, 6.5% and 7.9% respectively, was 36% to 46% less than that of the county and state. See Figure C-4 and Table C-7.

FIGURE C-4
Income Characteristics Comparison, 2009
Source: 2009 American Community Survey, U.S. Census Bureau

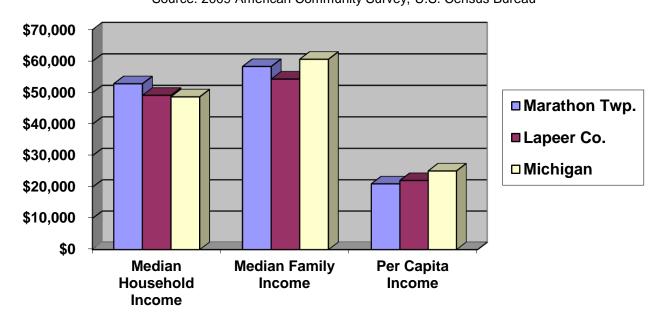


TABLE C-7
Income Characteristics Comparison

INCOME CHARACTERISTIC	MARATHON TOWNSHIP	LAPEER COUNTY	STATE of MICHIGAN
Median household income	\$52,850	\$49,190	\$48,700
Median family income	\$58,333	\$54,340	\$60,635
Per capita income	\$21,059	\$22,135	\$25,172
Families below poverty level	6.5%	10.1%	10.3%
Persons below poverty level	7.9%	14.2%	14.5%

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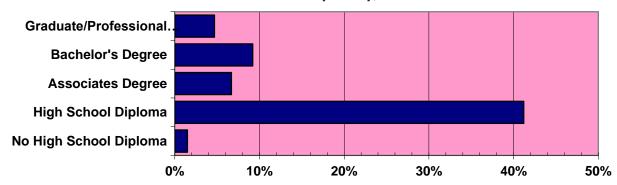
Formal education levels for Marathon Township residents in 2009 were comparably low when compared to the county and state. While the attainment of a high school diploma was the highest level of education attained by 41.2% of township residents of 25 years of age or older, the county and state proportions for the same level of education were 40.7% and 31.8% respectively. 13.9% of the township's residents had acquired a bachelor's degree or higher level of education compared to 15.9% for the county and 24.5% for the state. See Table C-8 and Figures C-5 and C-6.

TABLE C-8
Highest Level of Education Attainment Comparison
(for persons 25 years of age, by percent)

Source: 2009 American Community Survey, U.S. Census Bureau

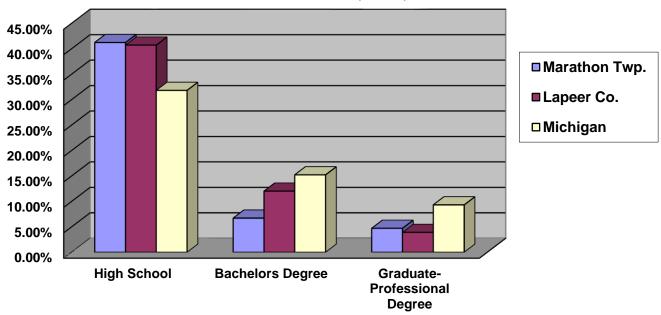
HIGHEST EDUCATION ATTAINMENT	MARATHON TOWNSHIP	LAPEER COUNTY	STATE of MICHIGAN
Less Than 9th Grade	1.5	3.1	3.7
9th to 12th, no diploma	10.8	7.8	8.9
High School Diploma	41.2	40.7	31.8
Some college, no degree	25.8	24.1	23.1
Associates Degree	6.7	8.4	8.0
Bachelor's Degree	9.2	12.0	15.2
Graduate/Professional Degree	4.7	3.9	9.3
High school graduate or higher	87.7	89.1	87.4
Bachelor's degree or higher	13.9	15.9	24.5

FIGURE C-5
Highest Level of Education Attainment, Marathon Township
(for persons 25 years of age)



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FIGURE C-6
Highest Level of Education Attainment Comparison
(for persons 25 years of age)



