



# CITY OF EAST JORDAN MASTER PLAN

NOVEMBER, 2015

## ACKNOWLEDGMENTS

**Mayor**

Russ Peck

**City Commission**

Andrew Boyer  
Thomas Breakey  
John Doebel  
Robert Kenney  
Mark Penzien  
Paul Timmons

**Planning Commission**

Lynn Carson – Chair  
Bart Adams – Vice Chair  
Bill Dunson  
Ron Moreau  
Jean Timmons  
Donald Wright

**City of East Jordan Staff**

Tom Cannon, City Administrator  
Heather Jackson, City Treasurer  
Troy Thomas, Public Works Superintendent  
Cheltzi Wilson, City Clerk

**Plan Prepared By:**



324 Munson Avenue  
Traverse City, MI 49686  
[www.liaa.org](http://www.liaa.org)

**TABLE OF CONTENTS**

<b>Chapter 1 – Introduction</b>	<b>Pg. 1</b>
Setting	Pg. 1
Purpose of the Master Plan	Pg. 3
Master Plan Process	Pg. 3
Building Community Resilience	Pg. 6
<b>Chapter 2 – Community Profile</b>	<b>Pg. 11</b>
Community Character	Pg. 11
The People of East Jordan	Pg. 12
<b>Chapter 3 – Natural Features</b>	<b>Pg. 21</b>
Geology	Pg. 21
Soils	Pg. 21
Watersheds	Pg. 21
Lake Charlevoix	Pg. 25
The Jordan River	Pg. 26
Floodplain	Pg. 27
Wetlands	Pg. 27
Woodlands and Tree Cover	Pg. 30
<b>Chapter 4 – Community Facilities, Parks, and Recreation</b>	<b>Pg. 33</b>
Administrative Structure	Pg. 33
Existing Facilities and Services	Pg. 33
Parks and Recreation	Pg. 39
<b>Chapter 5 – Transportation</b>	<b>Pg. 41</b>
Street and Highway Network	Pg. 41
Public Transportation	Pg. 44
Non-motorized Transportation Options	Pg. 44
Other Modes of Transportation	Pg. 47
<b>Chapter 6 – Existing Land Use</b>	<b>Pg. 49</b>
Single Family Residential	Pg. 49
Multiple Family Residential	Pg. 49
Commercial and Office	Pg. 50
Industrial	Pg. 51
Institutional	Pg. 51
Public	Pg. 51
Undeveloped	Pg. 52

<b>Chapter 7 – Goals and Objectives</b>	<b>Pg. 55</b>
Guiding Principles	Pg. 55
Goals and Objectives	Pg. 57
Implementation Table	Pg. 65
<b>Chapter 8 – Future Land Use Plan, Zoning Plan, and Implementation</b>	<b>Pg. 75</b>
Future Land Use Plan	Pg. 75
Zoning Plan	Pg. 81
Implementation Strategies	Pg. 85
Placemaking	Pg. 85
Redevelopment Strategy	Pg. 91
Non-traditional Economic Development Opportunities	Pg. 97
Tourism	Pg. 97
Implementation Tools and Practices	Pg. 99
<b>Appendices</b>	
Appendix A – Compiled Responses - East Jordan Community Planning Survey	
Appendix B – Downtown Planning Charrette Summary	



*Photograph by Karen Walker*

## CHAPTER 1 - INTRODUCTION

### SETTING

The City of East Jordan is a community in Charlevoix County in the northwest portion of Michigan's lower peninsula. (See map on following page) Located on the shores of the southern arm of Lake Charlevoix at the mouth of the Jordan River, East Jordan possesses a wealth of natural beauty to accompany its small town atmosphere. Historic downtown East Jordan lies directly east of the southernmost portion of the south arm of Lake Charlevoix. Additional commercial development within the City can be found along Michigan State Highway 32 (M-32) and Michigan State Highway 66 (M-66), which are primary regional transportation corridors. The older, historic residential neighborhoods of East Jordan are located in the central portion of the City, with newer residential development closer to the City boundaries. The City contains many public parks and preserved natural areas that offer a variety of recreational opportunities and improve the quality of life of City residents.

East Jordan's roots can be traced back to Michigan's logging boom in the mid-nineteenth century. Over the years, strong manufacturing and industry has sustained East Jordan's local economy and the area's spectacular natural resources have provided recreational opportunities for residents and visitors alike. East Jordan's small town charm, natural beauty, and unique mix of business and industry create a unique character that local residents seek to maintain.



*A view of East Jordan City Hall in Downtown East Jordan*

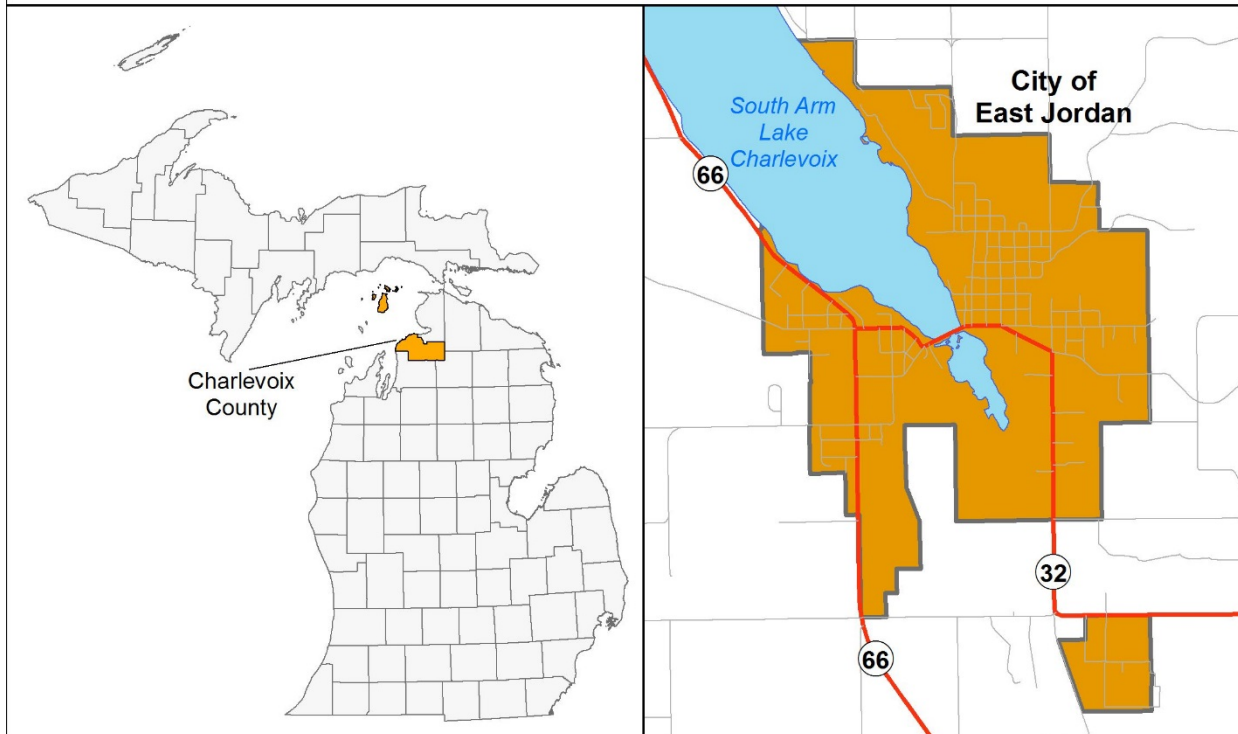
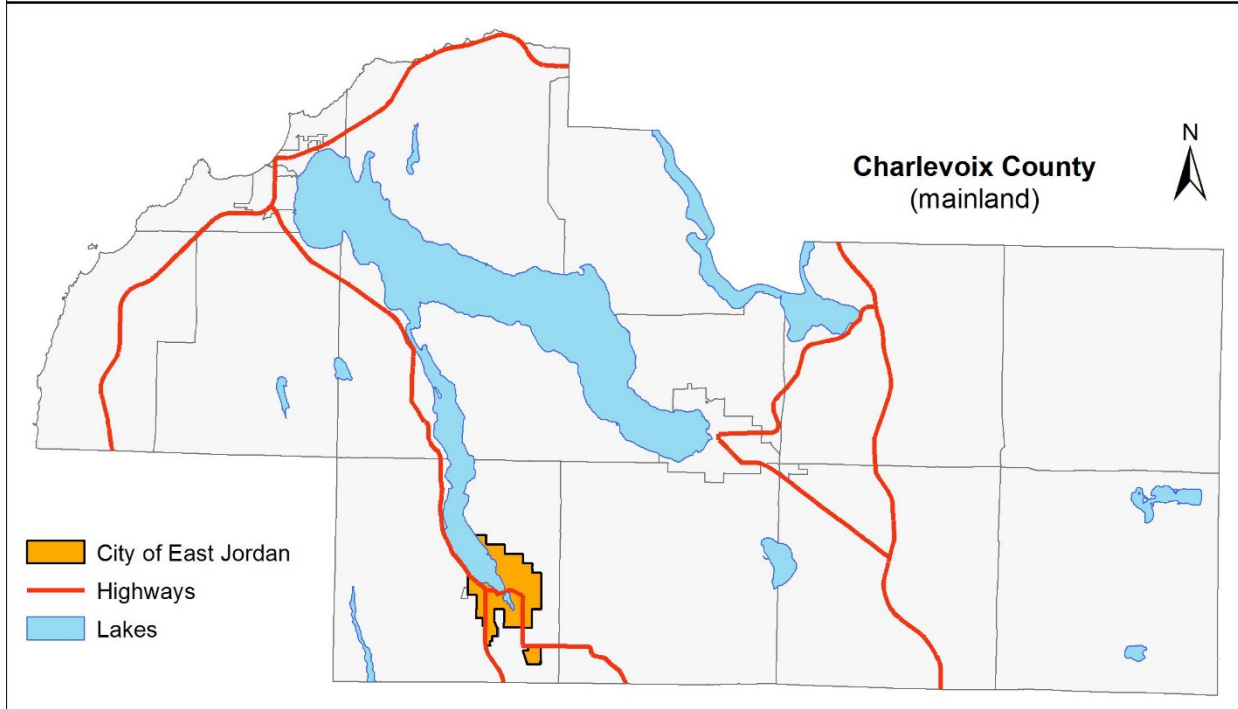
## Location of the City of East Jordan

(Within Charlevoix County and the State of Michigan)

Data Sources:  
MI Geographic Data Library  
Charlevoix County GIS



Prepared May 2015 by:  
**LIAA**



## PURPOSE OF THE MASTER PLAN

The purpose of the Master Plan is to serve as the official document used to guide the future development and growth of the City and the management of its resources. The Master Plan provides the framework and basis for future decision making and establishes a vision and direction for the City. The Master Plan also:

- Identifies and evaluates existing conditions, characteristics, community values, trends, issues, and opportunities as the factual basis for decision making.
- Gives guidance to property owners, citizens, developers, regional and state agencies and neighboring jurisdictions about expectations and standards for public investment and future development.
- Solidifies the vision for the community.
- Establishes the basis for the zoning ordinance, capital improvements, new policies, and other implementation tools and programs.
- Provides the framework for day-to-day planning and land use decisions by City’s staff, Planning Commission, and City Council.
- Establishes the basis for the policies and tools that help build greater community resilience.
- Builds an informed constituency that can help support and participate in plan implementation.
- Builds support for the allocation of funding and helps leverage funding from regional, state, and federal agencies.

The Master Plan is intended to be a flexible document that guides growth and development within the City for the next 20 years and beyond while providing the ability to respond to changing conditions, innovation, and new information. In addition to describing where new development should be directed, the Master Plan also identifies:

- Important natural and cultural resources to be preserved.
- Standards to which new buildings should adhere.
- The characteristics of existing neighborhoods.
- Recommended improvements to transportation systems.
- Ways that the community can better adapt to changing climatic and economic conditions.

## MASTER PLAN PROCESS

In 2014, the City of East Jordan began a community planning process called “Resilient East Jordan.” Through this comprehensive planning effort, the citizens and leaders of East Jordan worked together to address community-wide issues and identify ways to manage changes and challenges of all kinds. This Master Plan is a direct result of the Resilient East Jordan planning process.

City officials, staff, and planning commissioners formed the Community Planning Committee to oversee the planning process and consider the recommendations created during the project. Research, planning, and facilitation services for the Resilient East Jordan project were provided by the Land Information Access Association (LIAA) with support from the Michigan Municipal League (MML), Michigan Townships Association (MTA), Michigan Association of Planning (MAP), and University of Michigan’s Taubman College of Architecture and Urban Planning. Funding for the Resilient East Jordan project was provided by the City of East Jordan, the Charlevoix County Community Foundation, and the Kresge Foundation.

Ultimately, the goal of the Resilient East Jordan project was to help the citizens and local officials refine and update their land use and development plans. The planning process supported the City in performing the required five-year review of its Master Plan with a focus on building greater community resilience. In all cases, this community planning process is following the requirements of the Michigan Planning Enabling Act (P.A. 33 of 2008).

### Community Planning Committee

A Community Planning Committee (CPC) was formed to manage and oversee the Resilient East Jordan project. The CPC was made up of appointed planning commissioners, elected officials, and municipal staff from the City of East Jordan. The CPC met regularly over the course of the project to review existing planning documents and make recommendations for the master plan. CPC meetings were open to the public and included informational presentations designed to build a better understanding of local land use and demographic trends as well as climate and economic resilience. The project team also conducted personal interviews with a wide variety of community stakeholders during the beginning portions of the planning process. These interviews, along with insight from the CPC, helped identify the major issues and land use and development topics that became the focus of the Resilient East Jordan process.

### Public Kick-Off Meeting

In August of 2014, the Resilient East Jordan project team held a Public Kick-Off Meeting at the East Jordan Civic Center to officially begin the public involvement portion of the project and gather input from citizens of the greater community. The Public Kick-Off Meeting consisted of informational presentations on the master planning process, community resilience, the potential impacts of climate change, natural resource protection, and economic development. A community visioning session was also conducted at the gathering, allowing citizens the opportunity to voice their concerns, identify important community issues, and share their visions for the future of East Jordan.

### Community Action Teams

As part of the Resilient East Jordan community planning project, leaders formed Community Action Teams (CATs) to discuss the various aspects of systems that sustain the East Jordan Community, with an emphasis on resilience. Citizens from the entire community were invited to attend a series of working sessions to formulate system-specific recommendations for the City. Participants chose to participate on one of five CATs addressing different systems within the community. Those systems were (1) Access and Transportation, (2) Energy and Economy, (3) Environment and Natural, (4) Human and Social, and (5) Neighborhoods and Infrastructure. Each team had the opportunity to learn about the workings of the system, as well as its strengths and weaknesses. Then, the CATs established goals and recommendations to submit to the Community Planning Committee.

Approximately 35 individuals participated in the CAT process which included a series of three meetings in September and October of 2014. CAT members were able to choose the system they were most interested in working on by signing up using forms provided at community meetings, using an online sign-up page, or choosing a system at the CAT meetings. Each of the CAT meetings was conducted at the East Jordan Civic Center and began with a presentation to the entire group. The presentations included information about community planning, the Resilient East Jordan project, community resilience, and instructions for meeting activities. Following the presentations, the CATs conducted separate discussions focused on the six systems then reported their conclusions to the overall group.

The primary outcome of the CAT gatherings were a series of key recommendations and goals that addressed community issues and concerns. The goals and recommendations were further developed to include underlying objectives and specific tasks. The following is a listing of the overall goals developed by the CAT participants – many of which are incorporated into this Master Plan.



*The Community Action Teams met three times during the Resilient East Jordan process.*



**Access & Transportation Systems CAT Goals**

1. Create safe and efficient non-motorized pathways that create connectivity within East Jordan and surrounding communities.
2. Create welcoming and effective way-finding signs at entrances to and within East Jordan.
3. Increase efficiency of motorized traffic.

**Energy & Economy Systems CAT Goals**

1. Expand the capacity of the wastewater treatment plant to enable future growth.
2. Improve the waterfront, walkways, and boat launch.
3. Create an engaged and collaborative community team that comes together to target specific businesses or promoters to come to East Jordan.
4. Support the Jordan River Arts Council expansion.
5. Create a local artist's cooperative.

**Environment & Natural Systems CAT Goals**

1. Improve, preserve, and protect natural resources.
2. Develop and maintain accessibility to our natural resources.
3. Create and promote awareness of natural resources. (River, lake, properties)

**Human & Social Systems CAT Goals**

1. Increase pride in our community.
2. Be a well-informed community.
3. Promote health and wellness.
4. Diversify employment and educational opportunities.

**Neighborhoods & Infrastructure Systems CAT Goals**

1. Upgrade all infrastructure.
2. Increase and encourage industry and business that attracts people from all areas.
3. Upgrade and enhance all public areas.
4. Ensure that all property meets minimum standards.

***Downtown Planning Charrette***

In November of 2014, the Resilient East Jordan project team conducted a three-day planning charrette focused on downtown East Jordan. A charrette is a multiple-day collaborative planning event that engages community members to create and support a feasible plan for sustainable and positive change for a specific issue or area of the community. The Downtown Planning Charrette incorporated a public workshop, multiple community stakeholder meetings, an open house meeting, and a final presentation. Over the course of the three day event, a wide variety of conceptual alternatives for the study area were developed. The findings of the Charrette were presented to the public, collected in a Charrette Summary Report, and presented to the Community Planning Committee. The Downtown Planning Charrette Summary is included as Appendix B.



*Charrette participants discussed a variety of topics concerning Downtown East Jordan.*

### Community Planning Survey

The project team worked with the CPC to develop questions for a Community Planning Survey that was conducted in order to gather additional public input for the Resilient East Jordan planning process. The survey was mailed in October of 2014 to 1,200 East Jordan citizens randomly selected from the City's list of registered voters. Responses were accepted through the middle of November, 2014. The goal of the survey was to learn more about the citizens of East Jordan, the importance they placed on a variety of community-wide issues, and their visions for the future of the community.

Surveys were sent with a stamped return envelope to encourage greater response volume. The survey allowed for anonymous participation and solicited feedback from a wide representation of the community. 222 survey responses were received by the project team. The project team and CPC used the survey results to verify the themes that had emerged during other public input opportunities. The compiled results of the Resilient East Jordan Community Planning Survey can be found in Appendix A.

## BUILDING COMMUNITY RESILIENCE

Most communities across Michigan are wrestling with difficult economic, social, and environmental challenges. The shifting global economy and statewide recession are forcing big changes in business practices and employment. State and federal funding is declining and new long-term assistance appears unlikely. Fuel and electrical energy costs are high and subject to unpredictable price spikes. Further, paying for basic energy supplies continuously siphons off community resources. Making matters worse, the harmful impacts of extreme weather events on agriculture, infrastructure, and human health are being felt almost everywhere across Michigan.

These are turbulent times for many Michigan communities. However, with planning and preparation, communities can weather the storms and recover, becoming even better places to live and thrive. Through community-wide planning, resilient cities and townships actively cultivate their abilities to recover from adverse situations and events, working to strengthen and diversify their local economies and communications networks, increase social capital and civic engagement, enhance ecosystem services, improve human health and social systems, and build local adaptive capacity.

### Resilience

Resilience can be described as the capability of a person or community to withstand and recover from a shock or serious misfortune without permanent disruption. According to the Rand Corporation, community resilience is *a measure of the sustained ability of a community to utilize available resources to respond to, withstand, and/or recover from adverse situations*.<sup>1,2</sup> Communities that are resilient are able to learn from adversity and adapt quickly to change. In general, the most important characteristics of community resilience are: (1) strong and meaningful social connections, (2) social and economic diversity, (3) innovation and creative problem solving capacity, and (4) extensive use of ecosystem services.

Resilience includes adaptive capacity. Adaptation is a critically important part of resilience because it allows us to prevent further harm from disasters and disruptions while making the most of the new conditions. By adapting rapidly to changing circumstances, our communities may not only survive challenges, but thrive.

Communities interested in becoming more resilient assess their vulnerabilities and make action plans to reduce their sensitivities and exposures to hazards of all kinds. For example, local governments can improve building standards to reduce heating and cooling challenges posed by severe temperature swings (cold and hot). Improvements in social cohesion and civic engagement also improve community resilience, by increasing the capacity of volunteer organizations and providing more secure neighborhoods, among other

<sup>1</sup> Rand Corporation, *Community Resilience*. <http://www.rand.org/topics/community-resilience.html>

<sup>2</sup> *Focus on Community Resilience*. Santa Monica, CA: RAND Corporation, 2012. [http://www.rand.org/pubs/corporate\\_pubs/CP640-2012-04](http://www.rand.org/pubs/corporate_pubs/CP640-2012-04)

things. Planning processes can help increase civic engagement by improving communications and cooperation between cultural and service organizations and assuring more effective community projects.

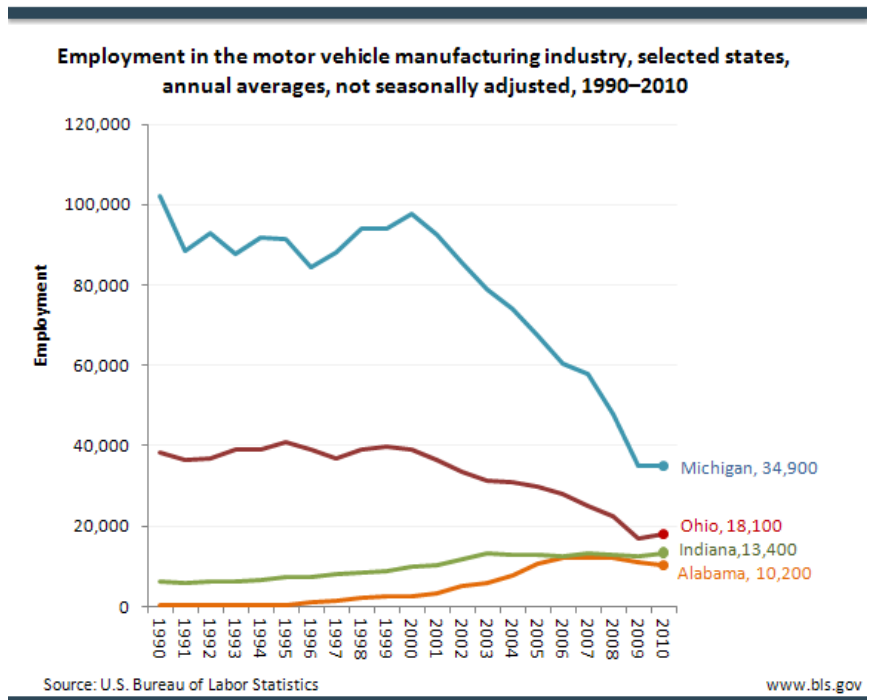
To improve economic resilience, communities can work to encourage and support local production of goods and supplies, increasing self-reliance and reducing the flow of funds out of the community. Programs to encourage local investing and entrepreneurship have been helpful in building both employment and production capacity. Local investments, consumption of locally produced products, and locally owned businesses all help to diversify the community’s economy, giving it greater resilience.

**Economic Trends and Challenges**

Over the past 20 years, technologies such as broadband digital communications and the rapid transport of agricultural and manufactured goods have changed the global economy. Many manufactured goods can now be produced anywhere in the world and transported anywhere else, increasing global competition. As a result, many manufacturing jobs have been and are being moved to countries with the lowest labor and related costs.

The trend toward moving jobs to other, lower-cost countries together with the continuing automation of processes has resulted in the nation, as a whole, losing manufacturing jobs. The impact of this changing trend has been particularly hard on Michigan’s economy which has relied more heavily on manufacturing than most other states’ economies. In the vehicle manufacturing sector alone, Michigan lost 65,100 jobs from 1990 to 2010. Overall, between 2000 and 2010, Michigan lost 367,000 manufacturing jobs.<sup>3</sup>

Figure 1



Over the past decade, most communities across Michigan have faced severe economic challenges due in part to a statewide loss of manufacturing jobs combined with a severe national recession. Along with the harsh economic downturn has come a loss in population and a significant loss in real estate values as many people moved to other locations. Ranked 17th of all states in 1970, Michigan was ranked 34th in average household income by 2007.

According to many experts, most of the future economic growth in Michigan will come in the high-technology and services sectors, including health care, financial management, highly-skilled manufacturing, human services, and the food industry. While the recovering manufacturing sector will remain a major component of our state’s economy, most of the jobs already lost will not return. Rather than compete for a decreasing number of manufacturing jobs, the experts say, communities and regions should embrace this *New Economy*.

The *New Economy* is a buzz-phrase used to describe the transition from a manufacturing-based economy to a service-based or innovation-based economy. In the new economy, communities and regions are encouraged to build from within, expanding existing businesses and supporting new entrepreneurial enterprises. To

<sup>3</sup> U.S. Bureau of Labor Statistics, *BLS Spotlight on Automobiles*. October 2011. <http://www.bls.gov/spotlight>

rebuild or retain economic vitality, the experts say, communities will need to attract and retain educated and talented people.

There are a number of things that communities and regions can do to improve their economic outlook. Economic development actions recommended by many experts reflect on the characteristics of the *New Economy*. For example, the following list presents some of the actions suggested by Michigan State University’s Land Policy Institute’s (MSU LPI) 2010 training course. All of these actions could, if properly focused, increase community resilience.

**Actions We Could Take to Restore Prosperity**

1. Diversify our economy.
2. Expand our markets.
3. Embrace the Green Economy and its focus on alternative energy.
4. Promote and support entrepreneurialism.
5. Focus on talent retention and attraction.
6. Focus on population retention and attraction.
7. Focus on effective *placemaking* and place-based strategies.
8. Right-size and maintain our infrastructure.

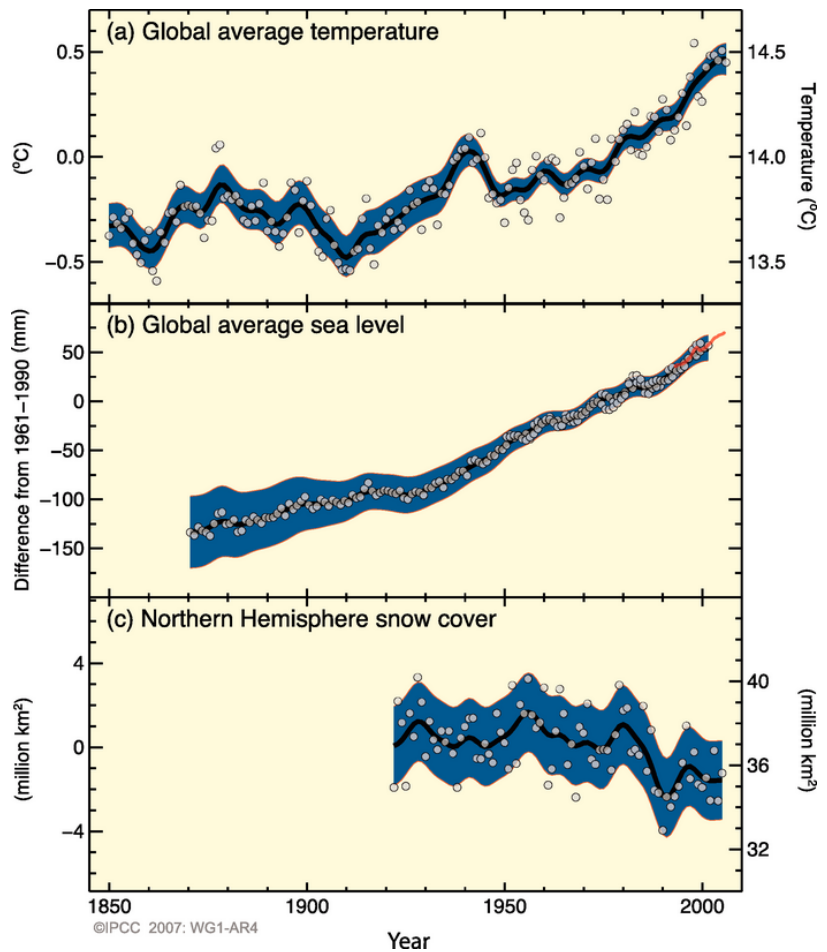
**Climate Change and Variability**

*Climate* and *weather* are directly related, but not the same thing. *Weather* refers to the day-to-day conditions we encounter in a particular place: sun or rain, hot or cold. The term *climate* refers to the long-term patterns of weather over regions or large areas. When scientists speak of global climate change, they are referring to generalized, regional patterns of weather over months, years and decades. Ongoing and predicted climate changes refer to the generalized weather characteristics or averages on a regional basis.

As stated by the *Intergovernmental Panel on Climate Change*, significant changes in the earth’s climate have been observed and thoroughly documented. *Warming of the climate system is unequivocal* and is now evident in average air and ocean temperatures, rising sea levels and the melting of ice. Further, more change is expected.

Figure 2 provides a summary of observed changes in several key climate indicators over the last 100 to 150 years, as compiled by the

Figure 2



Intergovernmental Panel on Climate Change.

To help predict what the climate will be in the future, scientists are using rapidly improving three-dimensional computer models of the earth’s atmosphere, oceans and land surfaces to understand and predict large-scale changes in climate. These *General Circulation Models* (GCM) have been improved and verified in recent years, resulting in relatively reliable predictions for climate changes over large regions. To help predict climate change at the earth’s surface for smaller regions, scientists apply downscaling techniques.

The *Great Lakes Integrated Sciences Assessment* (GLISA) is a consortium of scientists and educators from the University of Michigan and Michigan State University that is helping to provide downscaled models for the Great Lakes Region in support of community planning efforts like *Resilient East Jordan*. According to GLISA, the Great Lakes region has already experienced a 2.3° F increase in average temperatures from 1968 to 2002. An additional increase of 1.8 to 5.4° F in average temperatures is projected by 2050. Although these numbers appear relatively small, they are driving very dramatic changes in Michigan’s climate.<sup>4</sup>

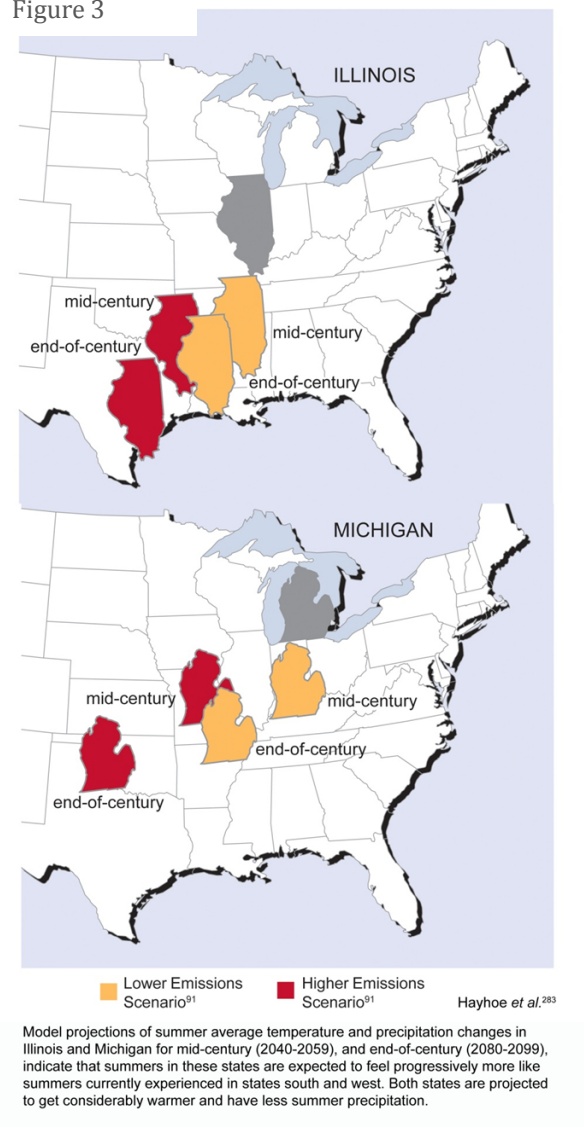
Based on the most recent models, the climate of Michigan will continue to warm, with greater increases in temperature during the winter months and at night. There are a variety of weather impacts expected with this change in average temperatures. For example, storms are expected to become more frequent and more severe. Some of the potential impacts of climate change for Michigan include:

1. Increases in winter and spring precipitation
2. Less precipitation as snow and more as rain
3. Less winter ice on lakes
4. Extended growing season (earlier spring/later fall)
5. Greater frequency and intensity of storms
6. More flooding events with risks of erosion
7. Increases in frequency and length of severe heat events
8. Increased risk of drought, particularly in summer

These changes in climate could have a number of both good and bad effects on the greater East Jordan area. For example, an extended growing season could help increase crop yields for area farmers. On the other hand, the highly variable weather conditions such as severe storms and flooding mixed with summer droughts present big challenges to farming. Additionally, increased summer temperatures and a longer summer season could improve the local tourism economy, but at the same time contamination of the area’s lakes could limit their appeal to tourists.

The National Climate Assessment for 2009 (U.S. Global Change Research Program) includes a number of illustrations that help us understand the extent and character of anticipated climate change impacts. The section on the Midwest includes an illustration of projected summer climate for Illinois and Michigan under two different emissions scenarios (see Figure 3). The higher emissions model refers to the continuation of

Figure 3



<sup>4</sup> U.S. Global Change Research Program. *Global Climate Change in the United States, 2009*. Cambridge University Press, Cambridge, MA. <http://www.globalchange.gov/usimpacts>

existing discharge levels. Models indicate that Michigan’s climate will feel more like present-day Arkansas or Oklahoma by the end of the century.<sup>5</sup>

Responding to the impacts of climate change will challenge many different parts of the East Jordan Community, from social services to industrial production. The following is a partial list of climate change impacts on community life as described by GLISA and Michigan’s State Climatologist:

#### **Rivers, Stream and Lakes**

- Decline in cold water fish populations – changing fisheries.
- Lower river and lake levels and more frequent lake stratification.
- Increases in pollution from stormwater runoff.