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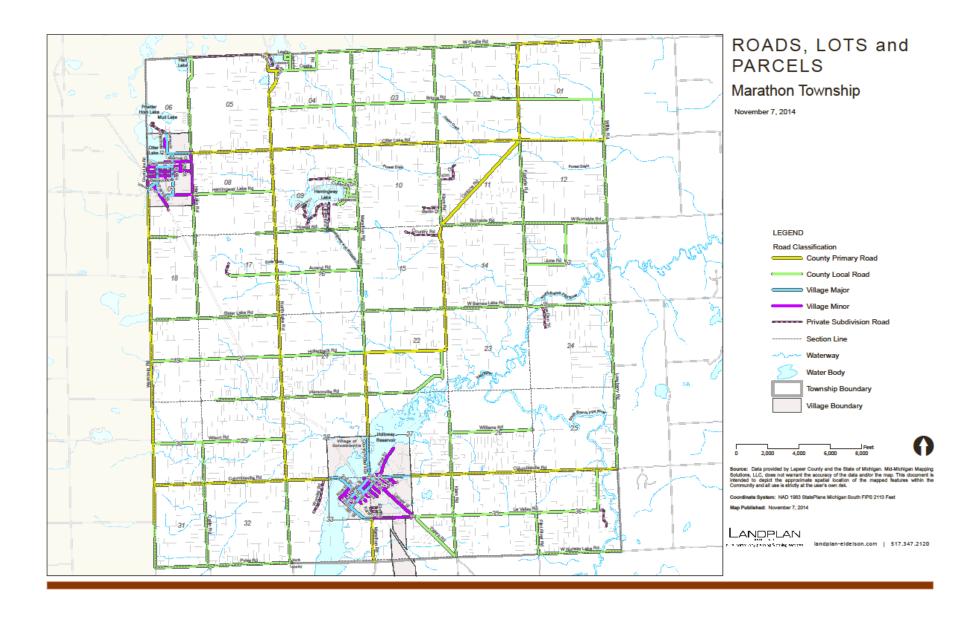
# Appendix D INVENTORY MAPS

Roads, Lots and Parcels

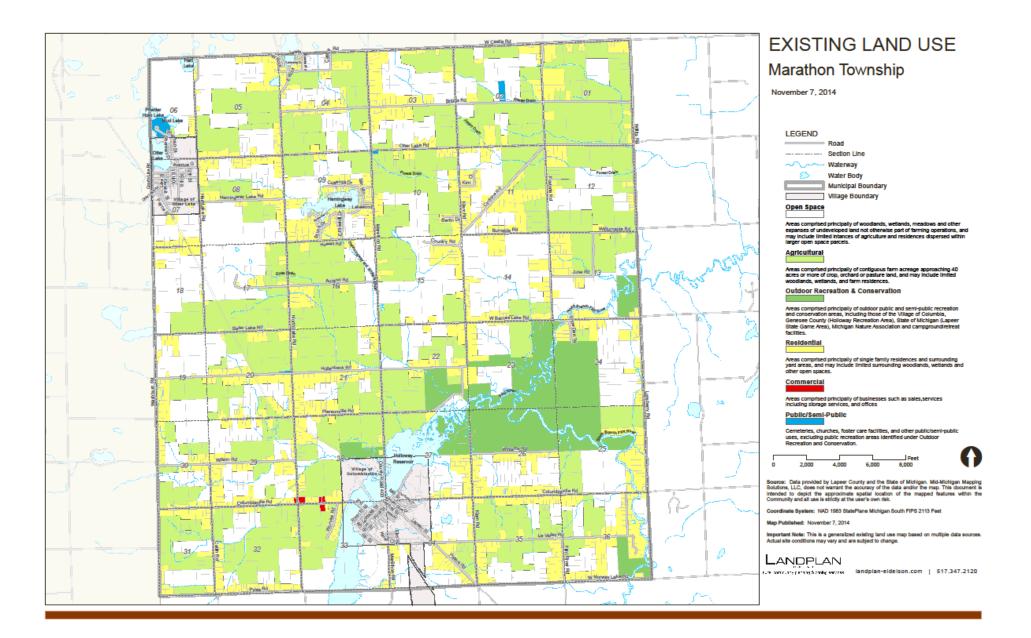
**Existing Land Use** 

**Natural Features** 

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