#### **Plants and Wildlife**

- Increases in invasive species that damage local trees and plants.
- Changes in tree species able to survive in the new regional climate.

#### **Energy & Industry**

- Increases in electrical energy demand due to heat waves.
- Reduced water availability from streams and groundwater.

#### **Transportation**

- Increased damage to roads and bridges from flooding and heat waves.
- Additional difficulty for shipping on the Great Lakes due to lower water levels.

#### **Public Health Risks**

- Increased risk of illness and death due to high heat and humidity.
- Increased risk of water contamination from flooding events.
- Increased risk of disease spread by mosquitoes, ticks and other vectors.

### ***Moving Forward***

The Resilient East Jordan planning process resulted in many recommendations and strategies based on best management practices for promoting economic and climate resilience for a healthy, thriving community. These recommendations and strategies are applied, where applicable, within this Master Plan.

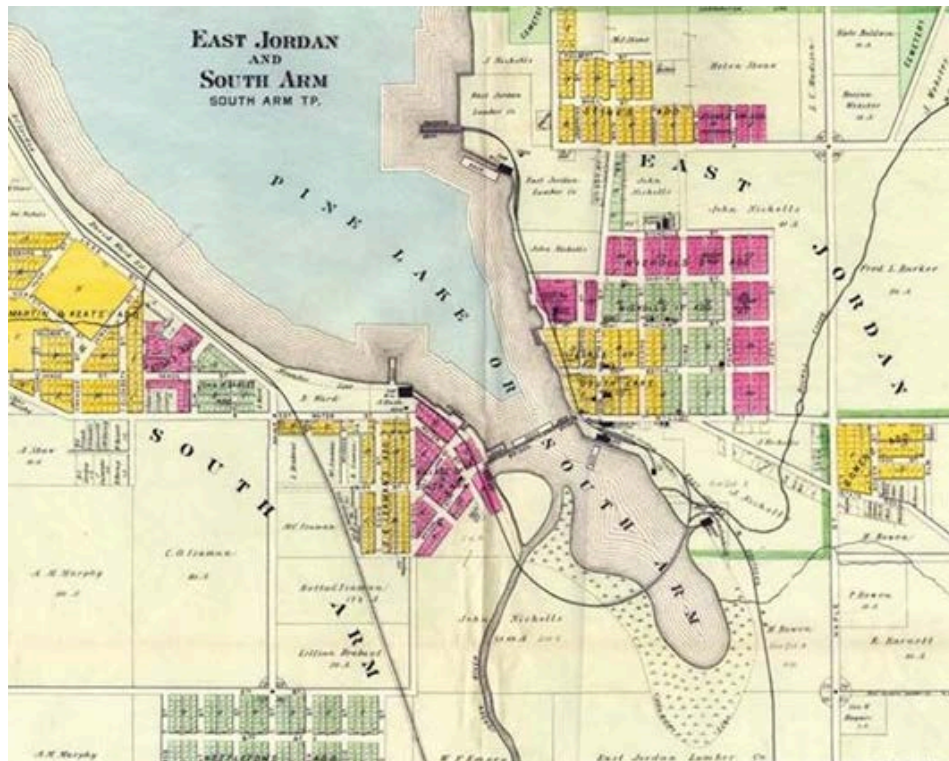
---

<sup>5</sup> U.S. Global Change Research Program. *Global Climate Change in the United States, 2009*. Cambridge University Press, Cambridge, MA. <http://www.globalchange.gov/usimpacts>

## CHAPTER 2 – COMMUNITY PROFILE

### COMMUNITY CHARACTER

The early settlement of East Jordan occurred during northern lower Michigan’s lumbering boom in the mid to late 19<sup>th</sup> century. The shores of East Jordan served as an ideal location to load lumber schooners and the town thrived during the Michigan’s lumbering heyday. As the town grew, other industries flourished and East Jordan’s rich manufacturing history, which continues to present day, began. In 1905, the settlements of South Arm, located on the west side of Lake Charlevoix and the Jordan River, and East Jordan, located on the east, were incorporated into one village.<sup>1</sup> Other industries in East Jordan, including the East Jordan Iron Works (now known as EJ, Inc.), continued their success following the closing of the last of the City’s saw mills in 1928.<sup>2</sup>



*Prior to 1905, East Jordan and South Arm were separate settlements on either side of Lake Charlevoix and the Jordan River.*

The area’s abundant natural resources have always been a source of recreational opportunities for East Jordan residents as hunting, fishing, boating, and snowmobiling have remained popular activities for many years. Local festivals and gatherings throughout the year celebrate the natural resources, people, and history of East Jordan. A mix of historic and modern residences house the friendly people of East Jordan who form the basis of an involved and caring community.

<sup>1</sup> Secord, G. (1996). *Pioneer days: A history of early East Jordan*. In J. Sheridan Hoover, J. Malpass Clark & D.L. Knight (Eds.), *East Jordan Remembers* (pp. 1-15). Boyne City, MI: Harbor House Publishers.

<sup>2</sup> Knight, D.L. (1996). *W.E. Malpass and the East Jordan Iron Works*. In J. Sheridan Hoover, J. Malpass Clark & D.L. Knight (Eds.), *East Jordan Remembers* (pp. 41-44). Boyne City, MI: Harbor House Publishers.

## THE PEOPLE OF EAST JORDAN

This section of the Master Plan provides an overview of the people of East Jordan. It describes the population, socioeconomic, housing, and employment statistics and trends of the City. Data included in this section were provided by the U.S. Census Bureau for 1990, 2000, and 2010. Some figures from the Census Bureau's 2008-2012 five year American Community Survey estimates are utilized as well. Short-term population forecasts were provided by ESRI, a geographic mapping and data services company.



*The people of East Jordan gather in Memorial Park for numerous celebrations and ceremonies, like this recognition of Memorial Day, throughout the year. Source: City of East Jordan.*

### Population

According to data published by the U.S. Census Bureau, the population of East Jordan in 2010 was 2,351. This marked a 6.2% decline in population between 2000 and 2010. Over the same time period the overall population of Charlevoix County shrunk by 0.5%, the population of South Arm Township rose by 1.6%, and the population of the State of Michigan fell by 0.6%. For comparison, the other cities in Charlevoix County, Charlevoix and Boyne City, had a 16.1% decline and 6.6% increase in total population between 2000 and 2010. The decade of population decline for the City of East Jordan followed consistent growth since 1970. The following table shows the population trends from 1970 to 2010 for East Jordan, South Arm Township, Charlevoix County, and the State of Michigan.

Between 2000 and 2010, the City of East Jordan's population declined by 6.2%.



*Population Trends 1970-2010*

Community	1970	1980	1990	2000	2010	% Change 2000-2010
East Jordan	2,041	2,185	2,240	2,507	2,351	-6.2%
South Arm Township	995	1,237	1,418	1,844	1,873	1.6%
Charlevoix County	16,541	19,907	21,468	26,090	25,949	-0.5%
State of Michigan	8,881,826	9,262,078	9,295,297	9,938,444	9,883,640	-0.6%

Source: U.S. Census Bureau, compiled by Northwest Michigan Council of Governments

It should be noted that the seasonal population is not counted in the Census figures. According to the U.S. Census Bureau, 9.8% of the housing units in East Jordan are seasonal or recreational in use or only used occasionally. This indicates that East Jordan, like many communities in northern Michigan, has a seasonal population that is higher than the year-round population.

According to population projections from the Institute of Labor and Industrial Relations at the University of Michigan provided by Networks Northwest, the total population of Charlevoix County is expected to increase by 13.4% by the year 2035. No specific population projection data was available for East Jordan, but if the City grows at the same projected rate as the County, the total City population would be 2,667 in 2035. While it is impossible to predict population growth with one hundred percent certainty, it is important to consider these forecasts when planning for the future.

**Racial Make-up**

The population of East Jordan is predominantly identified as “white,” with those identified as “white” making up between 90% and 95% of the total population in both 2000 and 2010. Between 2000 and 2010, East Jordan’s population became slightly less diverse with all categories of citizens defined by a race other than “white” experiencing slight declines. The largest minority population in the City of East Jordan is the “Hispanic or Latino” population. The following table depicts the racial make-up of the City of East Jordan in 2000 and 2010.

*Racial Make-up*

Race	2000		2010		Change 2000 - 2010
	Number	Percent	Number	Percent	
White	2,347	93.6%	2,223	94.6%	0.9%
Black	10	0.4%	4	0.2%	-0.2%
American Indian and Alaska Native	43	1.7%	29	1.2%	-0.5%
Asian	4	0.2%	1	0.0%	-0.1%
Hispanic or Latino	40	1.6%	55	2.3%	0.7%
Other	63	2.5%	39	1.7%	-0.9%

**An Aging Population**

The age distribution of the population within a community can help identify social trends and the potential for future service needs. The following table shows the age distribution of the City of East Jordan’s population from 2000-2018. The 2000 and 2010 age distribution data was published by the U.S. Census Bureau and the 2018 age distribution projections were developed by ESRI, a geographic mapping and data services company.

*Age Distribution in the City of East Jordan*

Population by Age	2000 Number	2010 Number	Change 2000-2010	2018 Number	Change 2010-2018
0 to 4	227	159	-30.0%	148	-6.9%
5 to 9	219	166	-24.2%	149	-10.2%
10 to 14	199	196	-1.5%	156	-20.4%
15 to 19	180	168	-6.7%	156	-7.1%
20 to 24	163	131	-19.6%	140	6.9%
25 to 34	370	302	-18.4%	270	-10.6%
35 to 44	348	296	-14.9%	277	-6.4%
45 to 54	234	333	42.3%	298	-10.5%
55 to 64	201	242	20.4%	307	26.9%
65 to 74	171	194	13.5%	245	26.3%
75 to 84	148	109	-26.4%	137	25.7%
85 years and over	47	55	17.0%	73	32.7%

In 2000, the percentage of East Jordan residents aged 55 and older was 22.6%. According to the U.S. Census Bureau, that number had risen to 25.4% in 2010. Additionally, population projections estimate that 32.3% of the City’s population will be 55 or older by the year 2018. Recent trends show significant increases in the total percentage of City population for residents aged 45 and above with reductions in total percentage of City population for residents aged 44 and under. Age distribution projections indicate that these trends will continue in the near future with additional growth in City population for those aged 55 and above by 2018. Generally, the East Jordan population is comparatively younger than that of Charlevoix County and the State of Michigan, with 25.4% of the City’s population aged 55 and older in 2010 compared with 34.1% and 26.4% of Charlevoix County’s and Michigan’s respective populations in the same year.

Projections indicate that nearly one third of East Jordan’s population will be aged 55 or older by the year 2018.

An aging population presents challenges to the City as it considers how to plan for the future. The quality of life for seniors can be improved by providing a range of housing options that allows for aging in place, accessible transportation options, and a variety of social services. Additionally, reduced numbers of school aged children can cause problems for area schools. The area’s workforce and entrepreneurial talent pool are also reduced when the number of younger adults declines.

**Household Size**

The average household size in the City of East Jordan is shrinking. According to the U.S. Census Bureau, the average household size in the City in 2010 was 2.46 persons per household, a 6.5% decrease from the year 2000 when the average household size was 2.63 persons per household. Household sizes can be expected to continue to shrink if the City’s population continues to age and fewer families with children live in East Jordan.

Following a national trend, the average household size shrunk between 2000 and 2010.

**Housing Tenure and Value**

According to the U.S. Census Bureau, there were a total of 1,189 housing units in the City of East Jordan in 2010. This was an increase of 106 housing units, or 9.8%, from the 2000 census, where there were a total of 1,083 housing units in the City. Between 2000 and 2010 there was a 7.2% decline in the overall percentage of housing units that were identified as occupied. The number of vacant housing units in the City rose from 137 (12.7% of total housing units) in 2000 to 237 (19.9% of total housing units) in 2010. Of those 237 vacant housing units, nearly half (116) were identified as seasonal or recreational in use or only occasionally used. In 2010, 66.4% of the housing units in East Jordan were owner occupied, while the remaining 33.6% were renter occupied. This marked a 3.4% rise in renter occupied housing units in the City between the years of 2000 and 2010.

**Housing Tenure in the City of East Jordan**

	2000 Quantity	2000 Percent	2010 Quantity	2010 Percent	Change 2000-2010
Total Housing Units	1,083	100.0%	1,189	100.0%	NA
Occupied Housing Units	946	87.3%	952	80.1%	-7.2%
Owner Occupied	660	69.8%	632	66.4%	-3.4%
Renter Occupied	286	30.2%	320	33.6%	3.4%
Vacant	137	12.7%	237	19.9%	7.2%
Seasonal, recreational, or occasional use	60	5.5%	116	9.8%	4.3%

Housing values in East Jordan have risen in recent years, but not to the extent of those in surrounding South Arm Township or Charlevoix County. The median home value in East Jordan at the time of the U.S. Census Bureau’s 2008-2012 American Community Survey was \$82,800, a 12.8% increase from the year 2000. By comparison, median home value in Charlevoix County rose by 39.9% over the same time period. Slower rates of home value increase can help maintain affordable housing levels within a community.

**Median Home Value**

Community	Median Value 2000	Median Value ACS 2008-2012	Change	Percent Change
East Jordan	\$73,400	\$82,800	\$9,400	12.8%
South Arm Township	\$117,500	\$139,600	\$22,100	18.8%
Charlevoix County	\$110,400	\$154,400	\$44,000	39.9%

**Age of Housing**

Nearly one quarter of the housing stock in East Jordan was built prior to 1940. The largest building boom in the City between 1940 and today occurred between 1960 and 1979, with 364 housing units built. Over time, the construction of residential housing units has slowed. Only 5.7% of the City’s housing stock has been built since the year 2000. Many of the older housing units were built before modern building codes were instituted in the latter half



*Nearly one quarter of East Jordan’s housing stock was built prior to 1940.*

of the 20<sup>th</sup> century. While most older homes exhibit quality craftsmanship, many of these units might not pass today’s code standards. The City should work with home owners to ensure that older, historic homes meet current building standards while also maintaining their historic character. The following table shows information about the age of the housing stock in the City of East Jordan.

***Age of Housing Stock in East Jordan***

<b>Year Structure Built</b>	<b>Number</b>	<b>Percent</b>
2010 or Later	0	0.0%
2000-2009	68	5.7%
1990-1999	149	12.6%
1980-1989	88	7.4%
1970-1979	210	17.7%
1960-1969	154	13.0%
1950-1959	93	7.9%
1940-1949	147	12.4%
1939 or earlier	275	23.2%

Source: 2008-2012 US Census Bureau American Community Survey

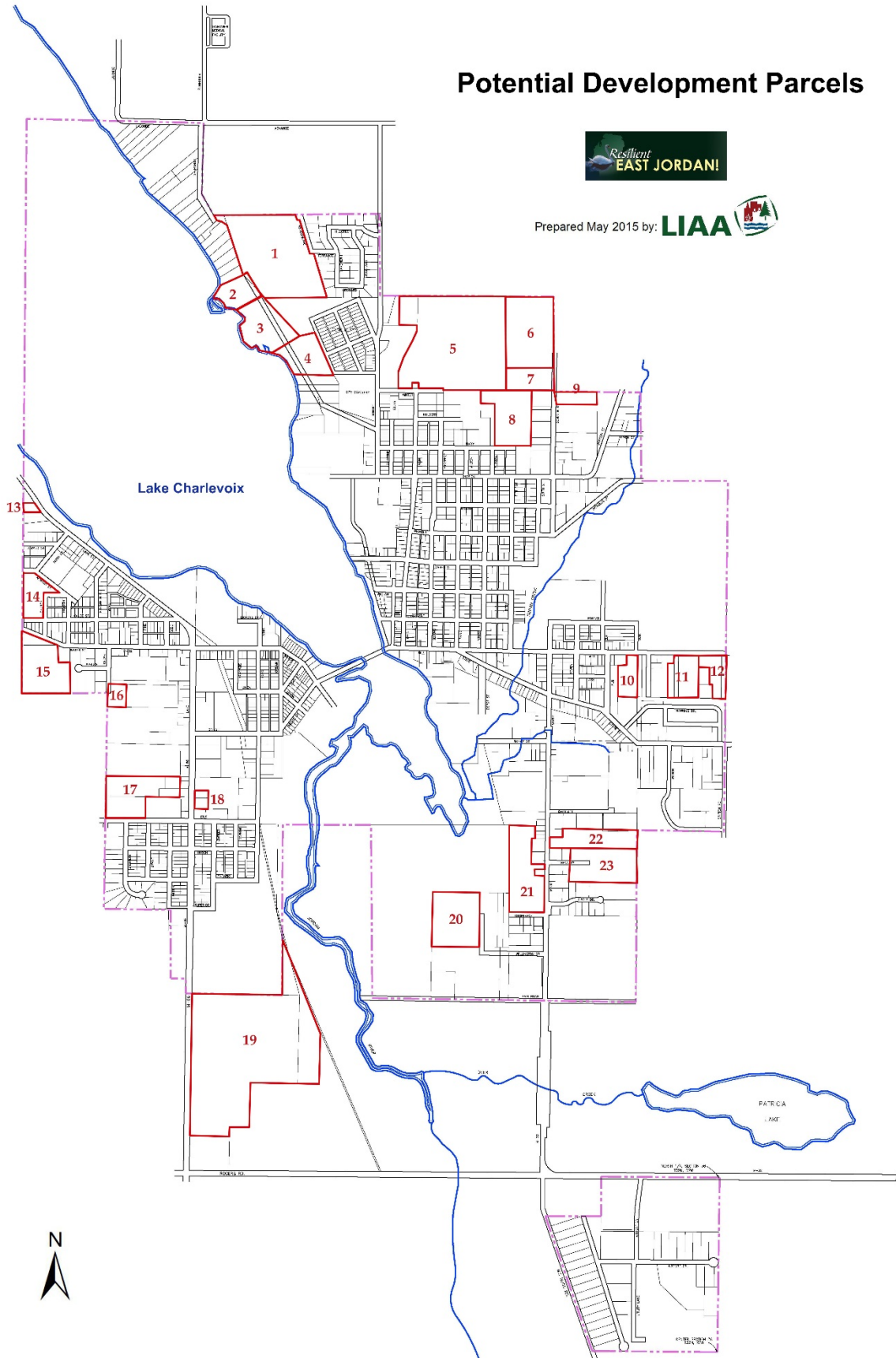
***Build-out Analysis***

Although many of the residential areas of the City of East Jordan are largely built-out, opportunities exist for new development, redevelopment, and infill development. Larger, undeveloped parcels that can accommodate a number of new residential units can be found primarily towards the outer limits of the City. Some of these parcels present development challenges in the form of steep slopes and other site specific constraints, but could be developed if market demand was high enough. If developed to the extent allowed by the East Jordan Zoning Ordinance and served by public utilities, these parcels could accommodate a large number of new housing units. The map on the following page identifies larger, undeveloped parcels within the City.

### Potential Development Parcels



Prepared May 2015 by: **LIAA**



The following table illustrates the potential number of housing units that could be built on each of these lots based on the current standards in the City of East Jordan Zoning Ordinance.

**Potential Residential Housing Unit Development**

Property Number from Map	Property Zoning	Property Size (Acres)	Allowed Density (DU/Acre)	Development Efficiency	Potential Dwelling Units
1	RA	32.55	3.48	60%	68
2	R3	6.95	8	60%	33
3	R3	10.88	8	60%	52
4	R3	6.67	8	60%	32
5	RA	46.73	3.48	60%	98
6	RA	14.89	3.48	60%	31
7	RA	4.78	3.48	60%	10
8	RA	12.03	3.48	60%	25
9	RA	2.78	3.48	60%	6
10	R2A	3.7	5.81	60%	13
11	R2A	6.68	5.81	60%	23
12	R2A	4.08	5.81	60%	14
13	R3	1	8	60%	5
14	R1	4.94	4.36	60%	13
15	RA	10.62	3.48	60%	22
16	PUD	2.73	8	60%	13
17	R3	13.03	8	60%	63
18	R3	1.65	8	60%	8
19	PUD	74.52	8	60%	358
20	R1	11.62	4.36	60%	30
21	R1	12.76	4.36	60%	33
22	R2A	5.59	5.81	60%	19
23	R2A	10.66	5.81	60%	37
Totals		301.84			1007

If each of the undeveloped parcels identified in the map above were to be developed at 60% of the maximum density allowed by the City of East Jordan Zoning Ordinance, an additional 1,007 housing units could be built on a total of approximately 302 acres. Additionally, a total of 66 smaller, undeveloped single lots were identified within the City using aerial photography and parcel boundary data. Including infill development on these individual lots, it is estimated that an additional 1,073 housing units could be built within East Jordan using current zoning standards. While this number of potential housing units may seem high, it is important to remember that a build-out analysis is a measure of potential development opportunity only, and is not a prediction of what will happen in the future. Actual future development patterns will be impacted by real estate market demand, future changes in zoning standards, specific site conditions, and other development limitations. The information from this build-out analysis is important to consider when planning for the density and location of future residential development within the City.

### Housing Demand

Population in Charlevoix County is expected to grow in the coming years, resulting in a demand for additional housing throughout the County and in East Jordan. In 2014, a housing Target Market Analysis for Charlevoix County was prepared by LandUse USA, Networks Northwest, and the Michigan State Housing Development Authority (MSHDA). This Target Market Analysis (TMA) identified the potential future housing demand in eleven target markets, including East Jordan. The TMA predicts, in a conservative scenario for East Jordan a future annual demand for 48 housing units.<sup>3</sup> Of these demanded housing units, it is projected that there is an annual demand for 9 owner-occupied units and 39 renter-occupied units. The TMA notes that this annual demand for housing units is projected for five years, resulting in 240 new housing units in East Jordan if the market demand is fully met.

The TMA also projects the demand for specific housing unit types and price points. County-wide, it is projected that 39% of new households will seek detached units, or free standing single-family homes, while 61% of new households will seek attached units in a variety of building types and sizes such as condominiums, lofts, apartments, row houses, and townhouses. It is recommended that the City determine which types of residential development best fit in East Jordan and ensure that the standards of the zoning ordinance accommodate such development. Additionally, the TMA suggests that 94% of the new residential units should be priced in affordable ranges, as the demand for affordable units within the region is high.

Recent studies predict an increasing demand for attached housing units and affordable housing in East Jordan and Charlevoix County.

### Income and Poverty

Income levels in the City of East Jordan are lower than those in Charlevoix County as a whole. According to the U.S. Census Bureau’s 2008-2012 American Community Survey, estimated median household income in East Jordan was \$32,819 compared to \$47,177 in Charlevoix County. These values represent a decline of 8.6% and a rise of 18.6% in median household income since 2000 in the City and County, respectively.

#### Median Household Income

Community	Median Household Income 2000 Census	Median Household Income ACS 2008-2012	Percent Change
East Jordan	\$35,924	\$32,819	-8.6%
South Arm Township	\$42,159	\$50,612	20.1%
Charlevoix County	\$39,788	\$47,177	18.6%
State of Michigan	\$44,667	\$48,471	8.5%

The number of individuals living below the poverty line in East Jordan, as estimated by the 2008-2012 American Community Survey, was 404. The percentage of the total population living below poverty level in the City rose from 10.6% at the time of the 2000 census to 19.2% at the time of the 2008-2012 American Community Survey estimates. Poverty rates within the City are higher than those of both Charlevoix County and the State of Michigan. Rising poverty levels, in conjunction with declining household incomes and rising property values can lead to an increased need for affordable housing.

<sup>3</sup> LandUse USA. (2014). Target Market Analysis, Charlevoix County, Michigan.

*Poverty Levels*

Community	Persons Below Poverty Level 2000 Census	Percent Below Poverty Level 2000 Census	Individuals Below Poverty Level ACS 2008-2012	Percent Below Poverty Level ACS 2008-2012	Percent Change
East Jordan	264	10.6%	404	19.2%	8.6%
South Arm Township	81	4.8%	228	11.3%	6.5%
Charlevoix County	2,064	8.0%	3,195	12.4%	4.4%
State of Michigan	1,021,605	10.5%	1,582,022	16.3%	5.8%

*Educational Attainment*

Educational attainment is slowly increasing in East Jordan. Between 2000 and the time of the U.S. Census Bureau’s 2008-2012 American Community Survey, the percentage of the City’s population that did not graduate from high school fell by 4.8%. Likewise, the percentages of the population that had graduated from high school and held a bachelor’s degree or higher rose over the same period of time. Generally, higher levels of educational attainment correlate with higher incomes.

*Educational Attainment in the City of East Jordan*

	Percent 2000	Percent 2008-2012 ACS	Change 2000 - 2012
Did Not Graduate High School	23.6%	18.8%	-4.8%
High School Graduate	38.2%	43.5%	5.3%
Associate Degree or Some College	28.8%	27.1%	-1.7%
Bachelor's Degree or Higher	9.4%	10.6%	1.2%

*Employment*

Consistent with State- and Nation-wide trends, unemployment levels in the City of East Jordan increased between 2000 and the time of the U.S. Census Bureau’s 2008-2012 American Community Survey. Over this time period unemployment rates increased 6.3% in East Jordan. This rate is higher than the rate of increase in unemployment found in South Arm Township and Charlevoix County, but lower than the State of Michigan. The following table shows unemployment level trends in East Jordan, South Arm Township, Charlevoix County, and the State of Michigan.

*Unemployment Levels*

Community	Unemployed 2000	Percent Unemployment 2000	Unemployed ACS 2008-2012	Percent Unemployed ACS 2008-2012	Change
East Jordan	92	7.4%	132	13.7%	6.3%
South Arm Township	65	8.2%	112	11.9%	3.7%
Charlevoix County	765	6.0%	1,320	10.1%	4.1%
State of Michigan	284,992	5.8%	614,849	12.6%	6.8%



## CHAPTER 3 –NATURAL FEATURES

### GEOLOGY

The geology of Charlevoix County and East Jordan were affected by the movements of glaciers during the ice age. Glacial deposits in the county are widely varied and generally range from 201 to 400 feet in thickness.<sup>1</sup> The western and central portions of the County, including East Jordan, contains primarily coarse-grained till deposits. The topography of East Jordan was shaped by glacial retreat and consists of hills near the boundaries of the city that slope downward into the Jordan River valley and towards Lake Charlevoix.

### SOILS

According to the Soil Survey of Charlevoix County, Michigan, there are four general soil associations present in East Jordan:

- Emmet-Leelanau Association – Well-drained, nearly level to very steep loamy and sandy soils on moraines. These soils are found in a very small portion of East Jordan at the northern boundary of the City.
- Emmet-Barker Association – Well-drained or moderately well-drained, gently sloping to steep loamy soils on moraines. These soils are found in a small location in the southwest corner of the City.
- Kalkaska-Mancelona Association – Well-drained or moderately well-drained, nearly level to gently sloping sandy soils on lake plains and valley trains. These soils are found in a majority of the City on both the west and east sides of Lake Charlevoix’s South Arm.
- Carbondale-Lupton-Tawas Association – Very poorly-drained, nearly level to gently sloping organic soils in depressional areas on till plains, outwash plains, and lake plains. These soils are found in the southern portion of the City surrounding the Jordan River.

The soils within the City generally have few limitations for building site development. The poorly-drained, highly organic soils surrounding the Jordan River are generally unsuitable for building or septic fields and remain largely undeveloped. Specific site characteristics ultimately determine the feasibility of development throughout the City and should be considered as future development is considered.

### WATERSHEDS

Positioned on the southern tip of the South Arm of Lake Charlevoix, the entire City of East Jordan is within the Lake Charlevoix watershed. The Jordan River, which flows from south to north through the City, is one of the primary sources of inflow for Lake Charlevoix and joins the Lake near the geographic center of the City. The Jordan River and Lake Charlevoix provide a wide variety of recreational opportunities and valuable habitat for many species of wildlife. Covering nearly 332 square miles, the Lake Charlevoix Watershed is one of the largest in Northern Michigan.<sup>2</sup> Lake Charlevoix and its tributaries attract visitors throughout the year and play an important role in the region’s tourism economy.

<sup>1</sup> Beth, A. Apple and Howard W. Reeves, 2007, *Summary of Hydrogeologic Conditions by County for the State of Michigan*, U.S. Geological Survey Open-File Report 2007-1236, 78 p. 14

<sup>2</sup> *Tip of the Mitt Watershed Council. 2012. Lake Charlevoix Watershed Management Plan. p.5.*

## Watershed Protection

The surface water resources within East Jordan, specifically Lake Charlevoix and the Jordan River, were identified as some of the most important community assets during the Resilient East Jordan process. Preserving the quality of these resources is important as they enhance residents' quality of life, provide recreational opportunities, provide a wide range of wildlife habitat, perform a multitude of ecosystem services, and help drive the tourism economy. Participants in the Resilient East Jordan process recognized the importance of protecting the City's natural resources and water bodies as the prevention of degradation is significantly easier than restoring or repairing these resources should they become significantly damaged.

In the past, water bodies within the watershed were primarily used for transportation, industry, water supply, and waste disposal. In the late 1800's and early 1900's the lake and rivers were used extensively by the lumber and manufacturing industries that relied upon these waters. While the impact of local industry on water quality has lessened over time, new concerns have emerged. Human activity and development within the watershed now present the greatest threat to water quality. Erosion and sedimentation from land disturbance, road/stream crossings, and heavy recreational use present concerns. Non-point pollution from agricultural activities, shoreline development, and stormwater runoff also impact the water quality within the watershed.

Sedimentation, increased nutrient loading, habitat loss, and increasing water temperatures are among the major threats to Lake Charlevoix and the Jordan River. Local advocacy and stewardship groups, like the Tip of the Mitt Watershed Council and the Friends of the Jordan River Watershed, are responding to these threats and employing a number of techniques to protect the water quality of Lake Charlevoix, the Jordan River, and other bodies of water. These stewardship groups, along with dedicated local volunteers, work to monitor local water quality, educate the population on the importance of water quality, plan for the protection of water resources, and implement a variety of water quality protection projects.

**Major threats to Lake Charlevoix and the Jordan River include sedimentation, increased nutrient loading, habitat loss, and increasing water temperatures.**

Consistently high water quality levels have been observed throughout the more than 40 years of monitoring in Lake Charlevoix.<sup>3</sup> While the Lake's large volume of water and relatively low levels of nearby human activity have helped to limit water quality degradation, increasing development and impacts of a changing climate can threaten this valuable resource. Water quality data stretching back to 1967 indicates similarly consistent high levels of water quality in the Jordan River.<sup>4</sup> The City of East Jordan is listed as an "Acute Critical Area" in which water quality management efforts need to be implemented by the Tip of the Mitt Watershed Council's Lake Charlevoix Watershed Management Plan. The plan indicates that, due to its highly developed nature, urban stormwater from the City's streets and other impervious surfaces are a significant source of nonpoint pollution of Lake Charlevoix.

The Lake Charlevoix Watershed Management Plan lists the following series of goals for protecting the watershed.

- Protect the diversity of aquatic habitats.
- Protect and improve the quality of water resources in the Lake Charlevoix Watershed.
- Maintain excellent recreational opportunities.
- Preserve and protect the natural character and heritage of the Lake Charlevoix Watershed.
- Support sustainable watershed management programs and practices in the Lake Charlevoix Watershed.
- Develop effective educational and communication efforts and programs that support and promote watershed protection activities.

<sup>3</sup> Tip of the Mitt Watershed Council. 2012. Lake Charlevoix Watershed Management Plan. p.35.

<sup>4</sup> Tip of the Mitt Watershed Council. 2012. Lake Charlevoix Watershed Management Plan. p.60.

Low Impact Development (L.I.D.) techniques can be used to reduce the impacts of stormwater runoff and protect water quality. L.I.D. is a method of stormwater control that promotes managing stormwater where it falls.<sup>5</sup> Rather than collecting stormwater and removing it through pipes as quickly as possible, L.I.D. seeks to mimic a site's predevelopment hydrology and promote the slowing of stormwater runoff speeds and increase stormwater retention and percolation. The utilization of L.I.D. techniques can help reduce or prevent:

- Flooding and property damage
- Degradation of stream channels
- Soil erosion and sedimentation
- Loss of habitat
- Increased surface water temperatures
- Surface water pollution

Additionally, the use of L.I.D. techniques can allow for better groundwater recharge and improve the aesthetic quality of the landscape. A variety of L.I.D. techniques are applicable within East Jordan and should be promoted within all future public and private development. Techniques to consider include both nonstructural and structural best management practices. The *Low Impact Development Manual for Michigan* suggests the following L.I.D. best management practices.

#### Nonstructural Best Management Practices

- Cluster development,
- Minimize soil compaction,
- Minimize total disturbed area,
- Protect natural flow pathways,
- Protect riparian buffers,
- Protect sensitive areas,
- Reduce impervious surfaces, and
- Stormwater disconnection.

#### Structural Best Management Practices

- Stormwater runoff infiltration methods such as bioretention areas, rain gardens, pervious pavement, and infiltration basins and trenches;
- Vegetated roofs and rainwater capture/reuse;
- Constructed wetlands;
- Underground stormwater detention; and
- Restoration of riparian buffers and native vegetation.

The City should work towards developing comprehensive stormwater control regulations that incorporate the use of L.I.D. techniques. Additionally, the City Zoning Ordinance should be analyzed to ensure that its standards promote the use of L.I.D. techniques and the protection of water quality. The Tip of the Mitt

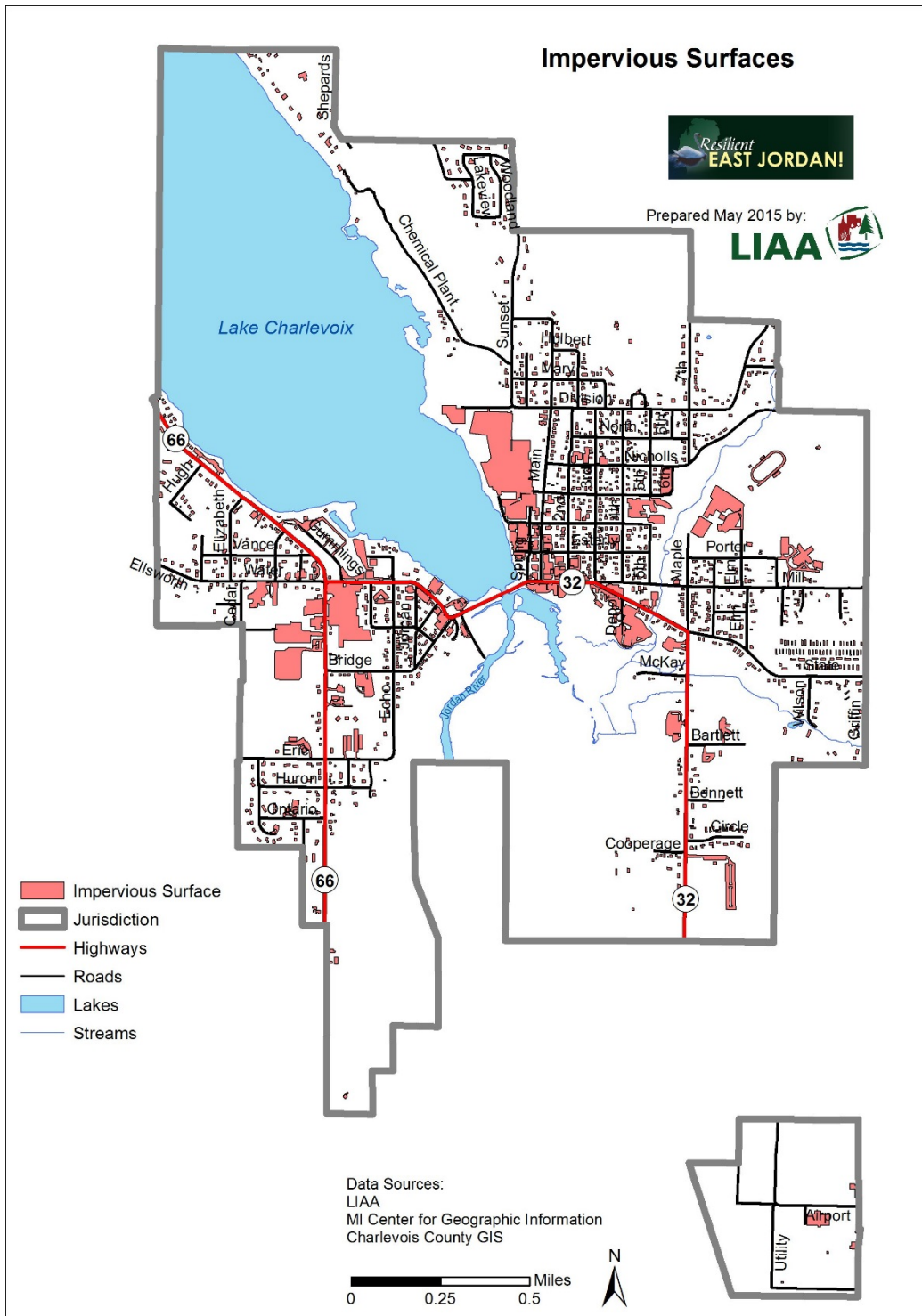


*The use of Low Impact Development (L.I.D.) best management practices, like protecting riparian buffers adjacent to bodies of water, can help protect local water quality.*

<sup>5</sup> Southeast Michigan Council of Governments. 2008. *Low Impact Development Manual for Michigan*. p.1.

Watershed Council and MSU Extension are valuable local resources that provide a wealth of knowledge on these topics.

One way to reduce the impacts of stormwater within the City would be to reduce the amount of impervious surfaces on both public and private properties. The City should investigate areas where impervious surfaces can be removed or replaced with pervious materials on public sites and consider incorporating stricter maximum impervious surface coverage requirements for private developments. The following map illustrates impervious surface coverage in East Jordan.



## LAKE CHARLEVOIX

Lake Charlevoix is the third largest inland lake in Michigan, covering over 17,000 acres, and has the longest shoreline of any inland lake in the State at around 60 miles.<sup>6</sup> The Lake is surrounded by ten jurisdictions, including seven townships and three cities. Lake Charlevoix has two distinct arms – the main basin stretching almost 14 miles between Charlevoix and Boyne City, and the South Arm extending over 8 miles from the main basin south to East Jordan. Lake Charlevoix is primarily fed by the Jordan and Boyne Rivers, and its waters ultimately flow into Lake Michigan through Round Lake and the Pine River.

Lake Charlevoix is heavily used for recreational boating and fishing and 85% of the Lake's shoreline has been developed to some degree. Many shoreline residents have watercraft docked on their properties and a number of public and private marinas, including East Jordan's Municipal Harbor, can be found around the Lake. A variety of land uses exist along the shores of Lake Charlevoix within the City of East Jordan. A mix of single-family and multiple-family residential units are built on both the west and east shores and some marine related commercial uses can be found near the southern end of the lake on Water Street. Recreational access to Lake Charlevoix is provided by City owned properties in different locations. These include the Tourist Park and Campground and Elm Pointe Park on the west shore of the Lake and the Municipal Harbor and Memorial Park on the east shore of the Lake. EJ, a world-wide manufacturing company, has its headquarters and a manufacturing facility on the east shore of the Lake, directly adjacent to downtown East Jordan.



*Lake Charlevoix provides a variety of benefits to East Jordan residents and visitors.*

<sup>6</sup> Tip of the Mitt Watershed Council. 2012. Lake Charlevoix Watershed Management Plan. p.5-9.

## THE JORDAN RIVER

The Jordan River flows 33 miles from its headwaters in Antrim County to where it empties into the South Arm of Lake Charlevoix adjacent to downtown East Jordan. The Jordan River was the first to be designated by the State of Michigan into Michigan's Natural River System.<sup>7</sup> The Natural Rivers Program is a system that provides for the preservation, protection, and enhancement of specifically designated rivers in Michigan.<sup>8</sup> The river system's drainage area covers roughly 100,000 acres and the Jordan has long been known for its excellent trout fishing. In the late 1800's and early 1900's the Jordan was used as a log driving stream, allowing felled trees to be transported to mills in East Jordan and Boyne City.<sup>9</sup>

The Jordan River and its surrounding lands provide numerous recreational opportunities to this day. Numerous snowmobile trails can be found in the area and the River is a favorite of fishermen and paddlers. Wildlife observation and hunting are also popular activities that occur on and near the Jordan. The Jordan River Spreads are a unique and diverse natural area covering hundreds of acres near the confluence of the Jordan River and Lake Charlevoix. The Spreads provide a variety of habitats and are a popular location for boating, fishing, and observation of wildlife – including bald eagles.<sup>10</sup> The City's Sportsman's Park, located at the northern edge of the Spreads, provides public access to the Jordan and the Spreads.



*The Jordan River and the surrounding Jordan River Spreads contribute to East Jordan's unique setting.*

<sup>7</sup> DNR - Natural Rivers. (n.d.) Michigan's Natural Rivers Program Overview. Retrieved from [http://www.michigan.gov/dnr/0,4570,7-153-10364\\_52259\\_31442---,00.html](http://www.michigan.gov/dnr/0,4570,7-153-10364_52259_31442---,00.html) (4-9-15)

<sup>8</sup> Michigan Department of Natural Resources. (2002). Jordan River Natural River Plan (p. 1). Lansing, Michigan: Michigan Department of Natural Resources

<sup>9</sup> Michigan Department of Natural Resources. (2002). Jordan River Natural River Plan (p. 3). Lansing, Michigan: Michigan Department of Natural Resources

<sup>10</sup> Tip of the Mitt Watershed Council. 2012. Lake Charlevoix Watershed Management Plan. p.8.

## FLOODPLAIN

The Federal Emergency Management Agency (FEMA) develops Flood Insurance Rate Maps (FIRMs) for each County in the United States. According to FEMA, the FIRM is “the primary tool for state and local governments to mitigate the effects of flooding in their communities.” The National Flood Insurance Program was created in 1968 to reduce future damage and provide an insurance program that would help protect property owners from losses. The FIRM shows areas subject to flooding, based on historic, hydrologic, hydraulic and meteorological data as well as flood controls. The maps identify a base flood elevation (BFE), sometimes referred to as the 100-year flood zone. These are areas with a 1% chance of flooding in any given year. The maps also identify the areas with a 0.2% chance of flooding in any given year, sometimes called the 500-year flood zone. FEMA points out that these are only probabilities, not forecasts. Therefore, there is a 26% chance of a flood occurring in the 100-year flood zone during a 30-year period, the term of a residential home mortgage. The map on the following page shows the 100-year flood zone identified by FEMA in East Jordan.

Although flooding events in East Jordan and Charlevoix County have been infrequent, winter and spring are the most likely flooding seasons. Additionally, flooding due to heavy precipitation events can occur at any time. The Charlevoix County Natural Hazards Mitigation Plan identifies potential flooding in the East Jordan area and along the Boyne River as the third highest “Natural Hazard Priority Area.” Traditional riverine floodplain flooding is a concern and heavy runoff that overwhelms storm sewer infrastructure can cause additional flooding in low-lying areas. As the frequency and intensity of heavy precipitation events increases due to the changing climate, the potential for flooding increases. East Jordan should evaluate the ability of its existing stormwater control infrastructure to handle increasingly strong storm events and encourage the use of green infrastructure and low impact development (L.I.D.) techniques throughout the City to better accommodate high volumes of precipitation.

## WETLANDS

Wetlands are an important natural resource that provide both aesthetic and functional benefits. Wetlands perform a variety of important natural functions, including:

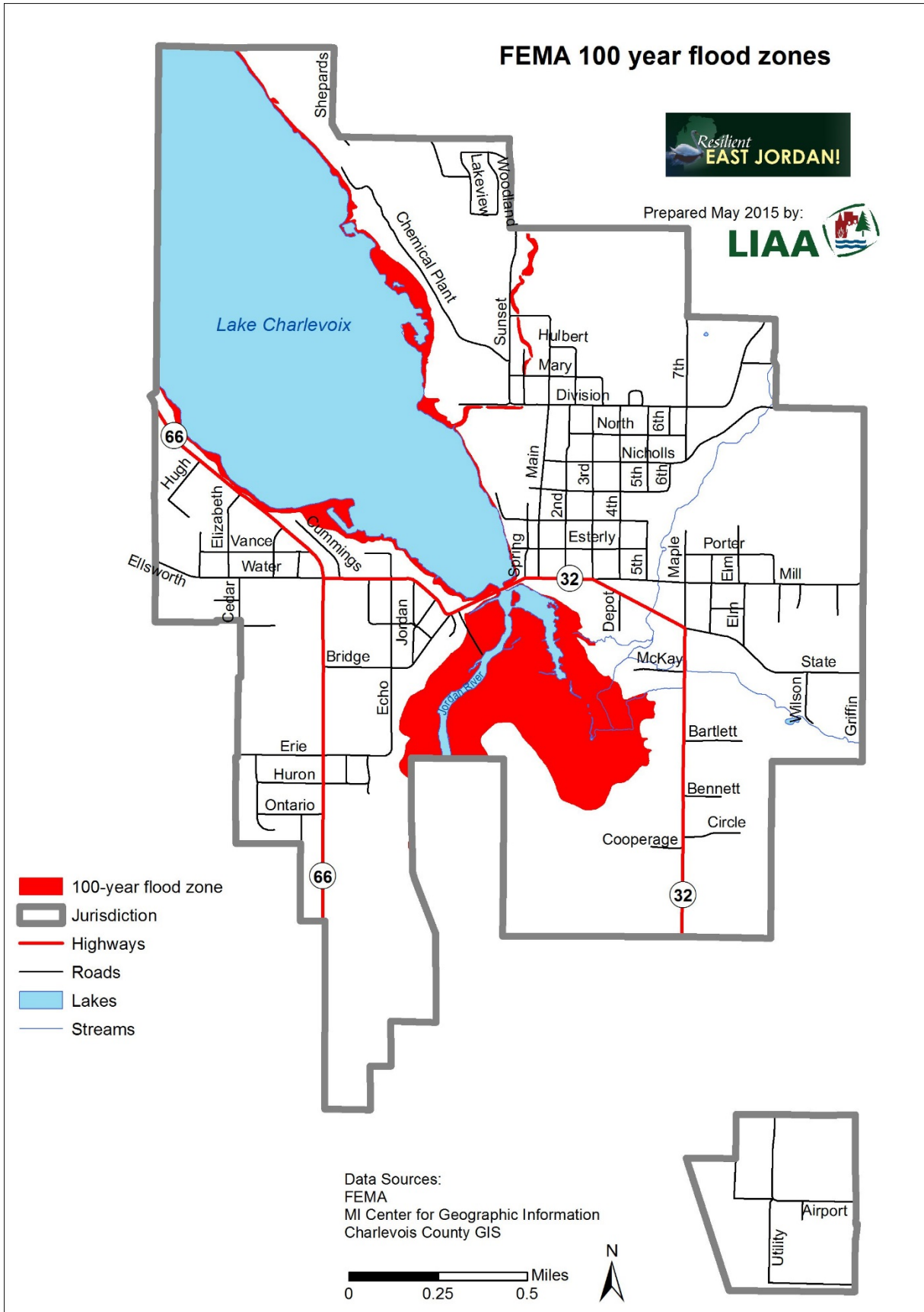
- Flooding and stormwater runoff control
- Water quality improvement and filtration
- Erosion and sedimentation control
- Recharge of groundwater
- Provide wildlife/bird habitat
- Provide natural open space and aesthetic areas
- Provide recreational opportunities

Typically the Michigan Department of Environmental Quality (MDEQ) only regulates wetlands that are five acres or larger. Smaller wetlands may be regulated if the wetland is contiguous to a lake, pond, river, or stream, or is considered to be “essential to the preservation of natural resources of the state”. The determination that a site contains a regulated wetland mandates that MDEQ be informed before any development can occur. MDEQ may permit the filling of a wetland, but this often requires mitigation, such as replacing the wetlands, sometimes at a higher volume.

FEMA 100 year flood zones

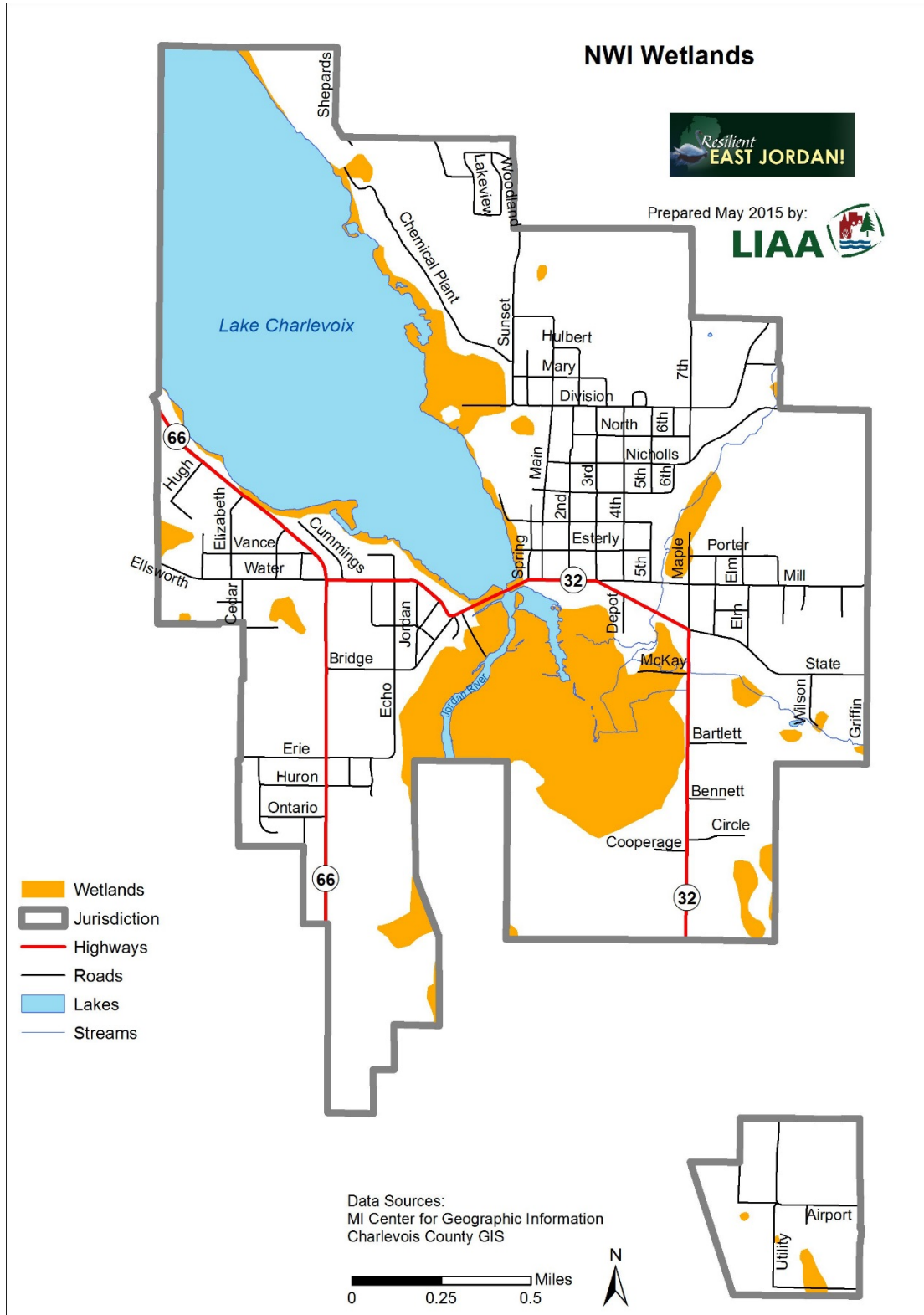


Prepared May 2015 by:





The locations of wetlands within the City of East Jordan are shown on the following map. The wetlands in the Jordan River Spreads, south of downtown, serve as important habitat for a number of species including bald eagles. East Jordan should continue to work to preserve wetlands within the City and limit the impacts of future development on these valuable resources.



## WOODLANDS AND TREE COVER

While East Jordan is mostly developed at this point in time, there are some locations within the City that remain wooded. There is also substantial tree canopy present in many of the City's established residential areas and parks. Wooded areas and substantial urban tree canopy provide a variety of benefits to communities including:

- Improved natural and aesthetic character
- Visual barriers between conflicting land uses
- Reduced erosion and stormwater runoff
- Reduced air pollution
- Increased wildlife habitat
- Reduced temperatures (ground and water)
- Reduced energy costs through building shading

Significant wooded areas within the city are located on the East Jordan Public Schools' properties in the northeast corner of the City, adjacent to the Jordan River Spreads, and on larger undeveloped parcels in the northern portion of the City. Mature street trees can be found along a majority of the City's streets outside of the main commercial areas. The City should consider the creation of a tree planting program on public properties to increase overall tree canopy. Street trees should be included in all street improvement projects and efforts should be made to introduce street trees along roads in commercial areas of the City. Private development standards that require tree planting should also be included in the City's Zoning Ordinance. A map showing the existing tree canopy cover in the City can be found on the following page.

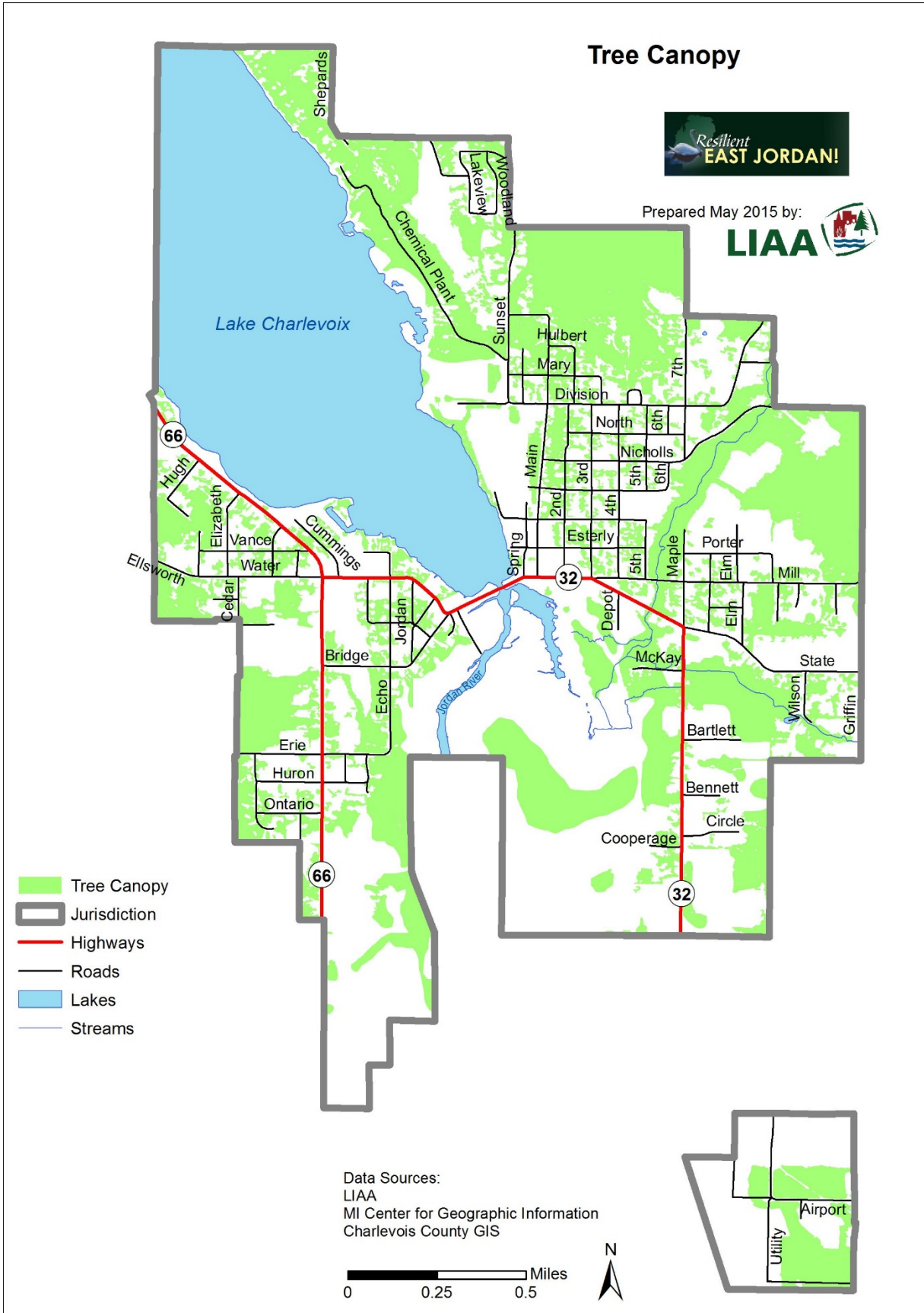


*Maintaining and increasing the City's tree canopy cover can help limit the impacts of stormwater runoff. Providing street trees along City streets also enhances the character of the City's neighborhoods.*

### Tree Canopy



Prepared May 2015 by:



(Page intentionally left blank.)

## CHAPTER 4 – COMMUNITY FACILITIES, PARKS, AND RECREATION

East Jordan offers a wide variety of municipal services to its residents and businesses and operates a number of public facilities. Additionally, community facilities provided by entities other than the City, such as schools and health care facilities, play an important role in the lives of East Jordan’s citizens. The quality, availability, and cost of these services impact growth and redevelopment in the City as well as quality of life in the community. Residential, commercial, and industrial users make location decisions, in part, upon the ability of a municipality to meet their present and future needs cost-effectively. To keep pace, East Jordan must continually maintain, upgrade and/or diversify facilities and services. Community facilities include government buildings and agencies, parks, schools, cultural opportunities, and health care facilities.

### ADMINISTRATIVE STRUCTURE

The City of East Jordan is a Home Rule City that has a Mayor and a City Commission made up of seven elected City Commissioners. The City Administrator is responsible for the day-to-day operation of the City and reports to the City Commission. To offer specialized services to residents, the City has a variety of departments, employees, and advisory bodies that manage different aspects of the City’s operation. City departments include Emergency Services, Fire, Police, Public Works, and Parks and Recreation. The City has a Planning Commission, Zoning Board of Appeals, and Parks and Recreation Committee that report directly to the City Commission. Additionally, the City has a Downtown Development Authority (DDA) Board that oversees the operation of the East Jordan DDA.

### EXISTING FACILITIES AND SERVICES

A variety of services are available to the citizens of East Jordan and the City owns and operates a number of public facilities. The following is an overview of those services and facilities. A map showing the locations of community services and critical facilities in the City can be found on page 38.

#### *Water Service*

The City of East Jordan provides water service through the municipal water system that consists of a series of wells, reservoirs, and water distribution lines. Groundwater is pumped from the wells to enclosed reservoirs in elevated locations. The water distribution lines then use gravity to supply water to most properties within the City. Two water booster stations are included in the water system to ensure proper water distribution for certain parts of the City. The Air Industrial Park is served by the municipal water system, but water service in the park is separated from the main water system and consists of a well and distribution lines to the industrial park properties. The municipal water system also serves the Grandvue Medical Care Facility north of the City on Peninsula Road and several South Arm Township residences both north and south of the City along M-66.

Maintaining quality, unpolluted groundwater in and around East Jordan is vitally important as it serves as the drinking water source for city residents. The City should consider implementing use restrictions for properties in close proximity to drinking water wells to avoid contamination of the water supply.

### Sanitary Sewer Services

East Jordan provides sanitary sewer services to a majority of the properties within the City. Roughly 200 properties in the City do not have sewer services and utilize septic or other on-site wastewater treatment systems. The City provides sanitary sewer services to several South Arm Township residences to the north of the City along M-66. The municipal sanitary sewer system utilizes a collection of gravity and force main lines to collect waste water that is then pumped from pump stations to the wastewater treatment facility. The wastewater treatment facility uses a series of two lagoons and effluent is discharged through spray irrigation on the airport property. Currently, the existing wastewater treatment system is operating near full capacity and will need to be expanded to accommodate any substantial future growth within the City. A study investigating future improvements to the wastewater treatment facility was recently completed by an engineering firm hired by the City. The study outlines potential options and costs for expansion of the wastewater treatment facilities.

Improvements to East Jordan's municipal sanitary sewer system may be needed to accommodate future development.

### Stormwater Infrastructure

Many of the streets in the more heavily developed central portions of East Jordan are equipped with stormwater control infrastructure that includes curbs, gutters, and underground stormwater pipes. The management of stormwater is an important service that is provided to protect roads, bridges, homes, and businesses from damage and to ensure the personal safety of residents. Proper stormwater management can also help protect the quality of local lakes, rivers, streams, and groundwater. As significant precipitation events increase in frequency and intensity, effective stormwater management will become increasingly important for the City.

All of the stormwater collected by the City's stormwater control infrastructure ultimately flows into Lake Charlevoix. A majority of the stormwater collected is directly discharged into the Lake at five points.<sup>1</sup> A smaller segment of the system discharges stormwater into Brown Creek, which flows into Lake Charlevoix.

Importantly, East Jordan's stormwater control infrastructure is completely separated from the sanitary sewer system. This helps reduce the risk of sanitary sewer overflows into local bodies of water during time of heavy precipitation. Despite being separated from the sanitary sewer system, urban stormwater that flows untreated into lakes and streams can still be a significant source of pollution. In the Lake Charlevoix Watershed Management Plan, the Tip of the Mitt Watershed Council identified urban stormwater as the top ranked source of nutrient pollutants in the watershed. Untreated urban stormwater is also a source of sediment, oils, grease, and heavy metals.<sup>2</sup> In order to protect the water quality of Lake Charlevoix, the Jordan River, and other bodies of water, the City should investigate ways to control stormwater more efficiently in the future. The Tip of the Mitt Watershed Council is a valuable resource in this regard and can help the City determine the best course for dealing with its urban stormwater.

### Solid Waste Collection and Disposal

There is a solid waste transfer station located at the end of Nichols Street behind the East Jordan Schools football field where residents from the City and surrounding areas can drop off garbage. The transfer station operates on a punch card system and is open on Tuesdays and Saturdays. Punch cards are available for purchase at City Hall. There are a Charlevoix County owned recycling drop off container and cardboard compactor located at the transfer station as well. Another County owned recycling drop off container is located behind the Emergency Services Building on M-32. Expansion of this recycling facility is currently

<sup>1</sup> Tip of the Mitt Watershed Council (2012). *Lake Charlevoix Watershed Management Plan*. p.74.

<sup>2</sup> Tip of the Mitt Watershed Council (2012). *Lake Charlevoix Watershed Management Plan*. p.118.

being planned. City residents can also choose to utilize private trash haulers for their solid waste collection needs, with American Waste and Preferred Waste being the most popular choices.

### **Government Facilities**

City Hall is located on the northwest corner of Main Street and Esterly Street in downtown East Jordan. City Hall is the location of a majority of the City offices and hosts meetings of the City Commission, Planning Commission, and other boards. The City also owns and operates the East Jordan Civic Center, which is located on the east side of Main Street between Esterly Street and M-32. The Civic Center has a spacious gymnasium space on its lower level that is available for community use. The gym is often used for recreational activities, blood drives, and other types of community gatherings. The upper level of the Civic Center is home to the East Jordan Senior Center.

### **Public Safety**

Public safety services are important to communities as they protect the well-being of residents and provide much needed help during times of emergency. The perception of security and the quality of public safety impact the attractiveness of a community to visitors and potential newcomers. The City of East Jordan operates both a Fire Department and Police Department. Additionally, the City and surrounding areas are served by volunteer based emergency medical service.

The Fire Department and emergency medical services operate out of the recently constructed East Jordan Emergency Services Building located on Maple Street. The Police Department operates out of the police station located on Main Street.



*The East Jordan Emergency Services Building, built in 2010, houses the East Jordan Fire Department and emergency medical services.*

## Schools

The East Jordan Public School District includes the entire City of East Jordan and all or part of six surrounding townships. The overall decrease in City population and the aging of the population are evident in the enrollment trends within the East Jordan Public Schools. Total, district-wide student enrollment was 1,295 during the 2002-03 school year. Enrollment has steadily declined in recent years and the current enrollment for the 2014-15 school year is 940.<sup>3</sup> The school district has one elementary school for kindergarten through 5<sup>th</sup> grade, one middle school for 6<sup>th</sup> through 8<sup>th</sup> grade, and one high school for grades 9 through 12. A preschool program is also available through the East Jordan public schools for a fee.

East Jordan Elementary School is located on Fourth Street. East Jordan High School is located on Maple Street directly across Brown Creek from the Elementary School. East Jordan Middle School lies adjacent to the intersection of Porter Street and Oak Street. The school campuses collectively include athletic fields, playgrounds, and natural areas that are open to the public.

The Community Auditorium at East Jordan High School is used for school functions and also serves as an entertainment venue for the entire community and a space for large community gatherings. The East Jordan Community Pool and Jordan Valley District Library are also located on the high school's grounds. The pool is a home to local swim teams and offers a variety of swimming and fitness classes and open swimming opportunities. The Jordan Valley District Library is a valuable source of information and offers a variety of programs for all ages, including after school programs.



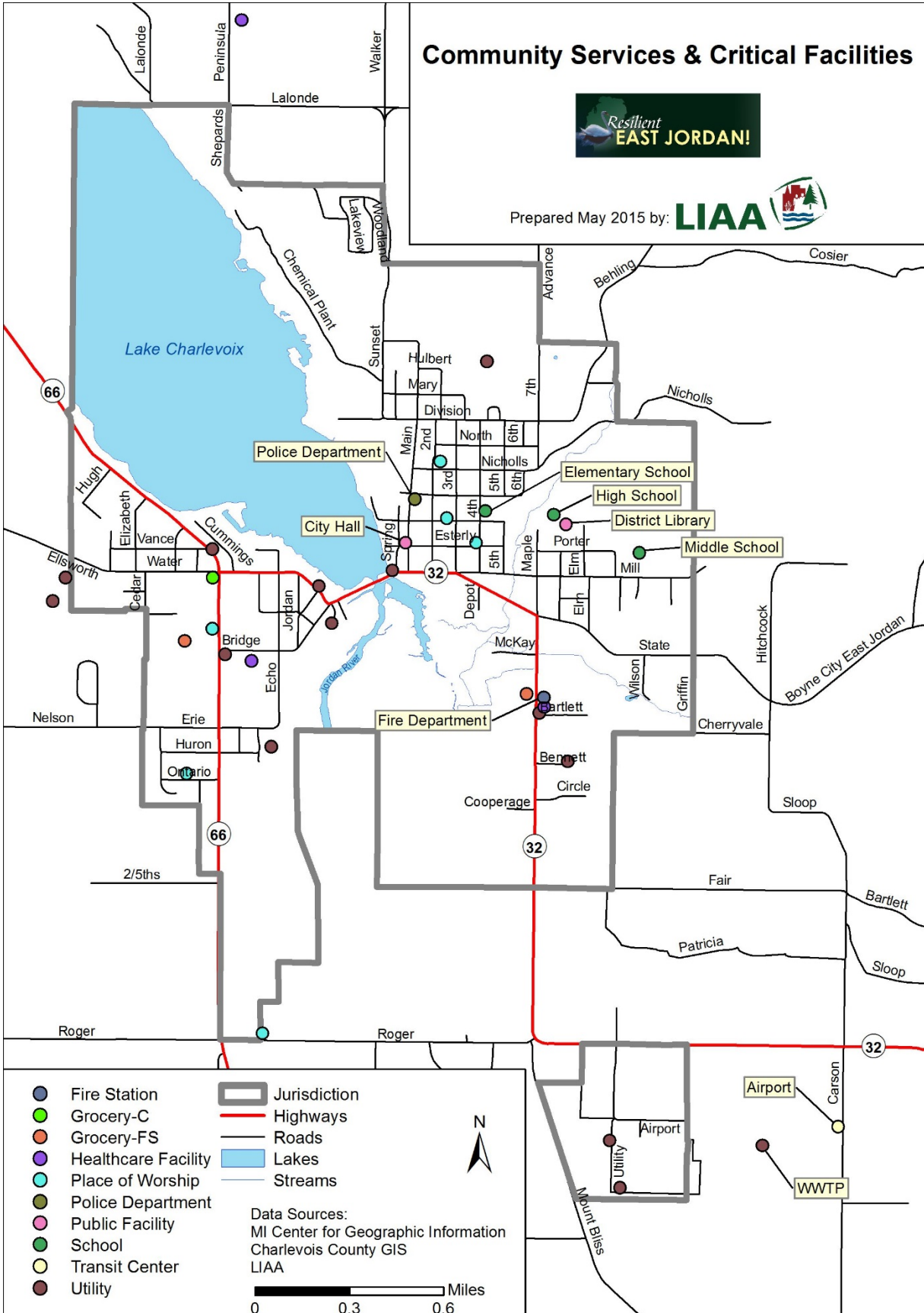
*East Jordan Elementary School provides classes for students in kindergarten through fifth grade and is well integrated into the surrounding neighborhood.*

<sup>3</sup> <https://www.mischooldata.org/DistrictSchoolProfiles/StudentInformation/StudentCounts/StudentCount.aspx> (Accessed 4-21-15)



### *Senior Services*

The East Jordan Seniors Center, located at the East Jordan Middle School, is managed by the Charlevoix County Commission on Aging and provides a wide variety of services to area seniors. Services provided include congregate meals, nurse care, home delivered meals, home task help, medical management and counseling, and recreational programs. As the population of East Jordan continues to age, additional services for local seniors will be needed. The City should continue to work with the Commission on Aging and other service providers to ensure that services for area seniors are maintained and expanded.



## PARKS AND RECREATION

Recreational opportunities in the East Jordan area are plentiful. The plentiful natural resources of the region offer a variety of active and passive recreation options and the City of East Jordan owns an abundance of parkland that serves residents and visitors alike. The City strives to provide a wide range of recreational opportunities, programs, facilities, and equipment within its parks and is continuously updating its offerings. East Jordan's parks were frequently identified as some of the greatest community assets by residents during the Resilient East Jordan planning process. The area's sizeable seasonal population and tourists also use the City parks, increasing demand on the recreational facilities and bringing money into the local economy.

The *City of East Jordan Parks and Recreation Master Plan* was adopted in 2012 in order to “identify and define opportunities for recreational activities and development and to ensure that the recreational infrastructure sustains access to such opportunities now and into the future.”<sup>4</sup> Maintaining a current Parks and Recreation plan that conforms to Michigan Department of Natural Resources (MDNR) standards is important as it qualifies the City for recreation grant funding through the MDNR Trust Fund. In order to remain eligible for these grant funds, the City must review, update, and submit the Recreation Plan to the MDNR every five years.



*Elm Pointe, located north of the City on the shore of Lake Charlevoix, is a registered Michigan Historic Site and one of East Jordan's unique public parks. The park is home to the former estate of John and Eva Porter, and hosts the annual Portside Arts Fair.*

The City of East Jordan owns and operates approximately 106 acres of land designated for city parks. The size of the City parks range from small pocket parks to large community parks. Other entities within the City also provide recreational lands and facilities. The East Jordan Public School district funds and maintains a variety of athletic fields and host the East Jordan Community Pool. There are several conservancy properties located within the City of East Jordan that provide passive recreation opportunities in natural areas and connect to adjacent conservancy lands in South Arm Township along the Jordan River. For additional detail on the City of East Jordan parks system and other recreational opportunities available within the City and region, residents should refer to the *City of East Jordan Parks and Recreation Master Plan*.

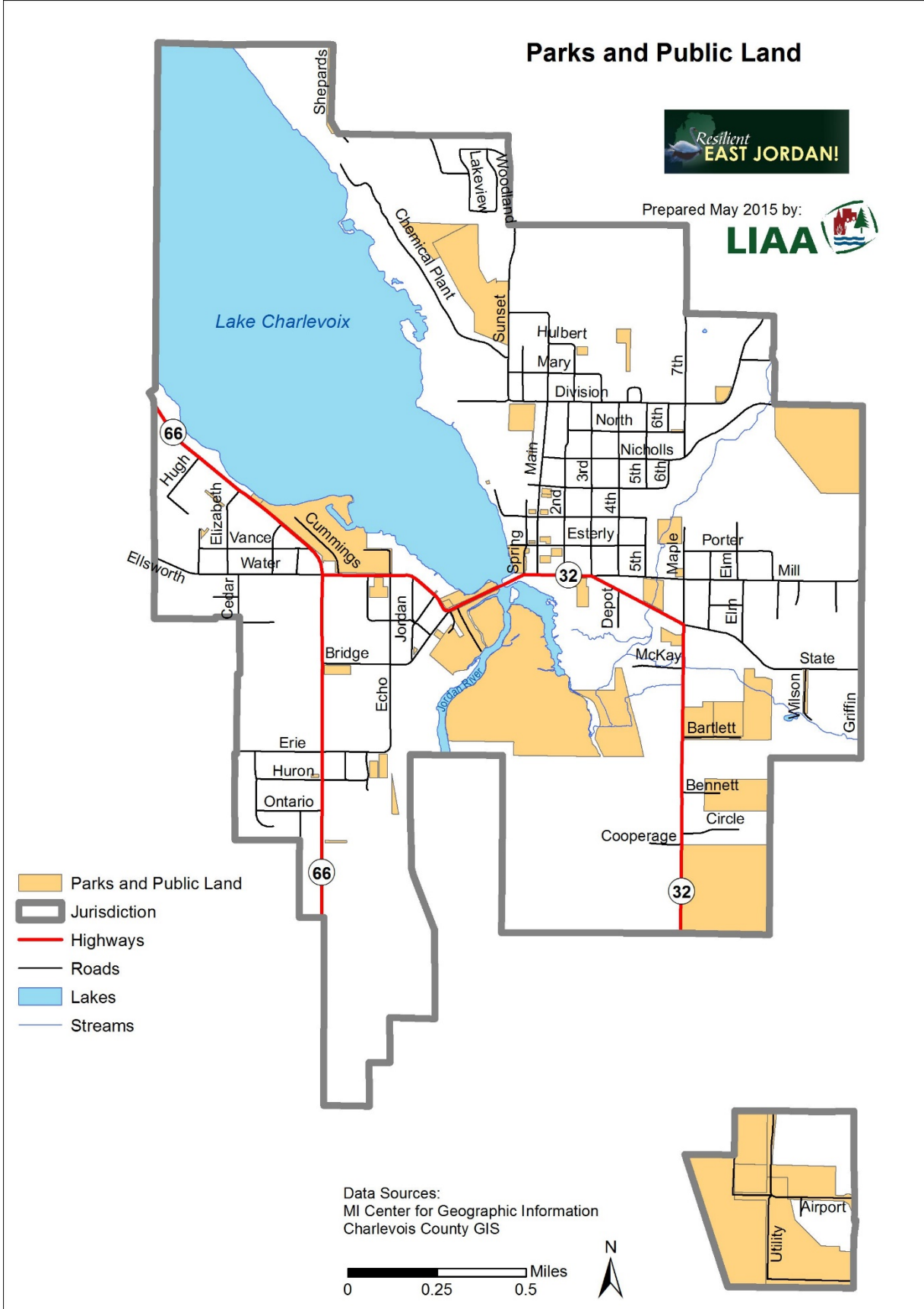
A map illustrating the locations of parks and public lands in East Jordan can be found on the following page.

<sup>4</sup> Wade Trim. 2012. *City of East Jordan Parks and Recreation Master Plan*. p.1.

### Parks and Public Land



Prepared May 2015 by:



## CHAPTER 5 – TRANSPORTATION

East Jordan’s transportation system has played a vital role in the City’s development. Early in the City’s history, rail and water transportation played a vital role in business and industry development. As the popularity of the automobile grew, the road system shaped the patterns of development. The automobile is still the prominent mode of transportation in East Jordan, but residents, visitors, and businesses are also served by a network of sidewalks, other non-motorized transportation routes, and the Charlevoix County Transit system. The Master Plan needs to consider existing and potential transportation options and routes when addressing ideas for future land use and community services.

### STREET AND HIGHWAY NETWORK

The street network within the City of East Jordan is primarily organized in a grid pattern. A traditional rectangular grid can be found in the older portions of the city, with some streets built at alternate angles to better relate to natural features like wetlands, streams, lakes, and steep hills. Many blocks in the eastern portion of the City have alleys that provide service access and access to parking for homes and businesses. Some of the newer residential development within the City utilizes a curvilinear, or modified grid (curved, but still connected) pattern that are consistent with newer road network designs throughout the country.

With only one crossing point within the City limits, Lake Charlevoix and the Jordan River present a major barrier to east-west connectivity in East Jordan. The M-32 (Mill Street) bridge over the Jordan River at the point where it flows into Lake Charlevoix provides the sole vehicular and pedestrian crossing between the east and west sides of the City. Many participants in the Resilient East Jordan planning process cited this lack of east-west connectivity as an impediment to community cohesiveness and economic development. While additional east-west automobile routes within the City are unlikely to be developed, it is important for the community to identify ways to provide connectivity and cohesion between the east and west sides of the City. See the Downtown Planning Charrette Summary (Appendix B) for more information.



*Crossing Lake Charlevoix and the Jordan River is limited to one location in East Jordan – the M-32 bridge.*

#### Complete Streets

The Complete Streets movement has been gaining increased attention in communities across the county. The State of Michigan requires local transportation agencies to consider all roadway users in all phases of transportation projects through Complete Streets legislation passed in 2010. State of Michigan Public Act 135 defines Complete Streets as “roadways planned, designed, and constructed to provide appropriate access to all legal users, whether by car, truck, transit, assistive device, foot or bicycle.”<sup>1</sup> It is important to consider all modes of transportation when designing and constructing transportation improvements to provide

*Complete Streets* are defined as “roadways planned, designed, and constructed to provide appropriate access to all legal users, whether by car, truck, transit, assistive device, foot or bicycle,” by Public Act 135 of 2010.

<sup>1</sup> Public Act 135 (Complete Streets Legislation) Sec 10 p. 1

equitable opportunities for those with differing transportation needs, financial means, and physical abilities. Additionally, integrating complete streets practices can help encourage safe and active transportation, decrease pollution, and reduce the incidence of childhood obesity, social isolation, and serious health conditions.<sup>2</sup> East Jordan should consider adopting a Complete Streets Resolution that supports the inclusion of safe and diverse transportation opportunities in future transportation projects.

## Highways

Two State of Michigan Department of Transportation (MDOT) highways run through the City of East Jordan and provide the primary connections between the City, other parts of the region, and the rest of Michigan. M-66, a north-south route, runs through the western portion of East Jordan and provides connections to US-31 and the City of Charlevoix to the north and US-131 near Mancelona to the south. The western terminus of M-32 is located in the western portion of East Jordan, at the intersection of M-66 and C-48. M-32 runs east through the City, across the mouth of the Jordan River, south through the eastern portion of the City, and then southeast to US-131, I-75, Gaylord, and, ultimately, Alpena. Coordination with MDOT is important to ensure that future planning and goals for these routes are compatible.

## Road Classification

Roads within communities across the country are categorized by the National Functional Classification (NFC) System. The NFC is a system developed by the Federal Highway Administration (FHWA) to classify all streets, roads, and highways according to their function.<sup>3</sup> The NFC system classifies roads into the following categories:

**Principal Arterials** – These roads generally carry long distance, through-travel movements. They also provide access to important traffic generators, such as major airports or regional shopping centers. Examples include freeways, state routes between large cities, and larger surface streets in large cities. No principal arterials exist in the City of East Jordan.

**Minor Arterials** – Similar in function to principal arterials, but shorter in length and to lesser traffic generators. Examples include state routes between smaller cities and important surface streets in smaller cities. Minor arterials within the City include M-32, M-66, and C-48 between M-66 and the western City boundary.

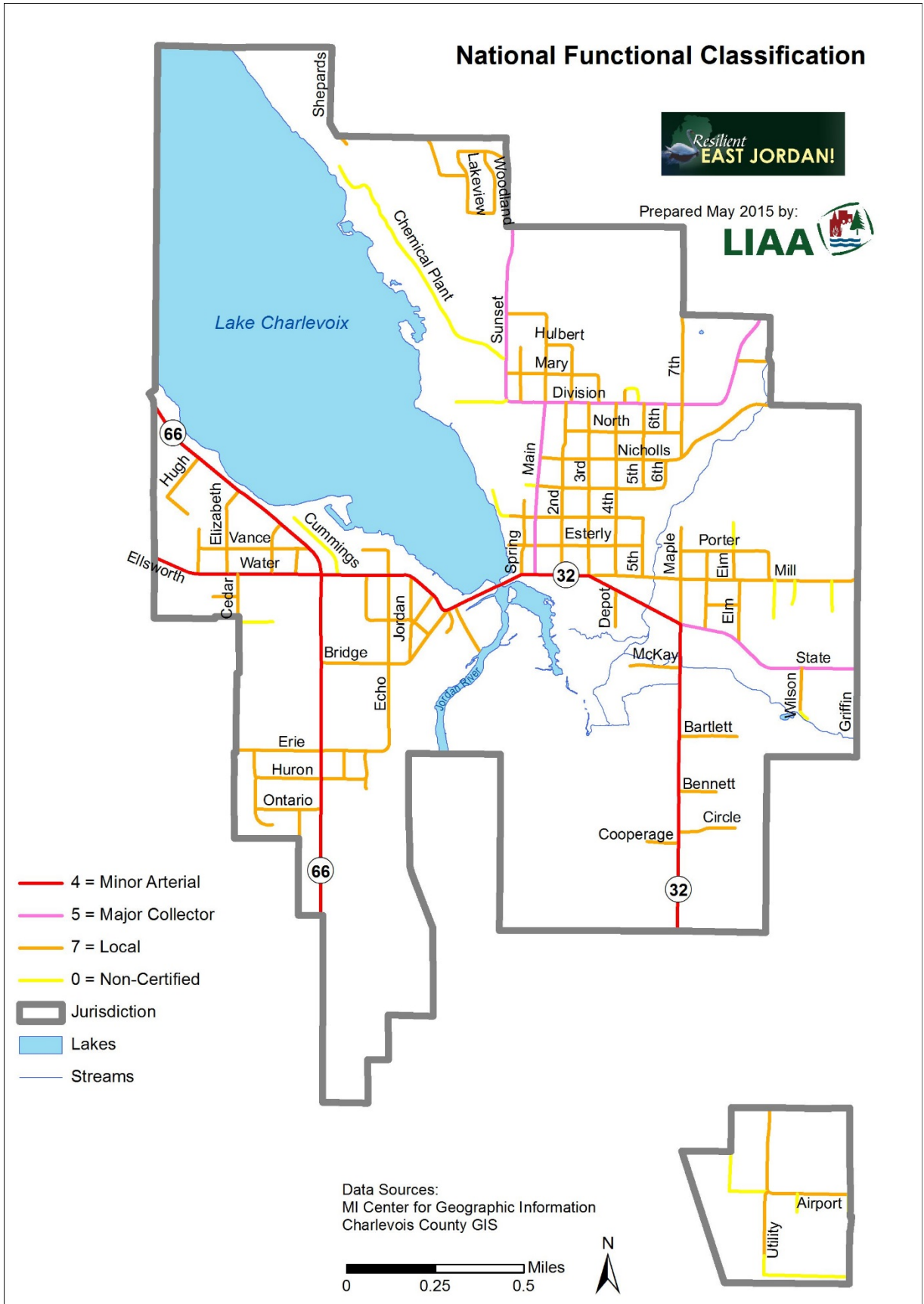
**Collectors** – These roads provide more access to property than arterials and funnel traffic from residential and rural areas to arterials roads. Examples include larger county roads and connecting streets in cities of all sizes. Collector streets in the City are C-48 from Maple Street to the eastern City boundary, Main Street, Division Street, and Sunset Street.

**Local** – These roads primarily provide access to individual properties and homes. Examples include residential streets and lightly-traveled county roads. All streets within the City of East Jordan not included in the other NFC categories above are considered local streets.

There are a total of 26.5 miles of roads classified by the NFC System in East Jordan. 4.8 miles are considered arterials, 2.8 miles are considered collectors, and 16.1 miles are considered local streets. There are 2.8 miles of road in East Jordan that are uncoded by the NFC and are not considered certified public roads. The map on the following page illustrates the NFC classification of roads within the City of East Jordan.

<sup>2</sup> American Planning Association Magazine, October 2013 Issue, Public Health Policy and Law, p.5

<sup>3</sup> [https://www.michigan.gov/documents/MDOT\\_-\\_MDOT\\_National\\_Functional\\_Classification\\_18759\\_7.pdf](https://www.michigan.gov/documents/MDOT_-_MDOT_National_Functional_Classification_18759_7.pdf) (accessed 4-28-15)



## PUBLIC TRANSPORTATION

Public transportation by bus is provided in the City of East Jordan by Charlevoix County Transit. Bus services are provided by a demand-response, or “dial-a-ride,” system where riders request a ride and are then grouped with other riders in the area on routes that are determined by rider demand.<sup>4</sup> Charlevoix County Transit provides services on 21 ADA accessible buses and provides over 110,000 rides per year to users throughout the county.<sup>5</sup> The services that Charlevoix County Transit provides are important to the East Jordan community and the entire county as they provide a transportation option for those without access to an automobile, who cannot drive, or choose not to drive. Bus service within Charlevoix County is provided at no cost to those 60 years of age and older.

## NON-MOTORIZED TRANSPORTATION OPTIONS

The City of East Jordan is committed to providing a variety of non-motorized transportation options to residents and visitors. The existing City sidewalk network serves pedestrians in the downtown area and throughout many of the residential areas of the City. Additionally, a segment of non-motorized pathway has been provided along the M-66 corridor between M-32 and Erie Street. Many of the participants in the Resilient East Jordan process, noting connectivity and recreational benefits, stated a need for expansion of the City’s non-motorized transportation network. Responses from the Resilient East Jordan Community Planning Survey indicate that residents find getting around the City by automobile much easier than by foot or bicycle. Survey respondents also ranked improvements for pedestrians and better safety features for pedestrians and bicycles as the two most important transportation improvements that should be considered in future planning efforts.



*A variety of non-motorized transportation routes connect many of the neighborhoods, business districts, parks, and public spaces of East Jordan.*

<sup>4</sup> Charlevoix County Transit. (2013). Charlevoix County Transit [Informational Flyer]. Boyne City, MI: Charlevoix County Transit.

<sup>5</sup> Charlevoix County. (2015, April 14). Charlevoix County Transit System. Retrieved from <http://www.charlevoixcounty.org/transit.asp>



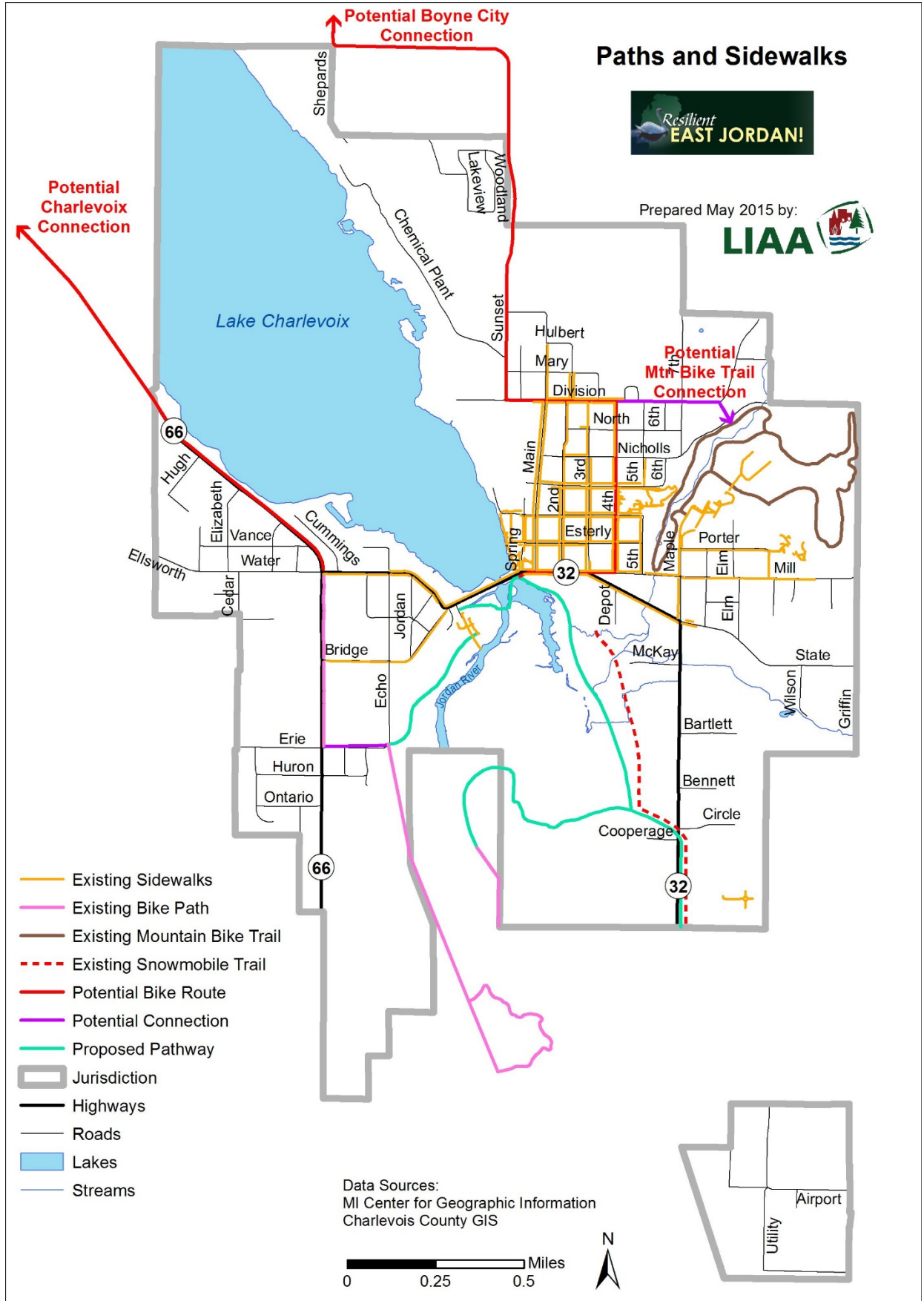
### *Pedestrian Routes*

The City of East Jordan maintains a sidewalk network along many of the streets in the central commercial area of the City and throughout some of the City's residential neighborhoods. The sidewalk network provides pedestrian connections between homes, businesses, municipal buildings, schools, and many of the City's parks. Additionally, an unimproved walking path is located on an old railroad grade on nature preserve property on the west side of the Jordan River. This path runs from the corner of Echo and Erie Streets south across preserve property and provides access to additional preserve pathways outside of the City, the Jordan River, and a trailhead parking lot off of Rogers Road. At the time of this plan's creation, an interconnected series of pedestrian paths on both sides of the Jordan River was being investigated by the City and other interested groups. This effort includes identifying an alternative location for a pedestrian crossing over the River near the M-32 bridge.



*East Jordan's pedestrian infrastructure network includes the Downtown streetscape that provides a comfortable and pleasing setting for shoppers.*

A map illustrating the sidewalk, path, and trail networks of East Jordan can be found on the following page.



### *Bicycle Routes and Shared-use Paths*

While no dedicated, on-street bike lanes exist on East Jordan Streets, some roads have widened shoulders that can accommodate bicycle travel outside of vehicular travel lanes. Additionally, a shared-use path runs along the east side of M-66 between Erie Street and M-32. Participants throughout the Resilient East Jordan process identified bicycle connectivity within the City and to other locations in the region as an important need. Safe regional bicycle route connections from East Jordan to Charlevoix, Boyne City, and Elsworth would provide means of alternate transportation and capitalize on the growing tourism economy related to trails and bicycling in the State of Michigan. The Top of Michigan Trails Council has been working with local communities and bicycle advocacy groups to expand the bicycle trail network throughout the region. A bicycle trail connection between Charlevoix and Boyne City is in the process of being completed and future bicycle routes between East Jordan and both Charlevoix and Boyne City have been identified. The City should continue to work with the Top of Michigan Trails Council and neighboring jurisdictions to advance the planning and design of these bicycle route connections.

The City should also continue to investigate, plan, design, and construct safe bicycle routes and trail connections between City parks, schools, and other highly trafficked destinations. These routes could include a combination of shared-use paths, bicycle lanes on streets, and widened road shoulders. The routes should be well marked and designed to provide as much separation between bicycle and vehicular traffic as possible.

Shared-use paths support a diversity of users and they often feel safer because they are separated from vehicular traffic. Shared-use paths come in numerous forms depending on the right-of-way available, the desired use, and the type of land use adjacent to the pathway. In areas with a significant amount of green space, the pathway should have 10-12 foot wide cross sections. In areas with less green space available, shared-use paths are often narrower to accommodate existing infrastructure and right-of-way constraints. These segments of this system are up to 10 feet wide as space permits, but can be as narrow as 6 feet. Given the existing development patterns of East Jordan, in many situations these shared-use paths could consist of existing or modified sidewalks. This type of shared-use path functions more as a connector path to destinations rather than a leisure trail.

It is recommended that shared-use paths include access benches, picnic tables, and trash receptacles. Special striping in order to indicate two-way travel should also be added in higher traffic areas. A yielding hierarchy is also important so greenway users understand who has the right-of-way in given circumstances. This can be accomplished with signage on the system and public informational flyers.

## **OTHER MODES OF TRANSPORTATION**

### *Water*

In years past, transportation by boat on Lake Charlevoix and the Jordan River was much more common than it is today. Water transportation allowed people to move about the area and provided a valuable way to transport goods to and from East Jordan. Railroads, and more recently, truck shipping replaced cargo shipping as the main means of transporting goods, and commercial traffic on local waterways has essentially disappeared. Recreational boating has been a popular activity on Lake Charlevoix for decades and East Jordan owns and operates a Municipal Harbor directly adjacent to the City's downtown. The harbor allows residents and visitors to access Lake Charlevoix and travel between East Jordan and other places on the Lake, including Charlevoix and Boyne City. The City should continue to maintain and upgrade the Municipal Harbor, ensuring that those using the Lake for recreational boating can dock in town. Pedestrian connections between the harbor and other areas of the City should be maintained and improved to allow easy access to shopping, dining, and recreational activities for boaters.

### ***Airport***

The East Jordan City Airport is located at the City's Air Industrial Park along M-32. The airport accommodates small aircraft and is primarily utilized for private flights. There are no commercial passenger flights available at the East Jordan City Airport.

### ***Snowmobile***

Winters in northern Michigan provide the cold weather and large quantities of snow needed for a variety of winter recreational activities, including snowmobiling. Many area residents and visitors utilize snowmobiles for recreational purposes and as a means of transportation to and from East Jordan and throughout the region. The Jordan Valley Snowmobile Trail, which runs directly through East Jordan, extends south and east of the City along the Jordan River where it connects with other regional snowmobile trails that run north, east, and south. There is also a snowmobile route between East Jordan and Charlevoix. The East Jordan Snowmobile Club is located just south of the City off of the Jordan Valley Trail and Mt. Bliss Road. As a snowmobile friendly community, snowmobiles are allowed on shoulders of the roads in East Jordan. In order for businesses to capitalize on the influx of snowmobilers that come to the region each winter, East Jordan should ensure that snowmobilers are able to easily access restaurants and other attractions in the City. The creation of a snowmobile trailhead near the center of the City would provide a convenient place for riders to stop and give them access to local businesses. Additionally, the construction of a hotel, or similar overnight lodging space, would create an opportunity for the City to host tourists visiting the region to ride the trails during the winter months.

## CHAPTER 6 – EXISTING LAND USE

The characteristics of the land in East Jordan and the way people use the land change over time. Vacant lands become developed and uses on specific properties change as economic, social, environmental, and cultural trends change. Changes in City zoning regulation, infrastructure, and transportation routes also create changes in land use patterns over time. In order to make informed decisions regarding future land use, it is critical to have a clear understanding of existing land uses and relationships between land uses. The existing land use categories map is based on the City's property classification data and an analysis of aerial photographs taken in 2010. A map showing the locations of the existing land uses in the City can be found on page 53.

### SINGLE FAMILY RESIDENTIAL

This category includes detached single family and two family (duplex) residential uses. Single family residential uses are the most predominant land use type in East Jordan, with two-family residences scattered throughout the older neighborhoods. A relatively small number of vacant lots within existing residential neighborhoods present an opportunity for future infill development.

The oldest homes in the City were built on relatively small lots with shallow setbacks placed on a grid street pattern adjacent to Lake Charlevoix and downtown East Jordan. More recent development took place towards the edges of the City on land that was once farm or forestland. These newer developments possess a different character than the historic neighborhoods (e.g., attached garages, larger lots without alleys, curvilinear and cul-de-sac streets rather than a grid system). These characteristics make newer neighborhoods in the City quite distinguishable from older neighborhoods. Neighborhoods on the west side of the City are somewhat disconnected from the central business district, with only the M-32 providing passage across Lake Charlevoix and the Jordan River.



### MULTIPLE FAMILY RESIDENTIAL

This category includes buildings that contain more than two dwelling units including the adaptive reuse of single family homes and businesses, apartment buildings, townhouses, mobile home parks, and senior housing facilities. There are a limited number of multiple family residential developments within East Jordan, primarily located on the west side of the City in close proximity to M-66. These range from waterfront condominium developments to apartment complexes and senior living facilities. Most of the newer multiple family residential complexes lack the integrated character of the surrounding single-family neighborhoods because they are disconnected, from a design standpoint, and possess modern building characteristics. A mobile home park is located along County Road 48 on the eastern edge of the City.



## COMMERCIAL AND OFFICE

Commercial development occurs in three main areas of concentration; on Main Street, on the M-66 corridor, and along the C-48/M-32 corridor. These uses include the historic downtown shopping area, larger scale shopping areas, various retail and service uses, converted industrial buildings, and auto-oriented facilities such as gas stations and drive-through restaurants. The primary office areas in East Jordan are located downtown and along the C-48/M-32 corridor, often in converted homes. These uses include financial institutions, professional offices, and medical clinics.

The Central Business District, located in the center of East Jordan, contains a large concentration of both office and commercial uses and it is important to acknowledge its mixture of uses such as residential, commercial, office, and public. M-66 and M-32 have been the focus of more recent commercial and office development and function as the 'gateways' to the community when entering from any direction.



*The form of Commercial buildings on Main Street, in Downtown East Jordan, helps maintain the historic character of the City.*

In contrast to the more compact downtown environment, the commercial areas along M-66 and C-48/M-32 contain a wide variety of automobile related uses characterized by larger lots with front yard parking lots. These corridors provide many businesses for residents and those traveling through the area, but lack much in the way of distinguishing characteristics or unifying elements. The need for a more attractive, inviting, and consistent character along these corridors was identified by many participants in the Resilient East Jordan process.

## INDUSTRIAL

Industrial uses have played a vital role in the development and prosperity of East Jordan since its inception. The City's industries provide opportunities and a significant tax base to support improvements to infrastructure, facilities, and municipal services. Industrial uses are located in a variety of locations within the City and some of the industrial sites in the City have existed for many decades.

The largest and most intense operations occur at the EJ, Inc. facility, which lies in the central portion of the City between the east shore of Lake Charlevoix and Main Street, directly north of Memorial Park. EJ, Inc. (formerly the East Jordan Iron Works) designs and manufactures a wide variety of infrastructure products and has locations world-wide. The company's international headquarters remain in East Jordan and the company maintains a strong and supportive relationship with the City and its residents. Burnette Foods, a local food processing company, is also located in the central portion of the City on the south side of M-32.

The City owned Air Industrial Park is an area set aside by the City of East Jordan for industrial uses, located in South Arm Township and under the jurisdiction of the City pursuant to an agreement under Public Act 425 of 1984.<sup>1</sup> The Air Industrial Park is served by City utilities and is located to the southeast of the City on M-32 east of Mt. Bliss Road. The East Jordan City Airport and City wastewater treatment facility lie directly east of the Air Industrial Park.



*The EJ, Inc. headquarters and production facilities near Downtown East Jordan as seen from Lake Charlevoix.*

## INSTITUTIONAL

This category includes institutional uses such as schools, places of worship, the Jordan Valley District Library, and community medical centers. In keeping with the traditional development pattern of the City, most of these types of uses have become integrated into the neighborhoods. This has contributed to a comfortable, walkable environment for residents, which should be protected as the City grows and changes. If re-use of these sites and buildings are proposed, they should continue to offer services for residents including recreation, open space, educational facilities, or additional City offices and facilities.

## PUBLIC

This category includes publicly owned sites including City, County and State buildings, public parks, and conservancy lands and natural areas. Similar to Institutional uses, it is important to maintain the presence of public lands and facilities in order to meet the service and social needs of residents. As development competition increases with nearby communities, the ability to offer extensive, convenient public services and areas will reinforce the City as a desirable place to live or locate a business. Parks, natural areas, and City facilities, and other public uses



<sup>1</sup> City of East Jordan Ordinance #161A.

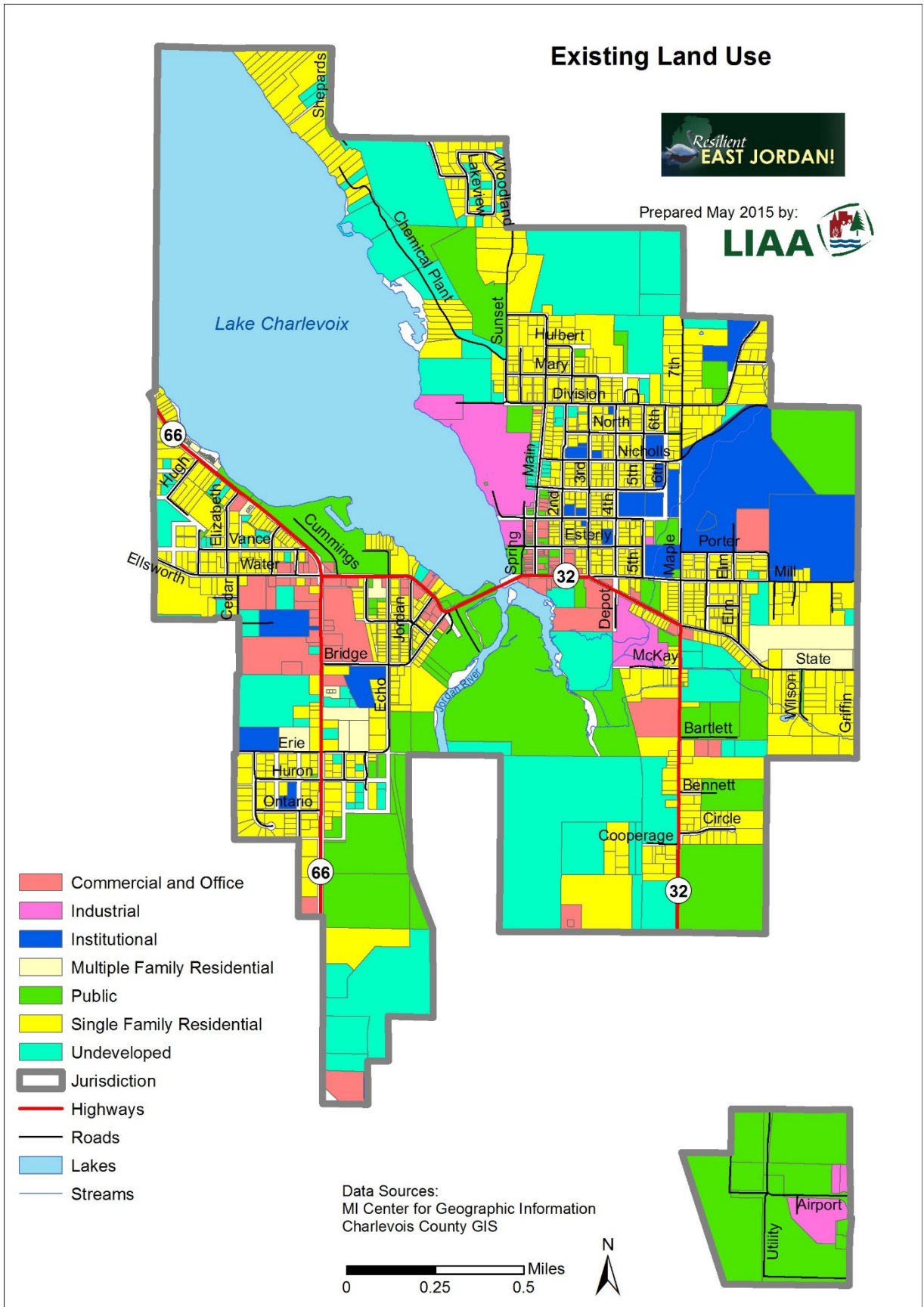
are scattered throughout the City. The extent of these properties and facilities is discussed in greater detail in the Community Facilities, Parks, and Recreation chapter.

Vacant parcels owned by the City of East Jordan, including properties located in the Air Industrial Park, are included in this category. The City owned Airport is also included in this category. Parks should continue to be integrated into neighborhoods and public facilities should maintain their current use or be re-used for other needed public facilities as the City evolves.

## UNDEVELOPED

Undeveloped sites of various sizes can be found within the City. Small vacant lots integrated within the neighborhoods provide opportunities for infill development, while bigger undeveloped sites could accommodate larger future developments. Undeveloped properties are primarily located at the south and north sides of the City, but some undeveloped lots can be found within the central portions of the City as well. This planning process is a prime opportunity for the City to visualize the development of these vacant sites and offer the foundation to ensure they will be developed in a manner consistent with the goals of this plan.





(Page intentionally left blank.)

## CHAPTER 7 – GOALS AND OBJECTIVES

This Master Plan’s primary function is to guide future development and growth within the City of East Jordan. The Master Plan identifies a future vision for the City and a series of goals and objectives to guide decision making. It is important that the vision and goals of the Master Plan reflect the needs and desires of the people of East Jordan, and the Resilient East Jordan planning process provided the public input that served as the basis for the guiding principles, goals, and objectives found in this chapter. Over the course of the planning process, the people of East Jordan provided input at a public brainstorming session, a series of Community Action Team meetings, stakeholder meetings and interviews, and through the City of East Jordan Community Planning Survey (Compiled results can be found in Appendix A).

### GUIDING PRINCIPLES

During the planning process, a variety of key community issues and topics were identified by citizens, stakeholders, and City staff. This input was used by the planning team and the Planning Commission to develop a list of guiding principles to inform the creation of a community vision statement, goals and objectives for the future development of the City, and the remainder of the Master Plan. While the number of specific community issues and ideas for the future was long, the following list summarizes those items and identifies the main themes that formulated the basis of the Master Plan.

- Promote economic development and business diversification.
- Protect natural resources and water quality.
- Promote recreation based tourism.
- Focus on non-motorized transportation.
- Emphasize aesthetics in the downtown and at entrances to the community.
- Provide sufficient community infrastructure and services to accommodate future growth.
- Ensure that local housing needs are met.

### *Building Community Resilience*

A major portion of the Resilient East Jordan planning process focused on how the community could become more resilient, or how it could better utilize available resources to withstand and recover from adverse situations. Resilient communities are able to learn from past adversity and adapt quickly to change. Four of the most important characteristics of community resilience are:

- Strong and meaningful social connections.
- Social and economic diversity.
- Innovation and creative problem-solving capacity.
- Extensive use of ecosystem services.

To become resilient, communities must have the capacity to be adaptive. Adaptation is a critically important part of resilience because it allows communities to prevent further harm from disasters and disruptions while making the most of new conditions. Communities that become resilient start by assessing their vulnerabilities and then making plans to reduce their sensitivities and exposures to hazards. For example, local officials can encourage or adopt building and site design standards that help reduce heating and cooling challenges posed by severe temperature swings.

Public planning processes can help increase civic engagement by improving communications and cooperation between cultural and service organizations and assuring more effective community projects.

To improve economic resilience, East Jordan can work to encourage and support the local production of goods, increasing self-reliance and reducing the flow of funds out of the community. Programs to encourage local investing and entrepreneurship are helpful in building both employment and production capacity. Local

investments, consumption of locally produced products, and locally owned businesses all help to diversify the community's economy, providing greater resilience.

### ***Build on the Existing Foundation***

The City of East Jordan's last master plan, the *City of East Jordan Master Land Use Plan*, was adopted in 1992 and amended in 1998. The plan primarily identified existing development patterns and made recommendations for future land use decisions and specific capital improvements within the City. In the time since the plan's adoption, many of the plan's recommendations have been implemented and conditions within East Jordan have changed. Applicable portions of the 1992 plan helped inform the creation of this Master Plan.

The Resilient East Jordan planning process also builds upon a variety of additional City and regional plans and on-going planning efforts. These past and present initiatives contain many goals that are applicable to the resilience and planning concepts addressed in the current Master Plan. The following plans and planning efforts informed the creation of this Master Plan and continue to be valuable resources for decision makers in East Jordan.

#### **Chain of Lakes Downtown Enhancement Study (2004)**

This plan developed strategies to improve downtown retail and economic development opportunities in four local communities, including East Jordan. The plan identifies issues and opportunities in downtown East Jordan and provides analyses of economic development potential in East Jordan and throughout the four communities together.

#### **City of East Jordan Parks and Recreation Master Plan (2012)**

This plan, developed by the consulting firm WadeTrim, describes the recreational assets of the community and outlines where future recreational development and investment should be made in the community. Keeping a current parks and recreation plan filed with the Michigan Department of Natural Resources (MDNR) makes the City eligible for application for MDNR Trust Fund grant funding.

#### **Charlevoix County Natural Hazards Mitigation Plan (2007)**

Produced by the Northwest Michigan Council of Governments, this document addresses the importance of reducing community vulnerability to natural hazards. The analysis includes the different types of hazard threats in the county and the risk assessment of each hazard.

#### **Lake Charlevoix Watershed Management Plan (2012)**

This plan, created by the Tip of the Mitt Watershed Council, assesses the current condition of the Lake Charlevoix watershed, including the entire East Jordan area, and makes recommendations for the protection of local water quality and natural resources.

#### **Shoreline Protection Strategies: Report of the Lake Charlevoix Shoreline Zoning Study Group (2012)**

This report, produced by MSU Extension, provides recommendations on how to protect the water quality of Lake Charlevoix by controlling future shoreline development patterns.

#### **East Jordan Economic Development Plan (2011)**

Created by the East Jordan Economic Development Committee, this plan provides recommendations for future economic development opportunities and projects within the primary commercial areas of the City of East Jordan.

#### **Hotel Feasibility Study (2013)**

This Study, produced by Hospitality Advisors Consulting Group, assesses the feasibility of building a hotel on multiple sites within East Jordan. The study investigates the economic potential for a hotel in East Jordan, analyzes potential building sites, and makes recommendations for the location of a future hotel.

### Charlevoix County Target Market Analysis (2014)

Produced by LandUse USA, this document illustrates the potential demand for the amount and type of housing in communities throughout Charlevoix County, including East Jordan.

### Capitalize on the Community's Unique Assets

The City of East Jordan offers a unique small town setting directly adjacent to some of northern Michigan's most spectacular natural resources. The opportunity for the City to better leverage its location on the shores of Lake Charlevoix and the Jordan River was frequently cited during the Resilient East Jordan planning process. Additionally, the East Jordan area offers a wide variety of recreational opportunities for all seasons. The City should continue to explore ways to enhance public access to natural resources and encourage mixed-use development that overlooks water and wetlands.

Increasing access to and celebrating the City's natural beauty can foster economic development by enhancing recreational based tourism within the community and increase the quality of life for residents. The City's distinctive history can also serve as a draw to tourists. In his article "Cultural Economic Development: An Economic Force Waiting to be Harnessed" in *The Economics of Place: The Value of Building Communities Around People*, Dr. William Anderson notes that cultural and historical attractions play a valuable role in Michigan's tourism industry. In his article, Anderson, referencing a study by the Tourism Association of America, notes that 80% of all adult travelers are interested in cultural/heritage experiences. See Chapter 8 of this plan for additional information about the economic development opportunities presented by recreational based tourism and heritage based tourism.

Strengthening the City's connection to the adjacent natural resources helps emphasize East Jordan's unique sense of place that can draw the educated, engaged entrepreneurs and knowledge workers that are necessary to compete in today's "New Economy." The New Economy refers to a global, entrepreneurial and knowledge-based economy where business success comes increasingly from the ability to incorporate knowledge, technology, creativity and innovation into their products and services.<sup>1</sup> In the new economy, talented, well-educated people choose where to live first, then look for or create jobs. Additional information about how East Jordan can compete in the New Economy can be found in Chapter 8 of this plan.

## GOALS AND OBJECTIVES

The goals and objectives in this chapter of the Master Plan provide guidance for the future planning of the City of East Jordan. The basis for the goals and objectives is the input gathered during the Resilient East Jordan planning process. In order to assure that the goals and objectives reflect the public's vision for the future of the City, the Planning Commission reviewed all of the input from the planning process and developed the following vision statement to guide the creation of the goals and objectives.

*"East Jordan will offer a safe, vibrant community environment with accessible, unique natural features and recreation and business opportunities that support a thriving downtown and strong neighborhoods."*

With the vision statement serving as a guide, the goals and objectives found on the following pages were developed. The goals and objectives are grouped under seven headings that represent the major themes that emerged during the planning process. Those seven themes are:

- Environment, Natural Features, and Recreation;
- Community Character;
- Neighborhoods and Housing;

<sup>1</sup> *Chasing the Past or Investing in Our Future – Summary Report. Land Policy Institute (2009)*

- Employment and Economic Development;
- Downtown and the Waterfront;
- Access and Transportation; and
- Utilities and Municipal Services.

Goals provide statements that describe the desired future for East Jordan and provide general direction for local decision makers. Objectives are more detailed descriptions of actions needed to achieve the goals. Certain objectives found below have been broken down even further into a number of strategies that must be completed to achieve that objective.

## ***Environment, Natural Features, and Recreation***

### **Goal 1**

Protect and enhance the unique natural resources of the City.

#### *Objectives*

- A. Regulate development in ways that protect unique natural resources within the City.
  - Enact zoning regulations that protect natural resources.
  - Consider the adoption of a “no net loss of wetlands” policy and local wetlands protection ordinance.
  - Encourage the owners of larger properties or properties that contain unique natural features to implement land preservation techniques such as conservation easements.
- B. Educate citizens and local officials on the importance of natural resource protection.
  - Utilize resource groups like the Natural Resource Conservation Service, MSU Extension, the Charlevoix County Land Conservancy, and the Little Traverse Conservancy to provide relevant information to residents.
  - Provide information related to City efforts to protect natural resources to citizens through newsletters and the City website.

### **Goal 2**

Protect the water quality of the City’s lakes, rivers, and streams.

#### *Objectives*

- A. Coordinate efforts on water quality protection.
  - Work with adjoining jurisdictions and groups like the Tip of the Mitt Watershed Council and the Friends of the Jordan River Watershed to establish water quality protection standards in regional watersheds.
  - Educate citizens and local officials on the importance of water quality protection.
- B. Establish stormwater and runoff controls to protect the water quality of lakes, rivers, and streams.
  - Establish stormwater management standards that prevent direct discharge of storm or melt water into surface water.
  - Encourage the use of Low Impact Development (LID) stormwater control techniques like rain gardens, bio-retention areas, and bioswales in private developments.
  - Investigate the feasibility of installing pervious pavement in city-owned parking lots, in new sidewalk projects, and on low-traffic roadways.
- C. Explore regulations for sewer and septic system management on waterfront properties.
  - Investigate the potential for providing public sewer to waterfront properties without sewer service.

- Investigate the potential for the creation of a septic system maintenance program for properties not served by municipal sewer services.
- D. Establish water quality protection standards for waterfront properties.
- Review current shoreline protection zoning standards for residential waterfront lots to ensure that they include items such as:
    - Maximum allowable impervious surface coverage levels.
    - Shoreline setbacks for structures, driveways, and parking areas.
    - Shoreline greenbelts/vegetative buffers and greenbelt design standards.
    - Prohibition of the use of herbicides, pesticides, and fertilizers within shoreline greenbelts/vegetative buffers.
    - Enact zoning ordinance regulations that prohibit the clearing or grading of land without proper zoning approvals and erosion control permits.
  - Consider requiring formal planning commission site plan review for all development on waterfront lots.
- E. Increase tree canopy within the City.
- Maintain existing street trees and plant new street trees.
  - Create a tree planting program to increase the number of trees in City parks and on other City owned properties.
  - Ensure that zoning ordinance standards require the planting of trees and other landscaping as a part of new private development.

### Goal 3

Maintain and improve City parks and increase access to the natural resources within the City.

#### *Objectives*

- A. Continue to maintain and improve all City parks to provide high quality recreation opportunities for residents and visitors.
- Continue to update the City Parks and Recreation Plan and create a maintenance and improvement plan for City properties and structures.
- B. Improve recreational water access to Lake Charlevoix and the Jordan River.
- Create a series of access walkways to the Jordan River.
  - Maintain and improve the City marina.
  - Create a fishing pier on Lake Charlevoix.
  - Improve the City boat launch and consider the creation of a canoe and kayak “trail head” at the boat launch location.
- C. Improve recreational access to public open spaces and recreational lands.
- Maintain and expand the Jordan River Valley wetland area trail system.
  - Create additional hiking and bicycle trails on City recreation properties.
  - Maintain existing playgrounds and develop new playgrounds on City properties.

### Goal 4

Increase awareness of the area’s natural resources and open spaces and promote their use for recreational purposes.

#### *Objectives*

- A. Educate citizens and the larger community on the area’s natural resources and recreational opportunities.
  - Work with the East Jordan Public Schools to educate students on the area’s natural resources and recreational opportunities.
  - Work with local sponsors to create and promote events that increase awareness about area resources and natural lands, like “hike and clean” events.
  - Work with resource groups like the Tip of the Mitt Watershed Council, Friends of the Jordan River Watershed, the Michigan Department of Natural Resources, the Charlevoix County Land Conservancy, and the Little Traverse Conservancy to provide educational materials and programs within the community.
- B. Develop a campaign or program to promote the area’s natural resources and recreational opportunities.
  - Create an attractive and cohesive signage system for parks and other recreational lands and properties. Include items like recreational access point signs, wayfinding signs, and educational signs.
  - Create and update a website for the promotion of the natural features and recreational opportunities within East Jordan.
  - Create and distribute brochures and maps for the promotion of the natural features and recreational opportunities within East Jordan.

## **Community Character**

### **Goal 1**

Enhance the highway corridors in the City to provide a more aesthetically pleasing experience for those entering and traveling through East Jordan.

#### *Objectives*

- A. Work with the Michigan Department of Transportation and other stakeholders to incorporate landscaping, lighting, and walkways along the City’s highways corridors.
- B. Investigate the feasibility of relocating or burying overhead utility lines within highway corridors to reduce visual clutter and improve aesthetics.
- C. Consider the adoption of additional site design standards for properties along highway corridors that address items such as:
  - Building design and placement.
  - Parking lot location.
  - Landscape buffers and tree planting.
  - Sign design and placement.

### **Goal 2**

Unify, enhance, and maintain public spaces, structures, and landscapes.

#### *Objectives*

- A. Create a unified signage theme for public spaces, parks, and facilities.
- B. Create an aesthetic theme for public spaces and facilities.
- C. Continue to upgrade and maintain public spaces, structures, and landscapes.
  - Identify public landscapes in need of improvement and work with local volunteers to provide additional maintenance and upkeep of these spaces.



**Goal 3**

Promote the preservation of East Jordan’s historic structures and sites and use the celebration of the City’s unique history as a way to attract visitors.

*Objectives*

- A. Encourage the adaptive reuse of historic structures in future developments.
- B. Explore options for the preservation of historic structures and sites in the Downtown and other historically significant areas of the City.
- C. Incorporate informational signage and installations of historical, locally produced products throughout downtown to attract people and encourage them to spend more time in the central business district.

**Neighborhoods and Housing****Goal 1**

Provide for a variety of residential settings and housing types to serve all residents with safe, attractive, and affordable neighborhoods.

*Objectives*

- A. Maintain or implement standards that allow for a wide variety of housing unit types that meet the needs and desires of residents.
  - Review zoning ordinance to ensure that it allows for housing options that serve the entire population, including senior living facilities.
  - Consider allowing accessory dwelling units in existing neighborhoods.
  - Consider reducing lot width requirements in the City’s traditional neighborhoods to accommodate infill development that matches the historic development patterns of those neighborhoods.
- B. Develop programs to renew and improve existing housing and pursue funding to facilitate such improvement.

**Goal 2**

Ensure that all residential properties in the City meet minimum safety and maintenance standards.

*Objectives*

- A. Evaluate current property maintenance standards to determine if they require the desired levels of safety and maintenance of residential properties.
- B. Consistently enforce property maintenance standards throughout the City.

**Employment and Economic Development****Goal 1**

Foster an economic atmosphere and develop policies that accommodate future economic development and promote a thriving and diverse business environment that provides entrepreneurship and employment opportunities.

*Objectives*

- A. Develop land use policies and tools that foster diverse future economic growth.

- Evaluate existing zoning standards for their impact on economic development and amend zoning language as necessary to encourage desired development.
  - Analyze the amount of existing commercially zoned land to determine if there is a surplus or shortage of commercial acreage within the City.
  - Pursue participation in the Michigan Economic Development Corporation’s (MEDC) Redevelopment Ready Communities program.
- B. Continue to work with the East Jordan Downtown Development Authority, the East Jordan Chamber of Commerce, and other stakeholders to create a community and economic atmosphere that attract new businesses and entrepreneurs to East Jordan.
- Promote community-wide access to technology, information, and infrastructure.
  - Pursue educational and training programs and opportunities to provide technical skills and knowledge to the local workforce.
  - Work to increase quality of life within the community to help draw talented workers and entrepreneurs.
  - Continue to promote entrepreneurship and small business development within the community.

## Goal 2

Maintain, develop, and enhance tourism-based economic development and opportunities.

### *Objectives*

- A. Develop and promote year-round recreational opportunities, festivals, and other events to increase tourism.
- Maintain and enhance existing recreational properties, facilities, and infrastructure.
  - Work to develop a multi-use trail system that provides connections within the City and connections to other communities in the region.
- B. Preserve and promote historic sites, structures, and attractions.
- C. Continue to pursue the construction of a hotel in Downtown East Jordan to accommodate additional visitors to the City.
- Evaluate the zoning standards for potential hotel development sites to determine if they allow the type of development needed to accommodate the desired facility.
- D. Support, enhance, and promote the creation of a vibrant arts community within the City.

## ***Downtown and the Waterfront***

### Goal 1

Downtown East Jordan will serve as the area’s vibrant commercial core and provide retail, service, entertainment, and gathering opportunities that meet the needs of residents and visitors. The Downtown will celebrate the City’s unique history, capitalize on its proximity to the waterfront, and incorporate attractive, human scale design and growth.

### *Objectives*

- A. Incorporate building and development design standards or form based codes for Downtown East Jordan into the zoning ordinance.
- B. Seek funding to aid with façade improvements for Downtown buildings.
- C. Encourage the preservation of historic structures and sites in Downtown East Jordan.

- D. Continue to work with the East Jordan Chamber of Commerce, the Downtown Development Authority, and other stakeholders to attract retail, service, and entertainment businesses to the Downtown.
- E. Provide non-motorized connections between downtown, surrounding neighborhoods, the waterfront, and City parks.
- F. Define, maintain, and enhance a unique sense of place in Downtown East Jordan.
  - Utilize place-making tools in Downtown to provide high-quality public spaces that promote gathering and interaction.
  - Incorporate historical, informational, and artistic signage and installations Downtown to provide interest and draw people to the Downtown.
- G. Improve the interface between Downtown and the waterfront to capitalize on their close proximity.
  - Encourage Downtown businesses on the southern-most block of Main Street that back up to Spring Street to provide customer entrances, outdoor seating, and other amenities on the Spring Street side of their buildings.

## Goal 2

Improve the usability and aesthetics of Memorial Park to provide a central community gathering space and draw residents and visitors to Downtown East Jordan.

### *Objectives*

- A. Consider physical changes to Memorial Park to improve its usability and provide additional community activities.
  - Consider relocating the train to Sportsman’s Park or another location in order to provide additional gathering and recreational space in Memorial Park and improve views to Lake Charlevoix.
  - Consider providing family-friendly recreation opportunities, like a splash pad, to promote greater visitation to the park and downtown.
  - Consider relocating the farmers market to Memorial Park to promote greater visitation to the park and downtown.
- B. Maintain and enhance the amenities and appearance of Memorial Park.
  - Continue to maintain the appearance and function of the marina.
  - Enhance the landscaping at the southern edge of Memorial Park to highlight the park as a public space and open up views to Lake Charlevoix.

## **Access and Transportation**

### Goal 1

Provide safe and efficient multi-use trails or pathways within East Jordan and to surrounding communities.

### *Objectives*

- A. Create a multi-use, non-motorized wetland trail through properties within the Jordan River Valley.
  - Identify a potential trail route and properties that will need to be crossed.
  - Work with property owners, conservancy groups, and other stakeholders to design the trail, acquire necessary easements, and find funding sources for trail construction.
- B. Create a dedicated, safe motorized trail for all-terrain vehicles and snowmobiles within the City.
  - Work with stakeholders to determine an appropriate location for, design, fund, and build a dedicated ATV and snowmobile trail.

- C. Work with other communities in the region and stakeholder groups to explore the creation of non-motorized trail connections between East Jordan and places like Ellsworth, Charlevoix, and Boyne City.

## Goal 2

Improve walkability and bicycle access within the City.

### *Objectives*

- A. Maintain and enhance the sidewalk system within the City so that connections are made between the places that people live, work, shop, play, and learn.
- B. Provide multi-use, non-motorized trail connections within the City.
- C. Adopt a complete street policy that considers all modes of transportation when designing and implementing street construction and improvement projects.
- D. Increase connectivity between the east and west sides of the City for non-automobile modes of transportation.
  - Provide a safe pedestrian connection over the Jordan River to connect the east and west sides of town that is separate from the existing vehicular bridge.
  - Explore the creation of a dedicated snowmobile river crossing to reduce risks associated with snowmobiles using the existing vehicular bridge to cross from one side of the river to the other.

## Goal 3

Create a welcoming and effective system of wayfinding signs at the entrances to and within East Jordan.

### *Objectives*

- A. Create an attractive and cohesive signage system that identifies entrances to the City and directs citizens and visitors to major destinations, municipal facilities, schools, trails, businesses, and parks.
- B. Provide bill-boards or signs outside of the City that direct people to East Jordan.

## Goal 4

Maintain existing roadways to provide safe vehicular travel within East Jordan and work to increase the efficiency of motorized traffic in the City.

### *Objectives*

- A. Create a plan to bring all streets, curbs, and sidewalks up to good condition.
- B. Improve safety and traffic efficiency at specific “problem areas” within the City.
  - Work with the Michigan Department of Transportation and other stakeholders to identify specific “problem areas.”
  - Identify potential alternative solutions to traffic efficiency and safety issues at the “problem areas.”

## Goal 5

Provide for appropriate amounts of vehicular parking within the community.

### *Objectives*

- A. Perform an analysis of public parking in East Jordan to determine if additional public parking is needed and where it would best be located.

- B. Review current parking requirement standards within the zoning ordinance to determine if the number of parking spaces required for private development should be increased or decreased.

### ***Utilities and Municipal Services***

#### **Goal 1**

Maintain and enhance the City’s utility services to meet the needs of East Jordan’s citizens, industry, and businesses.

#### *Objectives*

- A. Expand the capacity of the City’s wastewater treatment facilities in order to accommodate current needs and enable future growth.
- B. Consider implementing a well head protection ordinance to protect the City’s drinking water supply from degradation or contamination.
- C. Continue to plan for future improvement, maintenance, and expansion of public utilities.

## **IMPLEMENTATION TABLE**

The table on the following pages identifies the priority levels and general implementation timing for the objectives for each goal in this chapter. Each objective has been assigned a priority of low, medium, or high importance. The objectives have also been assigned a timeframe for completion. Objectives are either identified for completion in the short-term (within the next five years), or over the long-term (five years or more in the future). If an objective is something that should be addressed in the short-term, but work will continue for a period of time longer than five years into the future, the objective is considered “ongoing.”

**Environment, Natural Features, and Recreation**

<b>Goal 1</b>	<b>Timeframe</b>	<b>Priority</b>
Protect and enhance the unique natural resources of the City.		
Objective A: Regulate development in ways that protect unique natural resources within the City.	Ongoing	High
Objective B: Educate citizens and local officials on the importance of natural resource protection.	Ongoing	High

<b>Goal 2</b>	<b>Timeframe</b>	<b>Priority</b>
Protect the water quality of the City’s lakes, rivers, and streams.		
Objective A: Coordinate efforts on water quality protection.	Short-term	High
Objective B: Establish stormwater and runoff controls to protect the water quality of lakes, rivers, and streams.	Short-term	High
Objective C: Explore regulations for sewer and septic system management on waterfront properties.	Short-term	High
Objective D: Establish water quality protection standards for waterfront properties.	Short-term	High
Objective E: Increase tree canopy within the City.	Short-term	High

<b>Goal 3</b>	<b>Timeframe</b>	<b>Priority</b>
Maintain and improve City parks and increase access to the natural resources within the City.		
Objective A: Continue to maintain and improve all City parks to provide high quality recreation opportunities for residents and visitors.	Short-term	High
Objective B: Improve recreational water access to Lake Charlevoix and the Jordan River.	Short-term	High
Objective C: Improve recreational access to public open spaces and recreational lands.	Short-term	High

<b>Goal 4</b>	<b>Timeframe</b>	<b>Priority</b>
Increase awareness of the area’s natural resources and open spaces and promote their use for recreational purposes.		
Objective A: Educate citizens and the larger community on the area’s natural resources and recreational opportunities.	Ongoing	Medium
Objective B: Develop a campaign or program to promote the area’s natural resources and recreational opportunities.	Short-term	High

**Community Character**

<b>Goal 1</b>	<b>Timeframe</b>	<b>Priority</b>
Enhance the highway corridors in the City to provide a more aesthetically pleasing experience for those entering and traveling through East Jordan.		
Objective A: Work with the Michigan Department of Transportation and other stakeholders to incorporate landscaping, lighting, and walkways along the City’s highways corridors.	Long-term	High
Objective B: Investigate the feasibility of relocating or burying overhead utility lines within highway corridors to reduce visual clutter and improve aesthetics.	Short-term	High
Objective C: Consider the adoption of additional site design standards for properties along highway corridors.	Short-term	High

<b>Goal 2</b>	<b>Timeframe</b>	<b>Priority</b>
Unify, enhance, and maintain public spaces, structures, and landscapes.		
Objective A: Create a unified signage theme for public spaces, parks, and facilities.	Short-term	High
Objective B: Create an aesthetic theme for public spaces and facilities.	Short-term	High
Objective C: Continue to upgrade and maintain public spaces, structures, and landscapes.	Short-term	High

<b>Goal 3</b>	<b>Timeframe</b>	<b>Priority</b>
Promote the preservation of East Jordan’s historic structures and sites and use the celebration of the City’s unique history as a way to attract visitors.		
Objective A: Encourage the adaptive reuse of historic structures in future developments.	Long-term	Medium
Objective B: Explore options for the preservation of historic structures and sites in the Downtown and other historically significant areas of the City.	Long-term	High
Objective C: Incorporate informational signage and installations of historical locally produced products throughout downtown to attract people and encourage them to spend more time in the central business district.	Long-term	Medium

***Neighborhoods and Housing***

<b>Goal 1</b>	<b>Timeframe</b>	<b>Priority</b>
Provide for a variety of residential settings and housing types to serve all residents with safe, attractive, and affordable neighborhoods.		
Objective A: Maintain or implement standards that allow for a wide variety of housing unit types that meet the needs and desires of residents.	Short-term	High
Objective B: Develop programs to renew and improve existing housing and pursue funding to facilitate such improvement.	Ongoing	Medium

<b>Goal 2</b>	<b>Timeframe</b>	<b>Priority</b>
Ensure that all residential properties in the City meet minimum safety and maintenance standards.		
Objective A: Evaluate current property maintenance standards to determine if they require the desired levels of safety and maintenance of residential properties.	Short-term	High
Objective B: Consistently enforce property maintenance standards throughout the City.	Short-term	High



**Employment and Economic Development**

<b>Goal 1</b>	<b>Timeframe</b>	<b>Priority</b>
Foster an economic atmosphere and develop policies that accommodate future economic development and promote a thriving and diverse business environment that provides entrepreneurship and employment opportunities.		
Objective A: Develop land use policies and tools that foster diverse future economic growth.	Short-term	High
Objective B: Continue to work with the East Jordan Downtown Development Authority, the East Jordan Chamber of Commerce, and other stakeholders to create a community and economic atmosphere that attract new businesses and entrepreneurs to East Jordan.	Short-term	High

<b>Goal 2</b>	<b>Timeframe</b>	<b>Priority</b>
Maintain, develop, and enhance tourism-based economic development and opportunities.		
Objective A: Develop and promote year-round recreational opportunities, festivals, and events to increase tourism.	Short-term	High
Objective B: Preserve and promote historic sites, structures, and attractions.	Long-term	Medium
Objective C: Continue to pursue the construction of a hotel in Downtown East Jordan to accommodate additional visitors to the City.	Short-term	Medium
Objective D: Support, enhance, and promote the creation of a vibrant arts community within the City.	Ongoing	Medium

***Downtown and the Waterfront***

<b>Goal 1</b>	<b>Timeframe</b>	<b>Priority</b>
Downtown East Jordan will serve as the area’s vibrant commercial core and provide retail, service, entertainment, and gathering opportunities that meet the needs of residents and visitors. The Downtown will celebrate the City’s unique history, capitalize on its proximity to the waterfront, and incorporate attractive, human scale design and growth.		
Objective A: Incorporate building and development design standards or form based codes for Downtown East Jordan into the zoning ordinance.	Short-term	High
Objective B: Seek funding to aid with façade improvements for Downtown buildings.	Short-term	High
Objective C: Encourage the preservation of historic structures and sites in Downtown East Jordan.	Long-term	High
Objective D: Continue to work with the East Jordan Chamber of Commerce, the Downtown Development Authority, and other stakeholders to attract retail, service, and entertainment businesses to the Downtown.	Long-term	High
Objective E: Provide non-motorized connections between downtown, surrounding neighborhoods, the waterfront, and City parks.	Short-term	High
Objective F: Define, maintain, and enhance a unique sense of place in Downtown East Jordan.	Short-term	High
Objective G: Improve the interface between Downtown and the waterfront to capitalize on their close proximity.	Short-term	High

<b>Goal 2</b>	<b>Timeframe</b>	<b>Priority</b>
Improve the usability and aesthetics of Memorial Park to provide a central community gathering space and draw residents and visitors to Downtown East Jordan.		
Objective A: Consider physical changes to Memorial Park to improve its usability and provide additional community activities.	Short-term	Medium
Objective B: Maintain and enhance the amenities and appearance of Memorial Park.	Short-term	High

**Access and Transportation**

<b>Goal 1</b>	<b>Timeframe</b>	<b>Priority</b>
Provide safe and efficient multi-use trails or pathways within East Jordan and to surrounding communities.		
Objective A: Create a multi-use, non-motorized wetland trail through properties within the Jordan River Valley.	Short-term	High
Objective B: Create a dedicated, safe motorized trail for all-terrain vehicles and snowmobiles within the City.	Short-term	High
Objective C: Work with other communities in the region and stakeholder groups to explore the creation of non-motorized trail connections between East Jordan and places like Ellsworth, Charlevoix, and Boyne City.	Short-term	High

<b>Goal 2</b>	<b>Timeframe</b>	<b>Priority</b>
Improve walkability and bicycle access within the City.		
Objective A: Maintain and enhance the sidewalk system within the City so that connections are made between the places that people live, work, shop, play, and learn.	Ongoing	High
Objective B: Provide multi-use, non-motorized trail connections within the City.	Long-term	High
Objective C: Adopt a complete street policy that considers all modes of transportation when designing and implementing street construction and improvement projects.	Short-term	Medium
Objective D: Increase connectivity between the east and west sides of the City for non-automobile modes of transportation.	Short-term	Medium

<b>Goal 3</b>	<b>Timeframe</b>	<b>Priority</b>
Create a welcoming and effective system of wayfinding signs at the entrances to and within East Jordan.		
Objective A: Create an attractive and cohesive signage system that identifies entrances to the City and directs citizens and visitors to major destinations, municipal facilities, schools, trails, and parks.	Short-term	High
Objective B: Provide bill-boards or signs outside of the City that direct people to East Jordan.	Short-term	High

<b>Goal 4</b>	<b>Timeframe</b>	<b>Priority</b>
Maintain existing roadways to provide safe vehicular travel within East Jordan and work to increase the efficiency of motorized traffic in the City.		
Objective A: Create a plan to bring all streets, curbs, and sidewalks up to good condition.	Short-term	High
Objective B: Improve safety and traffic efficiency at specific “problem areas” within the City.	Short-term	High

<b>Goal 5</b>	<b>Timeframe</b>	<b>Priority</b>
Provide for appropriate amounts of vehicular parking within the community.		
Objective A: Perform an analysis of public parking in East Jordan to determine if additional public parking is needed and where it would best be located.	Short-term	Medium
Objective B: Review current parking requirement standards within the zoning ordinance to determine if the number of parking spaces required for private development should be increased or decreased.	Short-term	High

**Utilities and Municipal Services**

<b>Goal 1</b>	<b>Timeframe</b>	<b>Priority</b>
Maintain and enhance the City’s utility services to meet the needs of East Jordan’s citizens, industry, and businesses.		
Objective A: Expand the capacity of the City’s wastewater treatment facilities in order to accommodate current needs and enable future growth.	Short-term	High
Objective B: Consider implementing a well head protection ordinance to protect the City’s drinking water supply from degradation or contamination.	Long-term	High
Objective C: Continue to plan for future improvement, maintenance, and expansion of public utilities.	Ongoing	High

(Page intentionally left blank.)

## CHAPTER 8 – FUTURE LAND USE PLAN, ZONING PLAN, AND IMPLEMENTATION

Two important components of any master planning effort are the development of a Future Land Use Plan and a Zoning Plan. The City of East Jordan’s Future Land Use Map was developed based on stakeholder input at public meetings, feedback from the City Planning Commission, and goals and objectives developed throughout the Resilient East Jordan planning effort. The Zoning Plan reflects the Future Land Use Plan and should be used as a guiding document when updating the Zoning Ordinance. Additional recommendations for future development and strategies for the implementation of this plan’s goals and objectives are also included in this chapter.

### FUTURE LAND USE PLAN

The Future Land Use Plan and Future Land Use Map describe a generalized, preferred organization of future land uses in the City of East Jordan. The Future Land Use Plan is a general framework used to guide land use and policy decisions within the City over the next 25 years. The future land use plan was developed through consideration of a variety of factors, including existing land use, public input from the planning process, analysis of community vulnerabilities, desired community character, development impacts on natural features, and future growth. The Future Land Use Map, found on page 80, shows generalized locations for the broad future land use areas described below.

#### *Residential Areas*

The historic character of neighborhoods in East Jordan fosters a small town atmosphere that is valued by both residents and visitors. New residential structures, whether in a newly developed neighborhood or in-fill housing, should have a character that complements existing neighborhoods and be designed to create a friendly environment and promote interaction between neighbors. Streetscapes should be tree-lined and pedestrian-friendly. Infill development and renovations should be done in a way that is compatible to adjacent housing. Providing a variety of housing options to accommodate the needs and desires of existing and future populations is important when planning for future residential development. The following types of residential land use fit with the vision for the future of East Jordan.

#### *Traditional Neighborhood Residential*

This designation is characterized by single family residential uses. These single family homes are generally found in the older neighborhoods of the City on smaller lots and with smaller setbacks. These homes were typically built before World War II and are within the context of the traditional street grid system. The intent of this designation is to properly maintain traditional, or historic, residential neighborhoods in the City. The City should consider allowing accessory dwelling units (e.g. “granny flats”) in these areas to increase the diversity of available housing near the center of the City, while maintaining existing neighborhood character. Development within this area shall be consistent with the established traditional design pattern of adjacent residential neighborhoods. A traditional architectural style should be promoted for infill development within these areas.

This designation can be found in the Founders Bluff neighborhood, just north and east of the Central Business District, and in the Old South Arm neighborhood west of Lake Charlevoix in close proximity to the C-48 corridor. These neighborhoods contain some of the earliest residential development within East Jordan and provide a present day reminder of the City’s history. Some of the older homes in these areas are showing

signs of their age and could use some maintenance and upkeep. The City should enforce its existing property maintenance ordinances and provide incentives and programs for upkeep in order to ensure that these properties are properly maintained.

### ***Large Lot Single Family Residential***

This type of neighborhood supports single family homes on larger lot sizes than are found in the oldest neighborhoods in the City. These single family residential homes were often built in the post-World War II era. They are located outside of the City's central core and often have attached garages. Some of the streets are curvilinear with cul-de-sacs and no alleys.

This designation is located primarily in the northern and southwest portions of the City. Some of the properties within this designation are found along the shores of Lake Charlevoix. The City should consider implementing additional shoreline protection zoning standards on waterfront residential properties to further protect the water quality of the Lake.

### ***Mixed Residential***

This designation is characterized by single family, duplex, manufactured home, and mobile home housing units on larger lot sizes than are found in the oldest neighborhoods in the City. Small scale multiple family housing development, including townhouses, condominiums, and apartments could also be considered in this area. The housing units are generally located along or near major thoroughfares in the eastern portion of the City and are distinguishable from the older neighborhoods.

### ***Multiple Family Residential***

This designation provides for multiple family housing units in a more suburban setting. Housing types can include multiple family housing units, townhouses, condominiums, and large apartment complexes. Housing units are located along or near major thoroughfares and are distinguishable from the older neighborhoods. Typical incidental uses that may be permitted in this area include but are not limited to: parks, open space, and accessory apartments which promote the traditional development design within the City. Design standards for multiple family residential developments should be considered so that future development complements the existing character of East Jordan.

### ***Commercial Areas***

The character of the commercial areas within East Jordan contributes significantly to the perception of the City, as many of the highly traveled roadways within the City are lined by commercial uses. Development and redevelopment within commercial areas should be designed to complement the small-town character of East Jordan, capitalize on the close proximity to natural beauty, integrate green space, and be pedestrian friendly. Low impact development practices should be utilized on commercial sites to limit the impacts of stormwater runoff on Lake Charlevoix and the Jordan River.

### ***Neighborhood Mixed Use Commercial and Office***

This land use type is defined by pedestrian-oriented commercial and office development that is compatible with surrounding residential areas. These uses should be limited by type and size and include strict design guidelines in order to preserve the neighborhood scale. This includes the application of guidelines for the location and design of the site, parking, and buildings. Streets should provide attractive, accessible, pedestrian friendly amenities, such as sidewalks, lighting, and street trees. This designation primarily applies to the



commercial and office areas near residential neighborhoods along the C-48 and M-32 corridors. Uses in this district should be limited to neighborhood services such as dry cleaners, convenience stores, day care facilities, beauty salons, and small sit-down restaurants. Larger and more intense commercial development is accommodated by other future land use designations.

### *Community Commercial*

This category represents primarily auto-oriented businesses, but should accommodate mixed uses and pedestrian amenities as well. Examples of appropriate commercial uses in this category include gas stations, drive-through restaurants, and larger scale commercial uses such as full service grocery stores and multi-purpose stores. These businesses require relatively large parking areas, generate high volumes of traffic and rely to some extent on pass-by traffic. The intent of this designation is to accommodate residents of the area and visitors to the community. It is also important that corresponding design guidelines create a balance between the needs of the businesses and the needs of pedestrians and adjacent residents.

Community Commercial is designated along M-66 and M-32. Businesses are planned generally consistent with current development. Future expansions of these areas, however, are controlled in order to protect residential areas and community character.

### *General Commercial*

This designation provides for commercial uses that do not cater directly to individual consumers of goods and services, but rather provide goods and services on a warehouse, wholesale, bulk, mass, or major scale. Examples of appropriate commercial uses in this category include warehousing, bulk sales and handling facilities, contractor buildings, storage facilities, and other related uses. These uses require larger lot sizes with on-site parking and drives that allow larger trucks to access the businesses. Buildings should balance the needs of the businesses while maintaining the character of the City. The General Commercial designation is found on the east side of M-32 in the eastern portion of the City.

### *Central Business District*

This designation provides an exclusive district for downtown East Jordan and to serve as a central convening place for both business and leisure. The designation provides for a mixture of commercial, office, entertainment, residential, institutional, and public uses. There are wide, well-lit sidewalks, historic building facades, places for people to gather, and an abundance of streets trees.



### **Mixed Use Areas**

In order to meet the needs and desires of citizens and visitors, it is important to consider providing a mix of compatible land uses in certain areas of the City. Providing a mix of uses can increase the usability of spaces, capitalize on desirable locations, provide greater housing variety and density, create a pedestrian friendly environment, and provide a stronger neighborhood character.

### **Mixed Use Center**

This designation provides for a mix of residential and commercial uses on larger parcels within East Jordan. Developments may include a variety of housing types, including multiple family units, and a variety of retail, service, and office uses. New development in these areas should complement the unique character of the City and provide for pedestrian connections between uses and other parts of the City. Development should be pedestrian oriented, with structures abutting streets and parking areas situated behind and along the sides of buildings. The primary location of the Mixed Use Center designation is in the southwest corner of the city along M-66.

### **Waterfront Mixed Use**

The primary purpose of the Waterfront Mixed Use designation is to capitalize on the beauty of Lake Charlevoix, the Jordan River, and the Jordan River Spreads (the wetlands surrounding the mouth of the River) while strengthening the character of East Jordan. This use category provides for a mix of residential, commercial, service, entertainment, recreational, and lodging uses in a waterfront setting. Development in these areas should be pedestrian oriented, emphasize physical and visual connections to the water, and complement the surrounding commercial and residential uses.

### **Industrial Areas**

East Jordan has a rich industrial history that dates back to the City's beginning. Industrial development within the City is vitally important as it provides jobs for residents and tax base for the City. Maintaining existing industrial uses and adding new businesses within these areas will help strengthen the local economy. When planning for the future it is important to consider not only the site requirements of industrial uses, but the impacts of these uses on surrounding neighborhoods and transportation corridors.

### **Light Industrial/Research and Development**

This designation provides an area for low intensity industrial development. Light industrial uses such as research, product testing, warehousing, business incubation, and minor assembly are well-supported here. Proper screening, sufficient open space, good landscaping, and quality architectural design are important for buffering adjacent residential and commercial uses. An example of this designation is the Air Industrial Park. There are also a Light Industrial/Research and Development designations at the northwest corner of M-32 and Fair Road and at the old Dura Automotive building near the M-66 and M-32 intersection.

### **Industrial**

This designation provides an exclusive area for medium to high intensity industrial uses, which are vital to the City's economy. Large plants that involve manufacturing products, stamping, machine operations, and processing activities are well-supported here. Industrial areas should have heavy buffers and deep setbacks to minimize impacts to adjoining properties. The EJ, Inc. and Burnette Foods facilities are included in this designation.

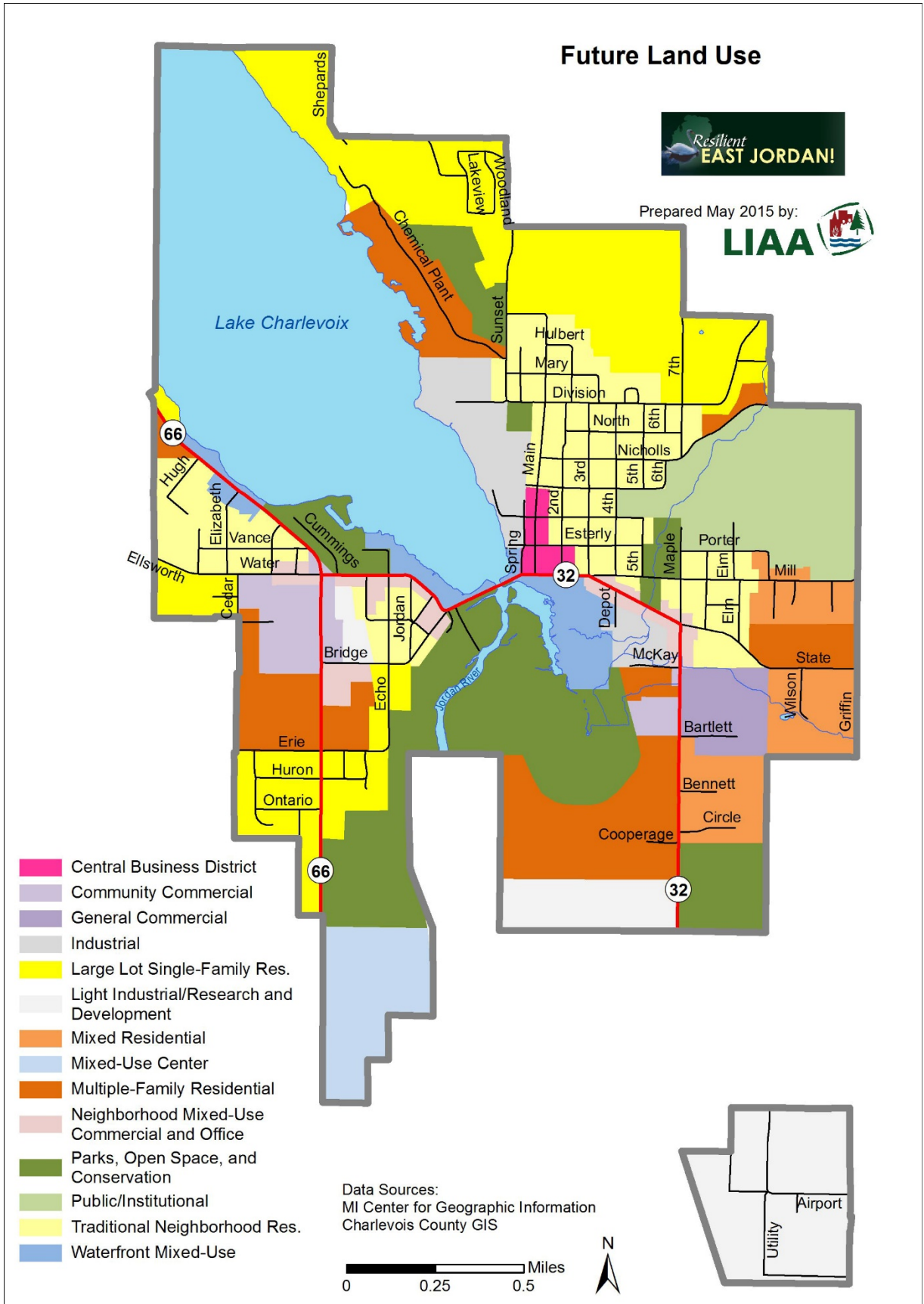
***Public and Institutional Areas***

This designation identifies civic institutions that contribute to the sense-of-place in the City of East Jordan. Examples of Public/Institutional areas include government facilities, schools, and places of worship. Areas designated as Public/Institutional should be compatible with the character and scale of the neighborhood in which they are located.

***Parks, Open Space, and Conservation Areas***

This designation identifies park land, open space, conservancy properties, and environmentally sensitive natural areas. Areas within this designation can be used for both passive and active recreation as well as open space preservation and the buffering of natural resources. Natural areas and developed parklands should be compatible with the surrounding landscape and neighborhood.





## ZONING PLAN

According to Section 2(d) of the Michigan Planning Enabling Act, PA 33 of 2008, the master plan shall include a “Zoning Plan” – depicting the various zoning districts and their use, as well as standards for height, bulk, location, and use of building and premises. The Zoning Plan serves as the basis for the Zoning Ordinance.

### *Relationship to the Master Plan*

The Master Plan describes the vision, objectives, and strategies for future development in the City of East Jordan. The Zoning Plan is based on the recommendations of the Master Plan and is intended to identify areas where existing zoning is inconsistent with the objectives and strategies of the Master Plan and guide the development of the zoning ordinance. The Zoning Ordinance is the primary implementation tool for the future development of East Jordan.

### *Residential Districts*

The residential zoning districts in the City of East Jordan are:

- RA – Single Family Residential District
- R-1 – Single Family Residential District
- R-2 – Duplex Family Residential District
- R-2A – Single Family and Mobile Home Residential District
- R-3 – Multiple Family Residential District
- R-4 – Mobile Home Park Residential District

The main purpose of these zoning districts is to provide a variety of housing options within the City. The RA Single Family Residential District is intended to accommodate primarily large lot single family housing neighborhoods. The R-1 Single Family Residential District is intended to accommodate primarily medium sized lot single family residential neighborhoods. The R-2 Duplex Family Residential District is intended to accommodate smaller, less expensive housing in duplex units. The purpose of the R-2A Single Family and Mobile Home Residential District is to provide for small lot single family housing. The R-3 Multiple Family Residential District is intended to accommodate a variety of multiple family housing types. The purpose of the R-4 Mobile Home Park Residential District is to provide an area in the City where mobile homes can be erected, either in mobile home parks or on individual lots.

### *Commercial Districts*

The commercial zoning districts in the City of East Jordan are:

- PO – Professional Office District
- C-1 – Local Commercial District
- C-2 – General Commercial District
- CBD – Central Business District

The purpose of the Commercial Districts is to accommodate a variety of commercial and service uses intended to serve people residing in the surrounding neighborhoods. The PO Professional Office District is intended to accommodate office, service, and related uses. The C-1 Local Commercial District is intended to provide areas for retail businesses and service uses that serve the residential areas of the City. The purpose of

the C-2 General Commercial District is to accommodate businesses that provide goods and services on a warehouse, wholesale, or bulk scale. The CBD Central Business District is intended to accommodate a variety of office, service, entertainment, and retail uses to serve the City, surrounding community, and visitors.

### ***Industrial Districts***

The lone industrial zoning district in the City of East Jordan is:

- I – Industrial District

The intended purpose of the Industrial District is to accommodate a variety of industrial and manufacturing uses within East Jordan.

### ***Special Districts***

The following are considered “special” zoning districts in the City of East Jordan.

- WF – Waterfront District
- CR – Conservation Reservation District
- PUD – Planned Unit Development District

The intended purpose of the WF Waterfront District is to accommodate a mix of commercial, service, recreational, and residential uses on waterfront properties within the City. The Conservation Reservation District is intended to conserve and preserve large tracts of land with desirable natural resources, sensitive environments, or natural habitat areas. The PUD Planned Unit Development District is intended to permit greater flexibility and creativity in development design and a variety of residential, commercial, and industrial uses.

The table on the following page illustrates the regulations of the existing zoning districts in the City of East Jordan Zoning Ordinance.

City of East Jordan Zoning District Regulations

Zoning District	Min. Lot Area (S.F.)	Min. Lot Width (Ft)	Setbacks (Ft)			Maximum Building Height (Ft)	Min. Floor Area (S.F.)	Max. % Lot Coverage
			Front	Side	Rear			
RA - Single Family Residential District	12,500	100	40	15	50	30	960	30
R-1 Single Family Residential District	10,000	80	35	10	40	30	960	30
R-2 Duplex Family Residential District	21,780	200	35	Bldg. Ht.	50	30	450	30
R-2A Single Family and Mobile Home Residential District	7,500	60	25	10	25	30	600	30
R-3 Multiple Family Residential District	21,780	200	35	Bldg. Ht.	50	35	450	30
R-4 Mobile Home Park Residential District	7,500	60	25	10	40	15	480	30
PO - Professional Office District	-	-	35	10	35	40	-	75
C-1 Local Commercial District	5,000	30	25	10	15	35	-	50
C-2 General Commercial District	20,000	100	50	25	50	35	-	75
CBD Central Business District	-	-	-	-	-	45	-	-
I Industrial District	40,000	120	75	10	50	40	-	75
WF Waterfront District	-	40	30	10	25	35	-	75
CR Conservation Reservation District	20 Acres	600	50	50	50	35	960	20
PUD Planned Unit Development District	5 Acres	-	-	-	-	-	-	-

### *Opportunities for Rezoning*

As development occurs within the City of East Jordan, rezoning requests may be made by property owners and developers. The City should consider such requests carefully and keep the goals of the Master Plan and desires of residents in mind during the decision making process. Generally, it is intended that a majority of the land uses within East Jordan remain organized in a way similar to the current configuration of land uses. Currently, commercial uses are found in Downtown East Jordan and along the major roadways within the City. Industrial uses exist in a few locations near existing commercial areas and within the Air Industrial Park. Most of the remainder of the City is made up of a variety of intermingled residential, public, and institutional uses. The rezoning of certain areas within the City could be considered to help further the goals of the Master Plan. In existing, built-out neighborhoods where municipal sewer and water services are not available, it may be appropriate to rezone parcels to a zoning district with larger minimum lot sizes to ensure that on-site wells and septic systems can be accommodated. Similarly, areas within the City that are classified as Multiple Family Residential on the Future Land Use Map could be rezoned to zoning districts that allow the desired mix and density of residential uses.

### *Additional Zoning Considerations*

In addition to the re-zoning considerations listed above, it is recommended that City officials and the Planning Commission examine and discuss the following zoning-related issues that came up during the Resilient East Jordan planning process:

- Lot width in traditional neighborhoods – Reducing the minimum lot width requirements within the historic, traditional neighborhoods in East Jordan could help eliminate non-conformity issues where original platted lots are too narrow to meet existing zoning requirements. Reducing the required minimum lot widths in these areas could make unbuilt platted lots buildable without the need for a variance from the Zoning Board of Appeals. This would encourage infill development in walkable neighborhoods where sewer and water service exist.
- Shoreline zoning for protection of water quality – Zoning standards on residential waterfront lots within the City should be examined to determine if they are adequate to protect the water quality of Lake Charlevoix. The Tip of the Mitt Watershed Council could be used as a resource to help determine additional standards that would help to protect the water quality of the Lake.
- Complete Streets – It is important to consider “Complete Streets” design principles wherever possible in new transportation projects to ensure that all modes of transportation are supported within the City. The City should consider adopting a Complete Streets Resolution or Complete Streets Ordinance to further the incorporation of all modes of transportation in future projects.
- Well head protection – The drinking water supply of East Jordan’s residents is an important resource and should be protected from contamination. The City should investigate appropriate well head protection standards that could be applied within the Zoning Ordinance to help protect the City’s drinking water supply.
- Parking – Parking in Downtown East Jordan was a topic discussed by citizens and City officials during the planning process. The City should continue efforts to analyze the current use of the parking areas within the Downtown area and consider potential policies and best practice techniques to better accommodate the vehicular parking there.

### *Form-Based Code Consideration*

In order to maintain East Jordan’s small town atmosphere and promote redevelopment within Downtown East Jordan, the City should consider adopting a Form-Based Code (FBC) for the central business district. A FBC is a method of regulating development to achieve a specific urban form. Form-Based Codes create a predictable public realm, primarily by controlling physical form, with a lesser focus on land use, through City



regulations.<sup>1</sup> Form-Based Codes focus on the quality of spaces and can target a specific development project or an entire portion of a community. They are vision-based, unique to individual places, and can be applied to undeveloped or redevelopment areas.

Because FBCs regulate the intensity and the scale of the built environment, they are often more conducive to foster walkable, dense, vibrant places. Oftentimes, FBCs help developments move forward more quickly by relaxing regulations and expediting the site plan review process. Traditional zoning is often very limiting for developers who are attempting to create new, innovative places.

Many communities adopt form-based codes to protect existing places. Downtown East Jordan has a unique, small town character and historic buildings that should be preserved and protected. FBCs are one tool to help protect these special historic resources. Conventional zoning is often inadequate for revitalizing historic neighborhoods and downtowns because it often fosters a lack of character and quality of spaces.

## IMPLEMENTATION STRATEGIES

There are a variety of strategies, tools, and practices that can be implemented to realize the vision for East Jordan's future. The following provides an overview of some these methods as they apply to the themes and topics identified in this Master Plan.

## PLACEMAKING

The East Jordan community has numerous unique assets that help shape its character and establish a unique sense of place. Residents and visitors alike enjoy the community's waterways and parks. Historic sites and buildings contribute to the cultural heritage the community. Enhancing a unique identity, or sense of place, in the City of East Jordan can improve the quality of life for those who live, work, play, and shop there. Creating a unique sense of place, or "placemaking," is a vital component to competing in the "New Economy." Additional information about the New Economy is discussed later in this chapter.

### *What is Placemaking?*

Placemaking is both a process and tool, by which we collectively design and manage elements of the public realm (markets, waterfronts, squares, streets, parks, neighborhoods, and downtowns, etc.) to create places that are appealing, accessible, comfortable, and support social activity. Placemaking helps to define the pattern and use of the built environment and the manner and ease in which people are able to access, connect, and move around in it. Placemaking can also help build and enhance sense-of-place by creating spaces that encourage social interaction and support interesting activities.

Some placemaking advocates propose that there are actually four different types of placemaking<sup>2</sup>, and that each placemaking approach can be applied to achieve a specific objective and/or activity.

- **Standard Placemaking** - Standard Placemaking is the process of creating quality places that people want to live, work, play and learn in.
- **Strategic Placemaking** - Strategic Placemaking is targeted to achieve a particular goal in addition to creating quality places. It aims to create Places that are uniquely attractive to talented workers so that they want to be there and live there, and by so doing, they create the circumstances for substantial job creation and income growth.

<sup>1</sup> Form-Based Code Institute, *Definition of Form-Based Code*, [www.formbasedcodes.org/definition.html](http://www.formbasedcodes.org/definition.html). June 27, 2006.

<sup>2</sup> Wyckoff, Mark. (January, 2014). *Definition of Placemaking: Four Different Types*. *Planning and Zoning News*.

- **Creative Placemaking** - Creative Placemaking works to institutionalize arts, culture, and creative thinking in all aspects of the built environment.
- **Tactical Urbanism** - Tactical Urbanism is the process of creating quality places that uses a deliberate, often phased approach to change that begins with a short term commitment and realistic expectations that can start quickly and often at low cost.

It is important to understand that placemaking is not a new term or community development tool. In fact, East Jordan has been actively pursuing place-based projects for many years - the preservation of historic buildings and Downtown streetscape improvements are two examples of past placemaking activities. Each of these projects, along with others, has helped contribute to East Jordan’s unique sense of place.



*The preservation of the historic Main Street Center in Downtown East Jordan is an example of existing placemaking efforts in the City.*

### **Placemaking and Competing in the New Economy**

“Place” has always been an important element in sustaining long-term economic activity. It used to be that prosperous places were based on their proximity to natural resources (e.g., navigable waterways, extractable minerals).<sup>3</sup> Today, prosperous places are based upon the number of entrepreneurial and knowledge-based workers they have and the ability of these workers to compete in the New Economy. More and more, these knowledge-based workers (and other segments of the population, as it turns out) want to live in communities that offer interesting and vibrant urban settings, access to outdoor recreational amenities, entertainment and cultural diversity, and walkable neighborhoods. In essence, these placemaking attributes make up part of a new strategy for attracting and retaining talented workers and establishing a knowledge-based economy.

<sup>3</sup> Dr. Soji Adelaja & Mark Wyckoff – *Why the economics of “place” matters. The Economics of Place. Michigan Municipal League. (2011).*

## Placemaking in Michigan

There are a number of well-known national organizations that have worked to advance the science of placemaking including the Congress for New Urbanism, the U.S. EPA’s Smart Growth Network, and the Project for Public Spaces.

In an effort to better promote placemaking as a fundamental community and economic development tool for Michigan communities, state leaders established the *MIplace Initiative*. *MIplace* is a statewide initiative whose purpose is to research and develop innovative placemaking tools, educate community leaders on the value and importance of placemaking and provide assistance to communities looking to implement placemaking tools. The *Initiative* is supported by a coalition of 14 state agencies and governmental advocacy organizations led by the Michigan State Housing and Development Association (MSHDA), the Michigan Municipal League (MML) and Michigan State University Land Policy Institute (LPI). The *MIplace Initiative* was spurred by Michigan Governor Rick Snyder, who made placemaking a key platform in his plans to help revitalize the state.

## Placemaking Elements

Placemaking can help improve quality of life for local residents, attract businesses and entrepreneurs, and increase tourism. Communities must work to attract talented, well-educated people to compete in the changing economy. This makes improving the community through placemaking efforts extremely important. Strategic placemaking improvements for small towns and cities include<sup>4</sup>:

- Creating a wider range of entertainment and eating establishment options;
- Providing entrepreneurship and incubator services;
- Creating more bike paths and links to parks, green spaces, and waterways within town and connect to rural places within a few miles;
- Maintaining good schools;
- Providing a wide range of activities for youth and families;
- Maintaining good shopping areas;
- Constructing small mixed-use developments in key activity locations; and
- Developing regional nodes of activity.

Additionally, the *MIplace Initiative* has identified nine key elements of quality places. Implementing components of these elements may involve moving forward with a single project, adopting a new policy or creating a new activity, or a combination of all three. These nine key elements are:

### Mixed Uses

Mixing land uses in areas where people can walk or bike helps to create active and interesting places. In turn, the pedestrian activity helps to revitalize the community by making streets, public spaces, outdoor restaurants and retail establishments places where people want to meet. Additionally, the pedestrian activity can enhance the perceived security of an area, support opportunities for social interaction, and help foster civic engagement. A mix of uses is also good for business. Studies show that commercial and retail uses located close to residential areas often have higher property values. Some places in East Jordan are more appropriate for mixed uses than others. The future land use section of this chapter identifies and describes areas in which mixed uses should be promoted.

<sup>4</sup> Dr. Soji Adelaja & Mark Wyckoff – *Why the economics of “place” matters. The Economics of Place. Michigan Municipal League. (2011).*

### Quality Public Spaces

Quality public spaces are a vital ingredient of successful communities. They help build a sense of place and civic identity. They also support social interaction through casual meetings and/or large community events. The size and intensity of a public space can vary greatly. For example, it may include a large park with walking paths, picnic facilities, and recreational amenities or, it may be a bench located on a public sidewalk that provides a place for pedestrians to sit and relax.

East Jordan is fortunate to have many quality public spaces, including its public park system. The City should continue to support and maintain its public spaces and consider new ways to encourage people to use them. Additionally, the City should continue to seek out opportunities to create new public spaces. This may include providing incentives (e.g., increased density) to private developers to include public spaces into their projects. The City should also ensure that consideration is given to creating good public spaces in all future civic and municipal building projects, as they often set the tone and establish the standard for private building projects.



*Providing quality public spaces, and encouraging new uses for them, is an important element of placemaking.*

### Broadband Enabled

Good and reliable broadband service is an essential piece of infrastructure in the global economy. Broadband service connects businesses and individuals to the global marketplace. Broadband also allows businesses to communicate and respond to questions and problems in real time. In addition, broadband service has become an essential quality-of-life amenity for most citizens, both young and old. Broadband service allows people to communicate through social media and video conferencing, download music and watch movies and television. Broadband also allows for more flexible lifestyles by providing access to education through long-distance learning programs or remote working environments.

### Multiple Transportation Options

A transportation system that provides multiple ways for people to move around the community is very important. Communities can provide these choices by making it easy for residents and visitors to drive, walk, bike, or take public transportation. Providing for a variety of transportation options has many community benefits. Studies have shown that bicycle and pedestrian amenities lead to increased physical activity and better health.<sup>5</sup> A variety of transportation amenities also provides travel options for people who are unable to drive (e.g., children, older adults, and people with disabilities) or cannot afford a car. East Jordan should continue to provide and identify new opportunities to provide for a variety of transportation options for residents and visitors.

**East Jordan should continue to provide and identify new opportunities to provide for a variety of transportation options for residents and visitors.**

<sup>5</sup> McCann, Barbara & Rynne, Suzanne. *Complete Streets: Best Policy and Implementation Policies*. American Planning Association. (2010)

### Multiple Housing Options

Providing quality housing options for people of all income levels and ages is essential for the long-term growth of the community. According to the Smart Growth Network<sup>6</sup>, *housing is a critical part of the way communities grow, because it constitutes a significant share of new construction and development. More importantly, however, housing availability is also a key factor in determining households' access to transportation, commuting patterns, access to services and education, and consumption of energy and other natural resources.* The City should continue to identify the types of housing that are needed within the community and ensure that the Zoning Ordinance accommodates these housing types.

### Preserve Historic Structures

The preservation of historic buildings and structures is important because it preserves the historic, architectural, and aesthetic character and heritage of the community and helps to provide a sense of place and continuity. Historic preservation is also important because it is an efficient use of resources. Reusing existing buildings, instead of tearing them down and building new, conserves resources and reduces waste. Additionally, historic buildings typically have good form which supports a vibrant street life and social interaction.

### Arts and Culture

Arts and cultural activities greatly enhance quality of life. They bring about personal and collective enjoyment, enrich perspectives, stimulate intellectual thought, and provide opportunities for public involvement. Arts and culture can also attract new and exciting activity, increase tourism, and fuel economic development.

### Green Places that link Urban Areas with Rural Areas

Parks, greenways, and trails provide areas for recreation and relaxation. Green places also support social interaction and civic engagement. In a larger, community-wide context, greenways connect urban areas with rural areas. East Jordan should continue to explore ways in which trails and greenways can connect different parts of the City and surrounding communities.



*Downtown East Jordan is home to the Jordan River Arts Council.*

### Placemaking in East Jordan

Throughout the Resilient East Jordan planning process, many of the stakeholder and community discussions involved, in one way or another, enhancing East Jordan's unique identity, or sense of place. Establishing a vibrant atmosphere with strong connections to the City's unique natural resources was seen as a way to improve the quality of life for local residents and encourage economic development and tourism. Many of the comments collected from stakeholders and citizens noted that vacant buildings, lack of connectivity, and inconsistent building character detract from the overall identity of the East Jordan community.

<sup>6</sup> *Getting to Smart Growth: 100 policies for Implementation. The Smart Growth Network.*

Many of the ideas, visions, and goals for the future of East Jordan identified during the planning process can be considered “placemaking” recommendations. The following list of placemaking recommendations provides an overview for decision makers when considering how to improve East Jordan’s unique sense of place. The City should continue to identify, plan, fund, and implement placemaking projects throughout East Jordan to enhance its unique sense of place, improve quality of life for residents, and attract visitors and new residents. For additional information and placemaking recommendations, refer to the Downtown Planning Charrette Summary (Appendix B).

- Promote the preservation and adaptive reuse of historic structures. The preservation of historic character, particularly in traditional downtowns, helps enhance a sense of place by maintaining a human scale and preserving cultural heritage. The orientation, form, mass, design, and architectural character of historic buildings all contribute to the inviting environment that people associate with traditional main streets. Promoting cultural heritage through the preservation of history and architecture enhances a place’s unique identity and can encourage historic tourism.
- Implement standards for Downtown East Jordan and the M-32 corridor that require buildings to sit directly adjacent to the sidewalk. Buildings that sit adjacent to sidewalks and the road corridor have a greater presence for those walking or driving past and create a more human scale that can help slow traffic, improve business visibility, and create a more defined sense of place. Siting buildings closer to sidewalks and rights-of-way also mimics historic building patterns and helps unify old and new development.
- Implement building design standards, potentially through the use of a Form-Based Code, in Downtown East Jordan that complement the character of existing historic buildings.
- Provide additional amenities and increase the usability of Memorial Park and the Municipal Harbor. It is also recommended that the City promote Memorial Park as the primary gathering place in the City by utilizing it as the main venue for as many festivals and events as possible. The City should consider moving the farmers market to the location as well.
- Improve pedestrian and bicycle connectivity within the City.
- Provide non-motorized and motorized trail connections between East Jordan and other communities around East Jordan.
- Enhance the “gateways” into East Jordan. Streetscaping and landscaping can be used as an effective placemaking strategy to improve the overall appeal of the entrances to the City and help reduce traffic speeds. Creating a unified road corridor aesthetic can help generate a unique identity, or sense of place, for the City.
- Implement a system of wayfinding signage to better direct residents and visitors to key locations in the community. Wayfinding signage can help eliminate confusion for those visiting the community and notify them of shopping and recreational opportunities they may not have known about. A unified signage theme can also help solidify the identity of East Jordan.
- Provide improved access to the City’s natural resources, specifically Lake Charlevoix and the Jordan River.
- Identify ways to celebrate East Jordan’s history by incorporating informational signage and historic displays in public spaces.

## REDEVELOPMENT STRATEGY

In order to stimulate economic development, attract new businesses and talented workers, and improve the quality of life and prosperity of East Jordan residents, it is important to enhance qualities that make the City a place that people want to live, work, and play. There are a variety of placemaking techniques that can be used to enhance East Jordan’s sense of place, but it is also necessary to make the City more attractive to private investment, development, and redevelopment that appeal to existing residents, tourists, and potential residents and businesses. During the Resilient East Jordan planning process, a number of redevelopment opportunities and priority redevelopment sites and districts were identified. The following Redevelopment Strategy identifies priority redevelopment locations and goals, implementation steps, and timelines for their redevelopment.

### *Redevelopment Ready Communities in Michigan*

The state of Michigan has initiated a program that certifies Michigan communities as “redevelopment ready” to aid them in their redevelopment goals. The Redevelopment Ready Communities (RRC) program was created to “...foster communities that creatively reuse space, embrace economic innovation, and proactively plan for the future – making them more attractive for investments that create places where people want to live, work, and play.”<sup>7</sup> A certification through the RRC program, which is administered by the Michigan Economic Development Corporation (MEDC), helps ease the barriers to redevelopment and indicates to developers and business owners that a community embraces economic development and is ready to make positive changes for its future.

Should a community choose to participate in the RRC program, it must undergo an assessment administered by the MEDC and meet a series of required standards prior to RRC certification. One of these standards is the inclusion of a Redevelopment Strategy within the Master Plan.

### *Priority Redevelopment Areas*

The following areas were identified as priority locations where redevelopment activities would help foster economic development in the City and enhance East Jordan’s unique sense of place. Redevelopment goals, implementation steps, and a proposed redevelopment timeline are identified for each priority redevelopment area. A Priority Redevelopment Areas map showing the locations of these areas can be found on page 96.

#### **1 - Vacant “hotel” site on M-32/C-48**

*Redevelopment Goal:* Attract a hotel development to the site to fill the visitor accommodation needs of the community.

Implementation Steps:

- Conduct Hotel Feasibility Study for identified property. (Responsible party: City of East Jordan staff and hired consultant. Timeline: Completed.)
- Ensure that the City of East Jordan Zoning Ordinance (Zoning Ordinance) standards allow for the desired redevelopment uses and building standards in the identified location. (Responsible party: City of East Jordan Planning Commission and staff. Timeline: Within one year.)
- Market site to potential developers. (Responsible party: City of East Jordan staff, East Jordan Area Chamber of Commerce, East Jordan Downtown Development Authority, Team EJ Economic Development Team. Timeline: Ongoing, but beginning immediately.)

<sup>7</sup> Michigan Economic Development Corporation. (July, 2014). *Redevelopment Ready Communities Best Practices*. (p. 3)

## 2 - Downtown East Jordan

***Redevelopment Goal:*** Encourage redevelopment and revitalization in the downtown that complements existing historic character, provides connections to the waterfront, and fosters a vibrant and welcoming atmosphere for residents and visitors.

Implementation Steps:

- Analyze the Zoning Ordinance to ensure that desired land use, site design, and building character standards are required within the identified area. (Responsible party: City of East Jordan Planning Commission and staff. Timeline: Within one year.)
- Implement new zoning standards that require desired site design and building character elements within the identified area. (Responsible party: City of East Jordan Planning Commission and staff. Timeline: Within two years.)
- Enhance pedestrian connections between Main Street, Memorial Park, and the Municipal Marina. (Responsible party: City staff, hired consultant, and East Jordan Downtown Development Authority. Timeline: Within two years.)
- Analyze existing parking availability and efficiency within the identified area to determine if there is a shortage or surplus of available parking. (Responsible party: City staff and hired consultant. Timeline: Within one year.)

## 3 - Waterfront area directly west of the M-32/C-48 bridge

***Redevelopment Goal:*** Encourage mixed-use redevelopment that capitalizes on the lake frontage, provides pedestrian connections to downtown and surrounding neighborhoods, and increases the City's tax base.

Implementation Steps:

- Ensure that the Zoning Ordinance standards allow for the desired mix of uses in the identified area. (Responsible party: City of East Jordan Planning Commission and staff. Timeline: Within one year.)
- Create a conceptual site master plan for the City owned boat launch property and adjacent parcels to identify desired uses (public and/or private), potentially including a multimodal trail head for walkers, bikers, and paddlers. (Responsible party: City staff and hired consultant. Timeline: Within two years.)
- Provide safe, attractive, and efficient pedestrian connections between the identified area, Downtown East Jordan, and nearby parks. (Responsible party: City staff and hired consultant. Timeline: Within three years.)

## 4 - Industrial Park

***Redevelopment Goal:*** Attract manufacturing, industrial, and wholesale commercial development to provide jobs in the community.

Implementation Steps:

- Ensure that the Zoning Ordinance standards allow for the desired mix of uses in the identified area. (Responsible party: City of East Jordan Planning Commission and staff. Timeline: Within one year.)
- Market site to potential businesses. (Responsible party: City of East Jordan staff, East Jordan Area Chamber of Commerce, Team EJ Economic Development Team. Timeline: Ongoing, but beginning immediately.)



**5 - C-48 and M-32 corridor between west city limits and Spring St.**

*Redevelopment Goal:* Encourage development along the corridor that provides for a mix of uses and provides an aesthetically pleasing and welcoming entry experience into the City of East Jordan.

## Implementation Steps:

- Ensure that the Zoning Ordinance standards allow for the desired mix of uses and site design standards in the identified area. (Responsible party: City of East Jordan Planning Commission and staff. Timeline: Within one year.)
- Provide streetscape enhancements, including street trees, lighting, and improved walks, within the identified area. (Responsible party: City of East Jordan staff and hired consultants. Timeline: Within three years.)
- Create an alternative pedestrian connection over the Jordan River that provides a safe and convenient route between the west and east sides of the City. (Responsible party: City of East Jordan staff and hired consultants. Timeline: Within three years.)
- Create a cohesive system of wayfinding signage to efficiently direct vehicular and non-motorized travelers to key locations within the City. (Responsible party: City of East Jordan staff and City of East Jordan DDA. Timeline: Within one year.)

**6 - M-32 corridor between Spring St. and Mill St.**

*Redevelopment Goal:* Encourage pedestrian friendly, mixed-use redevelopment with connections to downtown and surrounding neighborhoods that complements the character of downtown and creates a pleasing experience for those traveling through the City.

## Implementation Steps:

- Ensure that the Zoning Ordinance standards allow for the desired mix of uses, site design standards, and building character standards in the identified area. (Responsible party: City of East Jordan Planning Commission and staff. Timeline: Within one year.)
- Enhance the existing streetscape elements in the identified areas with elements such as street trees and benches. (Responsible party: City of East Jordan staff and hired consultant, City of East Jordan DDA. Timeline: Within two years.)
- Provide non-motorized and motorized trail connections between the identified area and other parts of the City, including neighborhoods, parks, and natural areas. (Responsible party: City of East Jordan staff and hired consultant. Timeline: Within five years.)

**7 - Co-op Building site**

Goal: Redevelop the Co-op Building site to support a mix of uses, potentially including entertainment, retail, office, and residential.

## Implementation Steps:

- Conduct a feasibility study to determine if the existing buildings on the identified site are in a suitable state for adaptive reuse or if they need to be demolished. (Responsible party: City of East Jordan staff and hired consultant, East Jordan DDA. Timeframe: Within one year.)
- Ensure that the Zoning Ordinance standards allow for the desired mix of uses, site design standards, and building character standards in the identified area. (Responsible party: City of East Jordan Planning Commission and staff. Timeline: Within one year.)
- Market site to potential developers. (Responsible party: City of East Jordan staff, East Jordan Area Chamber of Commerce, East Jordan Downtown Development Authority, Team EJ Economic Development Team. Timeline: Ongoing, but beginning immediately.)

**8 - M-66 corridor between C-48 and Erie St.**

*Redevelopment Goal:* Encourage development along the corridor that provides both commercial and higher-density residential uses that improve the aesthetics and entrance experience for those entering the City from the south.

## Implementation Steps:

- Analyze the Zoning Ordinance to ensure that desired site and building design standards are required within the identified area. (Responsible party: City of East Jordan Planning Commission and staff. Timeline: Within one year.)
- Conduct a study to determine the local demand for various multiple family housing types, including senior living facilities to identify the type(s) of residential development to promote in the identified area. (Responsible party: City of East Jordan Planning Commission, staff, and hired consultant. Timeline: Within two years.)
- Provide safe, attractive, and efficient non-motorized transportation connections between the identified area, Downtown East Jordan, and nearby parks. (Responsible party: City staff and hired consultant. Timeline: Within three years.)

**9 – Founders Bluff Neighborhood**

*Redevelopment Goal:* Revitalize and enhance the existing neighborhood while maintaining historic, small town character.

## Implementation Steps:

- Consider adopting changes in the Zoning Ordinance that would allow infill development that complements the historic residential character of the neighborhood, including reduced minimum lot widths and accessory dwelling units. (Responsible party: City of East Jordan Planning Commission and staff. Timeline: Within one years.)
- Consider adopting building design standards for new construction and redevelopment in the identified area that complement the existing historic residential character of the neighborhood. (Responsible party: City of East Jordan Planning Commission and staff. Timeline: Within two years.)
- Conduct a sidewalk gaps analysis to identify areas where sidewalk infrastructure should be added to enhance the walkability of the neighborhood and connections to Downtown East Jordan, parks, and schools. (Responsible party: City of East Jordan staff and hired consultant. Timeline: Within two years.)
- Identify and implement policies and/or programs that provide assistance to home owners to perform needed maintenance and upgrades to residential building facades. (Responsible party: City of East Jordan Planning Commission and staff. Timeline: Within three years.)
- Target code and property maintenance enforcement where needed. (Responsible party: City of East Jordan staff. Timeline: Ongoing.)

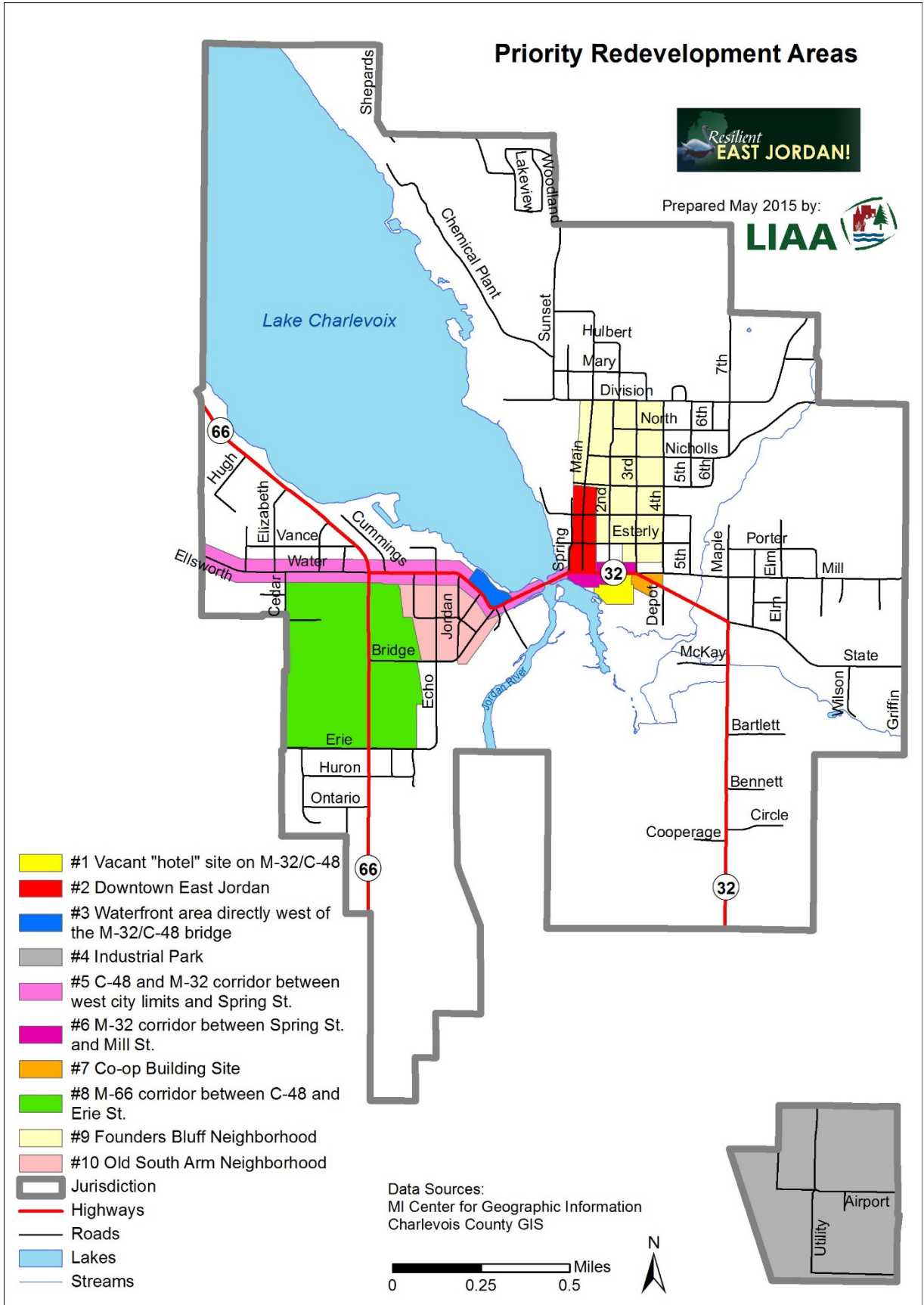
**10 – Old South Arm Neighborhood**

*Redevelopment Goal:* Revitalize and enhance the existing neighborhood while maintaining historic, small town character.

## Implementation Steps:

- Consider adopting changes in the Zoning Ordinance that would allow infill development that complements the historic residential character of the neighborhood, including reduced minimum lot widths and accessory dwelling units. (Responsible party: City of East Jordan Planning Commission and staff. Timeline: Within one years.)

- Consider adopting building design standards for new construction and redevelopment in the identified area that complement the existing historic residential character of the neighborhood. (Responsible party: City of East Jordan Planning Commission and staff. Timeline: Within two years.)
- Conduct a sidewalk gaps analysis to identify areas where sidewalk infrastructure should be added to enhance the walkability of the neighborhood and connections to Downtown East Jordan, parks, and schools. (Responsible party: City of East Jordan staff and hired consultant. Timeline: Within two years.)
- Identify and implement policies and/or programs that provide assistance to home owners to perform needed maintenance and upgrades to residential building facades. (Responsible party: City of East Jordan Planning Commission and staff. Timeline: Within three years.)
- Target code and property maintenance enforcement where needed. (Responsible party: City of East Jordan staff. Timeline: Ongoing.)



## NON-TRADITIONAL ECONOMIC DEVELOPMENT OPPORTUNITIES

### *New Economy*

According to many experts, most of the future economic growth in Michigan will come in the high-technology and services sectors, including healthcare, financial management, highly-skilled manufacturing, human services, and the food industry. While the recovering manufacturing sector will remain a major component of our state's economy, most of the jobs already lost will not return. Rather than compete for a decreasing number of manufacturing jobs communities and regions should embrace this "New Economy."

The New Economy is a phrase used to describe the transition from a manufacturing-based economy to a service-based or innovation-based economy. In the New Economy, communities and regions are encouraged to build from within, expanding existing businesses and supporting new entrepreneurial enterprises. To rebuild or retain economic vitality, the experts say, communities will need to attract and retain educated and talented people. The Placemaking section of this plan, located earlier in this chapter, identifies many strategies to help make East Jordan a place that these educated, talented people choose to live, work, and play.

### *Economic Gardening*

While recruiting new businesses from outside the community is important, recent research has shown that expansion of existing small- to medium-size businesses generates the largest number of jobs. Locally-owned and operated businesses tend to spend more of their money locally, are less likely to move, and are more accountable to the greater community. Further, when people spend money at a locally-owned business, more of the money circulates within the community. A study in Chicago showed that for every dollar spent at a locally-owned store, 68 cents stays within the local economy as opposed to only 43 cents of every dollar spent at a non-local business or franchise.

In the "New Economy," entrepreneurs, as opposed to government, are the primary engines of economic development. Recent studies have shown that 55% of job creation comes from existing businesses growing and 45% come from new business start-ups. Successful communities are ones that develop a support system for these entrepreneurs. Support systems come in the form of social networks, a culture that embraces and celebrates entrepreneurs, and resources and information that support new businesses.

## TOURISM

Tourism is a large part of the economy in northwest lower Michigan, with many visitors traveling to the region each year. There is a strong desire in East Jordan to improve local tourism in order to increase diversity in the local economy. East Jordan has a number of assets, including its natural resources and cultural heritage, which can be leveraged to bolster tourism. The City offers a unique setting with access to both Lake Charlevoix and the Jordan River, along with a number of public spaces and parks in the core of the community. Additional information about local tourism and recommendations for capitalizing on East Jordan's unique assets to grow its tourism economy can be found in the Downtown Planning Charrette Summary (Appendix B).

An important consideration for tourism in East Jordan is the relative lack of lodging for travelers within the City. The City should continue efforts to promote the development of a hotel within the City to accommodate tourists visiting the City. The City Planning Commission should review the standards of the Zoning Ordinance to ensure that they allow the type of hotel development that is desired.

### *Recreation-based Tourism*

Recreation-based tourism is travel that depends on an area's natural resources or landscape as a setting for recreational activities. Examples of these activities include boating, fishing, hunting, biking, hiking, wildlife viewing, paddling, and snowmobiling. As discussed previously in this Master Plan, East Jordan should seek to

leverage its unique natural resources in order to draw tourists seeking recreational opportunities to the City. The City should maintain and enhance both the City park system and access to natural resources within the City to provide an abundance of quality leisure and recreational opportunities to both residents and tourists.

Additionally, creating a robust local trail system for both motorized and non-motorized users that connects to other communities in the region can help East Jordan take advantage of the growing recreation-based tourism movement. According to a recent Michigan Department of Transportation (MDOT) study, the total economic impact of bicycling in Michigan is \$668 million. Capitalizing on local and regional trail improvements helped Marquette, Michigan, increase annual hotel sales by 25,000 rooms from 2009-2012 with an economic impact of \$3.8 million. The City should work to enhance existing trails, create new trails within the City, and provide trail connections to other communities in the region.

To help make East Jordan a destination for trail users, the City should consider developing a “Trail Town” strategy or plan to increase recreational tourism in the form of visiting bicyclists, paddlers, and snowmobilers. The following basic elements of a “Trail Town Strategy,” from *Trail Towns: Capturing Trail-Based Tourism, a Manual for Communities in Northern Michigan*, should be considered as a part of this strategy:

- Entice trail users to get off the trail and into your town;
- Welcome trail users to your town by making information about the community readily available at the trail;
- Make a strong and safe connection between your town and the trail;
- Educate local businesses on the economic benefits of meeting trail tourists’ needs;
- Recruit new businesses or expand existing ones to fill gaps in the goods or services that trail users need;
- Promote the “trail-friendly” character of the town; and
- Work with neighboring communities to promote the entire trail corridor as a tourist destination.

Additional information and implementation strategies related to recreation-based tourism can be found in the Downtown Planning Charrette Summary (Appendix B).

### **Cultural/Heritage-based Tourism**

East Jordan’s unique industrial history can provide the basis for *cultural tourism* or *heritage-based tourism*. According to Dr. William Anderson, “Cultural tourism means providing the visitor with an engaging and memorable experience based upon our history, the real character of a place, culture, traditions, and creativity.” Cultural and historical attractions, events, and festivals can play a valuable role in East Jordan’s tourism industry. The City should seek to celebrate its history through existing and new festivals and local historical displays or educational signage should be incorporated throughout the City.

People are fascinated by the industrial past of the City and the current operations of EJ (formerly East Jordan Iron Works), which is located directly adjacent to the historic Downtown and has a visitor center on Main Street where visitors can learn about the history and workings of the company. In addition to historical displays and educational signage, past and present EJ products should be displayed in the lot adjacent to the visitor center, along the waterfront, and Downtown. Additional historical displays could highlight the City’s lumbering past and historic structures.

Additional information and implementation strategies related to cultural tourism can be found in the Downtown Planning Charrette Summary (Appendix B).

## IMPLEMENTATION TOOLS AND PRACTICES

### *Zoning Ordinance Standards*

The City Planning Commissions should consider amending the Zoning Ordinance to require design and management standards that reflect the future vision for the City. Zoning amendments should address land uses, building location, building orientation, and signage. Potential amendments should be focused on creating more walkable and pedestrian oriented development. Additionally, Zoning Ordinance standards that help protect the water quality of Lake Charlevoix and the Jordan River could be adopted. Building design guidelines (discussed below) could be encouraged or required in the Zoning Ordinance as well.

### *Design Guidelines*

To create a unified and improved aesthetic character for East Jordan, the Planning Commission should establish a set of design guidelines for buildings in the commercial areas along Main Street and M-32. Guidelines should address building location, orientation, bulk, entrances, facades, roof lines, window placement, and building materials. The City should collaborate with local property owners during the creation of the design guidelines to ensure support for the proposed recommendations. Design guidelines are not regulatory documents, but can serve to inform any future zoning standards related to building design and aesthetics. Similar guidelines could be applied to the historic residential neighborhoods in the City as well to help maintain their character.

### *Redevelopment Ready Communities Program*

The Redevelopment Ready Communities (RRC) Program, administered by the Michigan Economic Development Corporation (MEDC), is a certification program that helps communities adopt redevelopment strategies and processes to encourage development. Communities that choose to participate in the program evaluate and modify their practices related to community plans and public outreach; zoning standards; development review processes; recruitment and education; specific redevelopment sites; and community prosperity. The City should consider participating in the RRC program to show that the community is business friendly and proactive about future development. The MEDC also helps program communities market their top priority redevelopment sites.

### *Community Development Block Grants*

Community Development Block Grant (CDBG) funding is provided to local communities through the Michigan Strategic Fund with assistance from the Michigan Economic Development Corporation (MEDC). A variety of grants related to economic development, downtown development, and housing projects are available. The City should investigate utilizing CDBG funding for blight elimination, façade improvement, and historic structure acquisition projects. Additionally, CDBG Farm to Food funding is available for the construction, improvement, or expansion of a three- to four-season farmer's market facility. This funding could be used to construct a farmer's market facility at Memorial Park or Sportsman's Park. A local match of at least 25% is required for the grant. Funding requests must be between \$30,000 and \$750,000.

### *Transportation Alternatives Program (TAP)*

The Transportation Alternatives Program was authorized under Section 1122 of the Federal *Moving Ahead for Progress in the 21st Century Act* (MAP-21). Under the Program, each state Department of Transportation is required to allocate 2 percent of its total Federal Highway funds for programs and projects defined as *transportation alternatives*. Examples of transportation alternatives include non-motorized trails, sidewalks,

transit stops or stations, and education and safety programs such as Safe Routes to School. This is a potential funding source for transportation related improvements in East Jordan.

### ***Natural Resource Funding Sources***

The Michigan Natural Resources Trust Fund (MNRTF) provides funding assistance for state and local outdoor recreation needs, including land acquisition and development of recreation facilities. This assistance is directed at creating and improving outdoor recreational opportunities and providing protection to valuable natural resources. Development project grant amounts range from \$15,000 to \$300,000, with a required minimum local match of 25 percent. Trails and greenways are a priority project type for MNRTF grants. The City should pursue these funding sources in support of efforts to support trail and other recreation projects in the community.

The Michigan Department of Natural Resources' (DNR) Land and Water Conservation Fund provides funding to local governments for the acquisition and development of public outdoor recreation areas and facilities. A local match of at least 50% of the total project cost is required. Grant amounts range from \$30,000 to \$100,000. This funding source could be used to support trail development and the acquisition of properties to expand local recreation and trail systems.

The DNR also provides Waterways Program Grants to local governments for the design and construction of public recreational marina and boating access facilities through the Michigan State Waterways Fund. Grant priority may be given to projects where a local match of 50% or greater is made. Grants can be used for design and implementation of new marina or access projects or infrastructure improvement projects. This funding source could be used for the development of improvements for the City Marina or City Boat Launch properties.

### ***Downtown Development Authority***

The City should continue to use its Downtown Development Authority (DDA) to plan for, fund, and implement mutually beneficial public infrastructure projects and the redevelopment and revitalization of underperforming commercial properties. The DDA has utilized Tax Increment Financing (TIF) to fund public infrastructure and streetscape projects in the past and should consider utilizing this technique to fund future projects as well.



**APPENDIX A**

**COMPILED RESPONSES**

**EAST JORDAN COMMUNITY PLANNING SURVEY**





## COMPILED RESPONSES – EAST JORDAN COMMUNITY PLANNING SURVEY

The resilient East Jordan community planning survey was sent to 1200 individuals randomly selected from the City of East Jordan registered voters list. A self-addressed, stamped envelope was included with each mailing for completed surveys to be returned. A total of 222 completed surveys were returned, representing an 18.5% response rate. The following summarizes the survey responses received:

### DEMOGRAPHIC INFORMATION

#### 1. Are you a full time resident of East Jordan? (220 responses)

97.3% (214) Full time resident    2.7% (6) Live in East Jordan for part of the year

#### 2. How many people live in your household?

	Community
Total Respondents	219
% w/1 person	24.2
% w/2 people	46.1
% w/3 people	15.5
% w/4 to 6 people	14.2
% w/more than 6 people	0.0

#### 3. Do you own property in East Jordan (e.g., a house)?

	Community
Total Respondents	221
% YES	78.7
% NO	21.3

#### 4. What is your age group?

	Community
Total Respondents	220
% under 25 years old	0.5
% 24-44 years old	15.5
% 45-64 years old	41.4
% 65 years or older	42.7

**5. Are you male or female?**

	<b>Community</b>
Total Respondents	219
% Female	58.0
% Male	41.6

**6. What is your employment status?**

	<b>Community</b>
Total Respondents	213
% Employed	40.8
% Student	0.0
% Self-Employed	7.5
% Unemployed	5.2
% Retired	46.5

**7. What is your household income?**

	<b>Community</b>
Total Respondents	195
% Up 34,999	54.9
% 35,000-49,999	15.9
% 50,000-74,999	17.9
% 75,000 or more	11.3

**8. Do you have school-age children (18 years old or younger) in your household?**

	<b>Community</b>
Total Respondents	219
% YES	21.0
% NO	79.0

**9. How long have you been a resident of East Jordan?**

	<b>Community</b>
Total Respondents	221
% Less than 1 year	0.9
% 1 to 3 years	7.7
% 4 to 10 years	12.2
% 11 or more years	79.2

## GENERAL COMMUNITY ACTIVITIES & INTERESTS

**10. In the last year, have you volunteered in your community (e.g., scouts, events, parades)?**

	Community
Total Respondents	219
% YES	32.4
% NO	67.6

**11. Are you an appointed or elected local government official or government staff member?**

	Community
Total Respondents	220
% YES	7.3
% NO	92.3

## ABOUT LIVING IN THE EAST JORDAN COMMUNITY

**How important are each of the following to your decision to live in the East Jordan Community?**

**12. Safe place to live, work & play**

	Community
Average	4.67
Total Respondents	216
% Not At All Important (1)	0.5
% Not Important (2)	1.4
% Neutral/Middle (3)	7.4
% Important (4)	12.5
%Very Important (5)	78.2

**13. Amenities such as libraries, parks & historic buildings**

	Community
Average	4.06
Total Respondents	209
% Not At All Important (1)	1.4
% Not Important (2)	4.3
% Neutral/Middle (3)	23.0
% Important (4)	29.2
%Very Important (5)	42.1

**14. Desirable neighborhoods**

	Community
Average	4.49
Total Respondents	217
% Not At All Important (1)	0.9
% Not Important (2)	0.5
% Neutral/Middle (3)	8.8
% Important (4)	28.1
%Very Important (5)	61.8

**15. Access to Lake Charlevoix, other inland lakes, and rivers**

	Community
Average	4.12
Total Respondents	213
% Not At All Important (1)	3.3
% Not Important (2)	4.7
% Neutral/Middle (3)	18.8
% Important (4)	23.0
%Very Important (5)	50.2

**16. Public school system**

	Community
Average	4.06
Total Respondents	217
% Not At All Important (1)	6.0
% Not Important (2)	6.5
% Neutral/Middle (3)	16.6
% Important (4)	17.1
%Very Important (5)	53.9

**17. Recreation opportunities**

	Community
Average	4.01
Total Respondents	211
% Not At All Important (1)	2.8
% Not Important (2)	5.2
% Neutral/Middle (3)	21.3
% Important (4)	29.4
%Very Important (5)	41.2

**18. Affordable housing**

	Community
Average	4.28
Total Respondents	214
% Not At All Important (1)	1.9
% Not Important (2)	3.7
% Neutral/Middle (3)	15.4
% Important (4)	22.9
%Very Important (5)	56.1

**19. Friends or relatives live here**

	Community
Average	4.08
Total Respondents	212
% Not At All Important (1)	5.2
% Not Important (2)	8.5
% Neutral/Middle (3)	15.6
% Important (4)	15.1
%Very Important (5)	55.7

**20. Easy commute to work**

	Community
Average	3.57
Total Respondents	211
% Not At All Important (1)	17.5
% Not Important (2)	6.6
% Neutral/Middle (3)	15.2
% Important (4)	22.7
%Very Important (5)	37.9

**21. Have a job in the East Jordan Community**

	Community
Average	3.33
Total Respondents	202
% Not At All Important (1)	26.7
% Not Important (2)	5.9
% Neutral/Middle (3)	12.9
% Important (4)	16.8
%Very Important (5)	37.6

**22. Access to medical facilities**

	Community
Average	4.29
Total Respondents	215
% Not At All Important (1)	1.4
% Not Important (2)	4.7
% Neutral/Middle (3)	12.6
% Important (4)	26.0
%Very Important (5)	55.3

**How easy is it to get around the East Jordan Community using the following transportation modes?**

*(Please rate the ease of movement on a scale from 1 for Very Difficult to 5 for Very Easy.)*

**23. By Automobile (Driving)**

	Community
Average	4.55
Total Respondents	218
% Very Difficult (1)	1.8
% Difficult (2)	0.9
% Neutral (3)	6.9
% Easy (4)	21.1
% Very Easy (5)	69.3

**24. On Foot (Walking)**

	Community
Average	3.94
Total Respondents	211
% Very Difficult (1)	5.2
% Difficult (2)	6.6
% Neutral (3)	23.2
% Easy (4)	19.0
% Very Easy (5)	46.0

**25. By Bicycle (Biking)**

	Community
Average	3.66
Total Respondents	210
% Very Difficult (1)	6.2
% Difficult (2)	11.4
% Neutral (3)	27.6
% Easy (4)	19.5
% Very Easy (5)	35.2



**26. Public Transportation**

	Community
Average	3.26
Total Respondents	195
% Very Difficult (1)	12.3
% Difficult (2)	15.4
% Neutral (3)	31.3
% Easy (4)	15.9
% Very Easy (5)	25.1

**27. Taxi & Hired Transportation**

	Community
Average	2.09
Total Respondents	186
% Very Difficult (1)	50.0
% Difficult (2)	16.1
% Neutral (3)	19.4
% Easy (4)	4.3
% Very Easy (5)	10.2

**28. How often do you visit or shop in Downtown East Jordan?**

	Community
Total Respondents	170
Every day (A)	15.9
Several times a week (B)	30.0
Once a week (C)	24.1
Several times a month (D)	21.2
Once a month (E) and less than once a month (F)	8.8

**What are the most important features or qualities of the East Jordan Community?**

*(Please rate importance on a scale from 1 for Not At All Important to 5 for Very Important.)*

**31. Access to Lake Charlevoix**

	Community
Average	4.17
Total Respondents	214
% Not At All Important (1)	4.7
% Not Important (2)	4.2
% Neutral/Middle (3)	14.0
% Important (4)	23.4
%Very Important (5)	53.7

**32. Rural character (e.g., Farms, Open Fields, Natural Areas)**

	Community
Average	3.87
Total Respondents	206
% Not At All Important (1)	4.9
% Not Important (2)	6.8
% Neutral/Middle (3)	18.9
% Important (4)	35.0
%Very Important (5)	34.5

**33. Downtown East Jordan**

	Community
Average	3.54
Total Respondents	211
% Not At All Important (1)	7.6
% Not Important (2)	14.7
% Neutral/Middle (3)	24.2
% Important (4)	23.2
%Very Important (5)	30.3

**34. Historic sites and structures**

	Community
Average	3.39
Total Respondents	208
% Not At All Important (1)	6.3
% Not Important (2)	15.4
% Neutral/Middle (3)	33.7
% Important (4)	22.1
%Very Important (5)	22.6

**35. Sports & Recreation Facilities**

	Community
Average	3.62
Total Respondents	213
% Not At All Important (1)	4.7
% Not Important (2)	14.6
% Neutral/Middle (3)	23.0
% Important (4)	29.6
%Very Important (5)	28.2

**36. Affordable Housing**

	Community
Average	4.18
Total Respondents	211
% Not At All Important (1)	1.9
% Not Important (2)	4.3
% Neutral/Middle (3)	19.9
% Important (4)	21.8
%Very Important (5)	52.1

**37. The Jordan River**

	Community
Average	4.32
Total Respondents	212
% Not At All Important (1)	2.4
% Not Important (2)	3.8
% Neutral/Middle (3)	12.3
% Important (4)	22.6
%Very Important (5)	59.0

**38. Local parks**

	Community
Average	4.00
Total Respondents	208
% Not At All Important (1)	4.3
% Not Important (2)	4.3
% Neutral/Middle (3)	18.3
% Important (4)	32.7
%Very Important (5)	40.4

**39. Restaurants and Lounges**

	Community
Average	3.79
Total Respondents	212
% Not At All Important (1)	6.1
% Not Important (2)	10.4
% Neutral/Middle (3)	19.3
% Important (4)	26.4
%Very Important (5)	37.7

**40. Events and Festivals (e.g., Freedom Festival)**

	Community
Average	3.83
Total Respondents	210
% Not At All Important (1)	5.7
% Not Important (2)	10.0
% Neutral/Middle (3)	21.9
% Important (4)	20.5
%Very Important (5)	41.9

**41. Retail stores and shopping**

	Community
Average	3.68
Total Respondents	209
% Not At All Important (1)	9.1
% Not Important (2)	13.9
% Neutral/Middle (3)	17.7
% Important (4)	18.7
%Very Important (5)	40.7

**42. Safe place to live, work, and play**

	Community
Average	4.61
Total Respondents	212
% Not At All Important (1)	0.0
% Not Important (2)	1.9
% Neutral/Middle (3)	9.0
% Important (4)	15.6
%Very Important (5)	73.6

**43. Bicycling and walking paths**

	Community
Average	3.68
Total Respondents	210
% Not At All Important (1)	7.6
% Not Important (2)	11.9
% Neutral/Middle (3)	22.4
% Important (4)	21.0
%Very Important (5)	37.1

**44. Friendly and welcoming people**

	Community
Average	4.29
Total Respondents	210
% Not At All Important (1)	2.9
% Not Important (2)	3.8
% Neutral/Middle (3)	15.2
% Important (4)	18.1
%Very Important (5)	60.0

**45. Large home lots / yards**

	Community
Average	3.39
Total Respondents	210
% Not At All Important (1)	9.0
% Not Important (2)	11.0
% Neutral/Middle (3)	32.9
% Important (4)	26.7
%Very Important (5)	20.5

**Thinking about the future, which new or additional business related features do you think are most important to improving the East Jordan Community?** *(Please rate importance on a scale from 1 for Not At All Important to 5 for Very Important.)*

**46. Retail clothing & shoe stores**

	Community
Average	3.83
Total Respondents	210
% Not At All Important (1)	5.2
% Not Important (2)	10.5
% Neutral/Middle (3)	19.0
% Important (4)	26.7
%Very Important (5)	38.6

**47. Fast food restaurants**

	Community
Average	3.12
Total Respondents	211
% Not At All Important (1)	15.6
% Not Important (2)	16.6
% Neutral/Middle (3)	30.3
% Important (4)	15.2
%Very Important (5)	22.3

**48. Sit-down and fine dining restaurants**

	Community
Average	4.02
Total Respondents	213
% Not At All Important (1)	2.3
% Not Important (2)	5.2
% Neutral/Middle (3)	19.2
% Important (4)	34.7
%Very Important (5)	38.5

**49. Food or grocery stores**

	Community
Average	4.02
Total Respondents	214
% Not At All Important (1)	2.3
% Not Important (2)	4.2
% Neutral/Middle (3)	22.9
% Important (4)	30.4
%Very Important (5)	40.2

**50. Visitor lodging (e.g., hotel)**

	Community
Average	3.95
Total Respondents	212
% Not At All Important (1)	5.7
% Not Important (2)	8.5
% Neutral/Middle (3)	15.6
% Important (4)	25.5
%Very Important (5)	44.8

**51. Business offices**

	Community
Average	3.18
Total Respondents	211
% Not At All Important (1)	7.6
% Not Important (2)	15.6
% Neutral/Middle (3)	42.2
% Important (4)	19.9
%Very Important (5)	14.7

**52. Boutiques & specialty shops**

	Community
Average	3.47
Total Respondents	214
% Not At All Important (1)	8.4
% Not Important (2)	9.3
% Neutral/Middle (3)	29.9
% Important (4)	31.8
%Very Important (5)	20.6

**53. Visitor & tourist attractions**

	Community
Average	4.18
Total Respondents	213
% Not At All Important (1)	3.8
% Not Important (2)	3.3
% Neutral/Middle (3)	15.0
% Important (4)	27.2
%Very Important (5)	50.7

**Thinking about the future, which new or additional types of housing units are most important to improving the East Jordan Community?** *(Please rate importance on a scale from 1 for Not At All Important to 5 for Very Important.)*

**54. Single-family homes**

	Community
Average	4.24
Total Respondents	212
% Not At All Important (1)	1.4
% Not Important (2)	2.4
% Neutral/Middle (3)	19.3
% Important (4)	25.0
%Very Important (5)	51.9

**55. Duplexes**

	Community
Average	2.99
Total Respondents	203
% Not At All Important (1)	12.3
% Not Important (2)	20.2
% Neutral/Middle (3)	36.9
% Important (4)	17.2
%Very Important (5)	13.3

**56. Townhouses or row houses**

	<b>Community</b>
Average	2.72
Total Respondents	210
% Not At All Important (1)	15.7
% Not Important (2)	26.2
% Neutral/Middle (3)	35.7
% Important (4)	15.2
%Very Important (5)	7.1

**57. Apartments**

	<b>Community</b>
Average	3.54
Total Respondents	211
% Not At All Important (1)	4.7
% Not Important (2)	13.7
% Neutral/Middle (3)	28.0
% Important (4)	30.3
%Very Important (5)	23.2

**58. Rental housing**

	<b>Community</b>
Average	3.67
Total Respondents	211
% Not At All Important (1)	3.3
% Not Important (2)	11.8
% Neutral/Middle (3)	26.5
% Important (4)	30.8
%Very Important (5)	27.5

**59. Mobile or manufactured homes**

	<b>Community</b>
Average	2.81
Total Respondents	212
% Not At All Important (1)	19.3
% Not Important (2)	20.3
% Neutral/Middle (3)	33.0
% Important (4)	15.1
%Very Important (5)	12.3



**60. Independent senior living facilities**

	<b>Community</b>
Average	4.09
Total Respondents	215
% Not At All Important (1)	1.4
% Not Important (2)	6.0
% Neutral/Middle (3)	18.1
% Important (4)	30.7
%Very Important (5)	43.7

**61. Assisted living senior living facilities**

	<b>Community</b>
Average	4.10
Total Respondents	214
% Not At All Important (1)	1.4
% Not Important (2)	5.1
% Neutral/Middle (3)	18.7
% Important (4)	31.3
%Very Important (5)	43.5

**How would you rate the importance of the following transportation improvements?**

**62. Improvements for pedestrians (e.g., sidewalks)**

	<b>Community</b>
Average	4.16
Total Respondents	218
% Not At All Important (1)	1.8
% Not Important (2)	6.9
% Neutral/Middle (3)	15.6
% Important (4)	24.8
%Very Important (5)	50.9

**63. Improved appearance for C-48 corridor through town**

	<b>Community</b>
Average	3.98
Total Respondents	213
% Not At All Important (1)	3.8
% Not Important (2)	5.6
% Neutral/Middle (3)	23.0
% Important (4)	24.4
%Very Important (5)	43.2

**64. Improved appearance for the M-66 corridor**

	Community
Average	3.89
Total Respondents	212
% Not At All Important (1)	3.8
% Not Important (2)	6.6
% Neutral/Middle (3)	25.5
% Important (4)	25.0
%Very Important (5)	39.2

**65. Improved appearance for the M-32 corridor**

	Community
Average	3.91
Total Respondents	210
% Not At All Important (1)	3.8
% Not Important (2)	5.7
% Neutral/Middle (3)	24.3
% Important (4)	27.6
%Very Important (5)	38.6

**66. Better safety features for pedestrians and bicyclists**

	Community
Average	4.10
Total Respondents	215
% Not At All Important (1)	1.4
% Not Important (2)	8.4
% Neutral/Middle (3)	17.2
% Important (4)	25.1
%Very Important (5)	47.9

**67. New & improved bicycling routes**

	Community
Average	3.84
Total Respondents	213
% Not At All Important (1)	6.1
% Not Important (2)	10.8
% Neutral/Middle (3)	20.7
% Important (4)	18.3
%Very Important (5)	44.1

**68. Expanded bus service**

	Community
Average	3.74
Total Respondents	213
% Not At All Important (1)	5.2
% Not Important (2)	7.0
% Neutral/Middle (3)	31.5
% Important (4)	21.6
%Very Important (5)	34.7

How would you rate the importance of the following community services and activities?

**69. Festivals, parades & local celebrations**

	Community
Average	3.97
Total Respondents	217
% Not At All Important (1)	4.6
% Not Important (2)	6.5
% Neutral/Middle (3)	22.1
% Important (4)	21.2
%Very Important (5)	45.6

**70. Public libraries**

	Community
Average	4.06
Total Respondents	216
% Not At All Important (1)	1.9
% Not Important (2)	3.7
% Neutral/Middle (3)	23.1
% Important (4)	29.6
%Very Important (5)	41.7

**71. Properly maintained sidewalks**

	Community
Average	4.42
Total Respondents	216
% Not At All Important (1)	0.9
% Not Important (2)	2.3
% Neutral/Middle (3)	13.4
% Important (4)	20.4
%Very Important (5)	63.0

**72. Automobile parking near business & retail locations**

	Community
Average	4.28
Total Respondents	213
% Not At All Important (1)	0.5
% Not Important (2)	0.9
% Neutral/Middle (3)	17.8
% Important (4)	31.5
%Very Important (5)	49.3

**73. Roads & bridges for automobiles**

	Community
Average	4.29
Total Respondents	214
% Not At All Important (1)	0.9
% Not Important (2)	3.7
% Neutral/Middle (3)	14.0
% Important (4)	28.5
%Very Important (5)	52.8

**74. Street lights**

	Community
Average	4.30
Total Respondents	216
% Not At All Important (1)	1.4
% Not Important (2)	3.2
% Neutral/Middle (3)	14.4
% Important (4)	25.9
%Very Important (5)	55.1

**75. Public schools**

	Community
Average	4.43
Total Respondents	214
% Not At All Important (1)	1.4
% Not Important (2)	3.7
% Neutral/Middle (3)	11.7
% Important (4)	16.8
%Very Important (5)	66.4

**76. Services for the poor (e.g., food pantries, shelters)**

	<b>Community</b>
Average	4.15
Total Respondents	214
% Not At All Important (1)	2.3
% Not Important (2)	4.7
% Neutral/Middle (3)	19.6
% Important (4)	22.4
%Very Important (5)	50.9

**77. Services for area seniors**

	<b>Community</b>
Average	4.37
Total Respondents	217
% Not At All Important (1)	0.5
% Not Important (2)	2.3
% Neutral/Middle (3)	11.5
% Important (4)	30.9
%Very Important (5)	54.8

**78. Activities for area seniors**

	<b>Community</b>
Average	4.32
Total Respondents	215
% Not At All Important (1)	0.0
% Not Important (2)	2.3
% Neutral/Middle (3)	15.3
% Important (4)	30.2
%Very Important (5)	52.1

**79. Activities for area families**

	<b>Community</b>
Average	4.46
Total Respondents	215
% Not At All Important (1)	0.0
% Not Important (2)	1.4
% Neutral/Middle (3)	11.6
% Important (4)	26.5
%Very Important (5)	60.5

**80. How important is environmental quality and watershed quality to the economic vitality of the East Jordan community?**

	<b>Community</b>
Average	4.56
Total Respondents	165
% Not At All Important (1)	1.2
% Not Important (2)	3.0
% Neutral/Middle (3)	7.3
% Important (4)	15.8
%Very Important (5)	72.7

**Over the last 10 years, have you noticed a change in any the following weather events in East Jordan?**

**81. Heavy Rainstorms**

	<b>Community</b>
Total Respondents	209
% More Common	37.8
% No Change	43.1
% Less Common	4.8
% Don't Know	14.4

**82. Droughts**

	<b>Community</b>
Total Respondents	202
% More Common	11.9
% No Change	50.5
% Less Common	20.8
% Don't Know	16.8

**83. Snowstorms**

	<b>Community</b>
Total Respondents	206
% More Common	54.4
% No Change	27.7
% Less Common	8.7
% Don't Know	9.2

**84. Flooding**

	<b>Community</b>
Total Respondents	204
% More Common	18.6
% No Change	43.1
% Less Common	20.1
% Don't Know	18.1

**85. Cold Spells**

	<b>Community</b>
Total Respondents	207
% More Common	55.1
% No Change	30.0
% Less Common	5.3
% Don't Know	9.7

**86. Insect Pests (e.g., mosquitoes)**

	<b>Community</b>
Total Respondents	209
% More Common	32.5
% No Change	45.0
% Less Common	9.1
% Don't Know	13.4

**87. Brush & Forest Fires**

	<b>Community</b>
Total Respondents	209
% More Common	2.9
% No Change	48.8
% Less Common	22.0
% Don't Know	26.3

**88. Heat Waves**

	<b>Community</b>
Total Respondents	210
% More Common	6.2
% No Change	55.2
% Less Common	26.7
% Don't Know	11.9

**89. Ice Storms**

	<b>Community</b>
Total Respondents	210
% More Common	19.0
% No Change	51.9
% Less Common	11.0
% Don't Know	18.1

**How would you rate the importance of the following actions for controlling stormwater runoff and reducing flooding hazards in the East Jordan Community?**

**90. Use more effective landscaping with new developments**

	<b>Community</b>
Average	4.03
Total Respondents	208
% Not At All Important (1)	3.8
% Not Important (2)	7.2
% Neutral/Middle (3)	18.3
% Important (4)	23.1
%Very Important (5)	47.6

**91. Require more on-site storage of stormwater.**

	<b>Community</b>
Average	3.46
Total Respondents	206
% Not At All Important (1)	6.8
% Not Important (2)	11.7
% Neutral/Middle (3)	34.5
% Important (4)	22.8
%Very Important (5)	24.3

**92. Reduce or limit the size of paved parking areas**

	<b>Community</b>
Average	2.88
Total Respondents	206
% Not At All Important (1)	17.5
% Not Important (2)	13.6
% Neutral/Middle (3)	42.2
% Important (4)	16.5
%Very Important (5)	10.2

**93. Encourage the use of rain gardens & rain barrels**

	<b>Community</b>
Average	3.54
Total Respondents	209
% Not At All Important (1)	8.6
% Not Important (2)	12.0
% Neutral/Middle (3)	29.2
% Important (4)	17.2
%Very Important (5)	33.0



**94. Preserve existing wetlands**

	<b>Community</b>
Average	4.13
Total Respondents	208
% Not At All Important (1)	3.8
% Not Important (2)	6.7
% Neutral/Middle (3)	16.8
% Important (4)	17.8
%Very Important (5)	54.8

**95. Provide more education / information to home-owners**

	<b>Community</b>
Average	3.80
Total Respondents	209
% Not At All Important (1)	5.3
% Not Important (2)	8.6
% Neutral/Middle (3)	24.4
% Important (4)	24.4
%Very Important (5)	37.3

**96. Encourage the planting of more trees & shrubbery**

	<b>Community</b>
Average	4.19
Total Respondents	208
% Not At All Important (1)	2.9
% Not Important (2)	3.4
% Neutral/Middle (3)	18.3
% Important (4)	23.1
%Very Important (5)	52.4

**Which of the following things would you be in favor of local government doing to protect the water quality of lakes, streams and groundwater in the East Jordan Community?**

**97. Work to reduce runoff from streets & parking lots**

	<b>Community</b>
Average	3.98
Total Respondents	210
% Totally Opposed (1)	1.9
% Opposed (2)	7.1
% Neutral/Middle (3)	27.1
% In Favor (4)	18.6
% Favor Completely (5)	45.2

**98. Maintain shoreline vegetation to filter stormwater runoff**

	<b>Community</b>
Average	3.98
Total Respondents	212
% Totally Opposed (1)	3.3
% Opposed (2)	5.7
% Neutral/Middle (3)	25.5
% In Favor (4)	21.2
% Favor Completely (5)	44.3

**99. Require maintenance of on-site septic systems**

	<b>Community</b>
Average	4.00
Total Respondents	211
% Totally Opposed (1)	2.8
% Opposed (2)	9.5
% Neutral/Middle (3)	22.3
% In Favor (4)	15.6
% Favor Completely (5)	49.8

**100. Work to protect lakes from *invasive species***

	<b>Community</b>
Average	4.52
Total Respondents	211
% Totally Opposed (1)	1.9
% Opposed (2)	1.9
% Neutral/Middle (3)	8.1
% In Favor (4)	18.5
% Favor Completely (5)	69.7

**Which of the following things would you be in favor of local government doing to help improve the East Jordan Community's *local economy*?**

**101. Work to increase all forms of tourism.**

	<b>Community</b>
Average	4.22
Total Respondents	211
% Totally Opposed (1)	1.9
% Opposed (2)	4.3
% Neutral/Middle (3)	16.6
% In Favor (4)	24.6
% Favor Completely (5)	52.6

**102. Provide better access to locally produced food (e.g., farmers markets)**

	Community
Average	4.27
Total Respondents	210
% Totally Opposed (1)	1.4
% Opposed (2)	2.4
% Neutral/Middle (3)	16.7
% In Favor (4)	26.7
% Favor Completely (5)	52.9

**103. Provide incentives for locally-owned business.**

	Community
Average	4.47
Total Respondents	210
% Totally Opposed (1)	1.4
% Opposed (2)	2.4
% Neutral/Middle (3)	7.6
% In Favor (4)	25.2
% Favor Completely (5)	63.3

**104. Work to attract additional manufacturing business.**

	Community
Average	4.42
Total Respondents	211
% Totally Opposed (1)	3.3
% Opposed (2)	0.9
% Neutral/Middle (3)	10.4
% In Favor (4)	21.3
% Favor Completely (5)	64.0

**Which are the most important improvements to make to East Jordan’s municipal facilities and services over the next 10 years?**

**105. Re-pave & repair roads.**

	Community
Average	4.52
Total Respondents	213
% Totally Opposed (1)	0.5
% Opposed (2)	1.4
% Neutral/Middle (3)	8.5
% In Favor (4)	25.4
% Favor Completely (5)	64.3

**106. Improve municipal parks.**

	Community
Average	3.84
Total Respondents	209
% Totally Opposed (1)	1.4
% Opposed (2)	5.7
% Neutral/Middle (3)	32.5
% In Favor (4)	27.8
% Favor Completely (5)	32.5

**107. Construct stormwater detention facilities.**

	Community
Average	3.58
Total Respondents	209
% Totally Opposed (1)	4.3
% Opposed (2)	9.1
% Neutral/Middle (3)	36.4
% In Favor (4)	24.4
% Favor Completely (5)	25.8

**108. Add new sidewalks.**

	Community
Average	3.90
Total Respondents	207
% Totally Opposed (1)	2.9
% Opposed (2)	6.8
% Neutral/Middle (3)	25.6
% In Favor (4)	27.1
% Favor Completely (5)	37.7

**109. Build new bicycle & walking trails.**

	Community
Average	3.71
Total Respondents	210
% Totally Opposed (1)	7.1
% Opposed (2)	10.5
% Neutral/Middle (3)	22.9
% In Favor (4)	23.3
% Favor Completely (5)	36.2

**110. Improve & increase bus service.**

	<b>Community</b>
Average	3.65
Total Respondents	209
% Totally Opposed (1)	6.7
% Opposed (2)	9.1
% Neutral/Middle (3)	27.3
% In Favor (4)	26.3
% Favor Completely (5)	30.6

**111. Expand recreation facilities.**

	<b>Community</b>
Average	3.89
Total Respondents	210
% Totally Opposed (1)	1.4
% Opposed (2)	5.2
% Neutral/Middle (3)	29.5
% In Favor (4)	31.0
% Favor Completely (5)	32.9

**112. Increase availability of recreation programs.**

	<b>Community</b>
Average	3.89
Total Respondents	207
% Totally Opposed (1)	1.9
% Opposed (2)	5.8
% Neutral/Middle (3)	28.0
% In Favor (4)	30.0
% Favor Completely (5)	34.3

**113. Improve the “curb appeal” throughout East Jordan.**

	<b>Community</b>
Average	4.23
Total Respondents	210
% Totally Opposed (1)	3.3
% Opposed (2)	4.3
% Neutral/Middle (3)	16.7
% In Favor (4)	17.6
% Favor Completely (5)	58.1

**Which of the following actions would you take or have you taken to protect yourself and your community from local environmental hazards?**

**114. Learn about local hazards & the best ways to deal with them.**

	<b>Community</b>
Total Respondents	204
% Have Done	19.1
% Would Do	56.4
% Would Not Do	3.4
% Don't Know	21.1

**115. Participate in and/or organize family or neighborhood voluntary response effort.**

	<b>Community</b>
Total Respondents	206
% Have Done	4.4
% Would Do	42.7
% Would Not Do	17.0
% Don't Know	35.9

**116. Purchase an emergency kit.**

	<b>Community</b>
Total Respondents	207
% Have Done	40.1
% Would Do	47.3
% Would Not Do	1.9
% Don't Know	10.6

**117. Install water efficient household appliances to conserve water.**

	<b>Community</b>
Total Respondents	208
% Have Done	46.6
% Would Do	28.8
% Would Not Do	4.3
% Don't Know	20.2

**118. Install energy efficient household appliances and lights to conserve energy.**

	<b>Community</b>
Total Respondents	206
% Have Done	57.8
% Would Do	27.7
% Would Not Do	1.9
% Don't Know	12.6

**119. Install rain barrels at my home.**

	<b>Community</b>
Total Respondents	203
% Have Done	16.3
% Would Do	37.4
% Would Not Do	22.7
% Don't Know	23.2

**120. Plant more trees, shrubs & greenery**

	<b>Community</b>
Total Respondents	211
% Have Done	36.5
% Would Do	39.8
% Would Not Do	10.9
% Don't Know	12.8

**121. Increase the amount of insulation in my home to save energy.**

	<b>Community</b>
Total Respondents	209
% Have Done	46.9
% Would Do	34.4
% Would Not Do	3.3
% Don't Know	15.3

**Which of the following actions would you take or have you taken, to improve water quality in the Jordan River?**

**122. Volunteer for a local watershed group?**

	<b>Community</b>
Total Respondents	209
% Have Done	2.4
% Would Do	17.2
% Would Not Do	41.1
% Don't Know	39.2

**123. Participate in a lake / river clean-up?**

	<b>Community</b>
Total Respondents	211
% Have Done	10.9
% Would Do	41.7
% Would Not Do	28.0
% Don't Know	19.4

**124. Organize an environmental education event?**

	<b>Community</b>
Total Respondents	209
% Have Done	1.4
% Would Do	8.6
% Would Not Do	55.5
% Don't Know	34.4

**125. Financially support or donate to a watershed project?**

	<b>Community</b>
Total Respondents	209
% Have Done	7.2
% Would Do	22.0
% Would Not Do	28.7
% Don't Know	42.1



## **APPENDIX B**

### **DOWNTOWN EAST JORDAN PLANNING CHARRETTE SUMMARY**



# Downtown Planning Charrette Summary

Resilient East Jordan  
City of East Jordan, Michigan



Plan Prepared By



324 Munson Avenue, Traverse City, MI 49686  
231-929-3696 [www.liaa.org](http://www.liaa.org)



## Table of Contents

Introduction	1
Downtown East Jordan	
Charrette Preparation	3
Charrette Process and Activities	3
Charrette – Day One	
Charrette – Day Two	
Charrette – Day Three	
Charrette Findings and Recommendations	6
Adaptive Reuse and Preservation of Historic Structures	
Building Form and Aesthetics	
Waterfront Development and Downtown Connectivity	
Pedestrian Connectivity	
Entry Experience and Roadway Design	
Natural Resources, Cultural Heritage, & Tourism	
Implementation – Tools & Practices	

### Introduction

In 2014, the City of East Jordan began a new land use planning and community development project called *Resilient East Jordan*. This unique planning effort is designed to strengthen the community’s ability to better manage the changes and challenges associated with future economic variability and climate change.

The Resilient East Jordan project is helping leaders and citizens of the East Jordan community refine their land use and development plans. Effort will be made to assist the City in updating its Master Plan. As a part of the Resilient East Jordan project, a planning *charrette* was conducted for Downtown East Jordan.

### Downtown East Jordan

Downtown East Jordan is located near the shore of the south arm of Lake Charlevoix where the Jordan River flows into the Lake. While historic Downtown East Jordan comprises the three southern blocks of Main Street, the charrette focus area was expanded to include adjacent areas with direct connections to the historic downtown that make up the central core of the City (see map on the following page). The charrette focus area includes the historic downtown, Memorial Park, the City Marina, Sportsman’s Park, the city boat launch, and the M-32 corridor from Water Street to Depot Street.

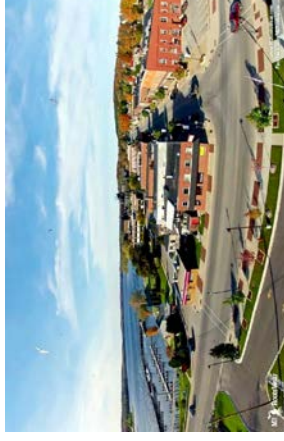
Downtown East Jordan has a unique setting near some of Michigan’s most beautiful natural resources in the Jordan River and Lake Charlevoix. Main Street, home of the traditional downtown development patterns within the City, lies directly east of the south end of the south arm of Lake Charlevoix. Michigan State Highway 32 (M-32) is a primary east-west corridor in the region and intersects Main Street just to the east of the mouth of the Jordan River. East of Main Street, the development patterns along M-32 are typified by individual buildings with varying architectural character and larger parking lots.

Much of the property surrounding the confluence of the Jordan River and Lake Charlevoix is owned by the City and accessible to the public. The East Jordan Municipal Harbor and Memorial Park are located between Lake Charlevoix and Main Street, and Sportsman’s Park and the city boat launch are located on the west side of the Jordan River and Lake Charlevoix respectively. The City of East Jordan offices, the East Jordan Civic Center, and the Jordan River Art Center can all be found Downtown.



### What is a Charrette?

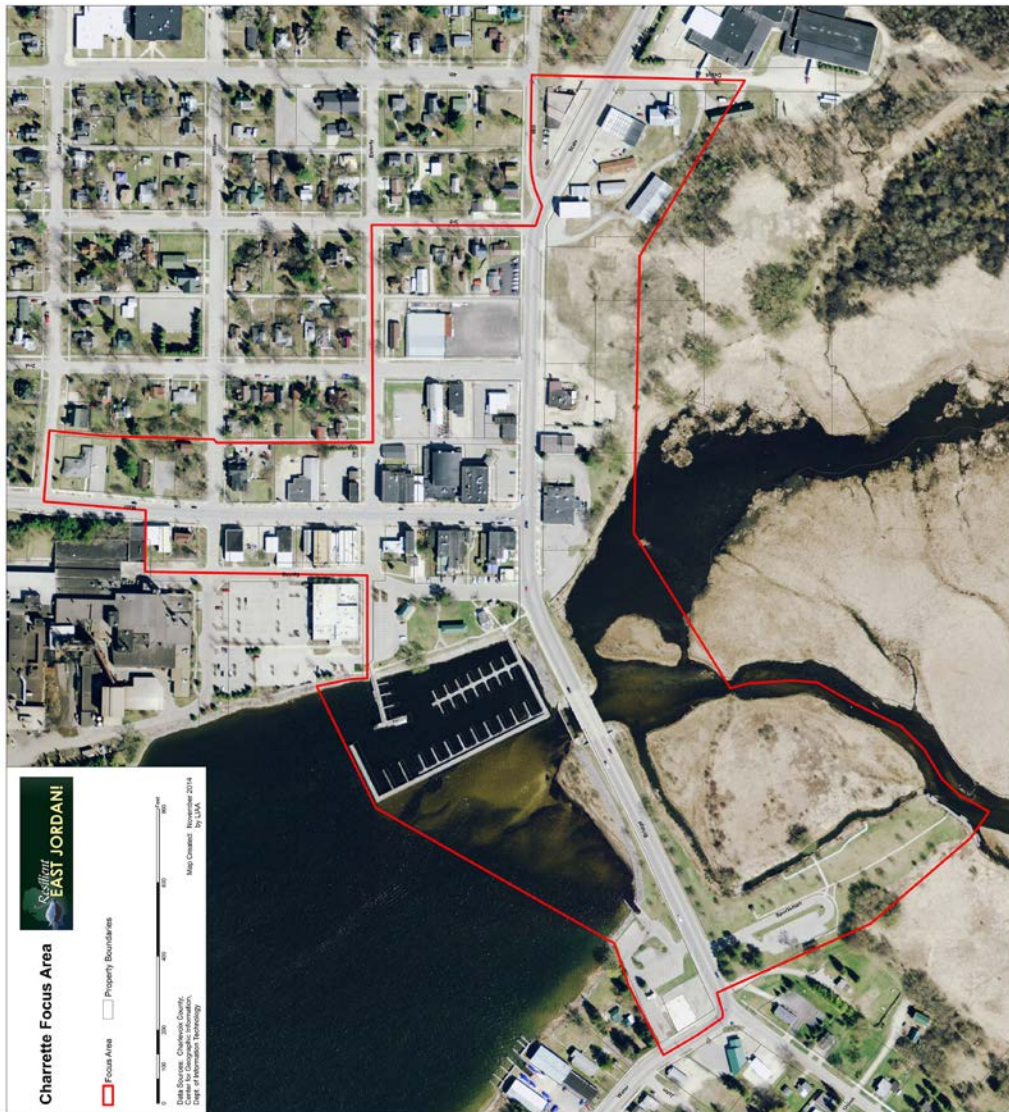
A charrette is a multi-day collaborative planning event that engages community members to create and support a feasible plan for sustainable and positive change for a specific issue or area of the community.



Downtown East Jordan

-Photo by MI RootsWear

Charrette Focus Area Map



## Charrette Preparation

Prior to the charrette, the project team gathered information and data about the focus area to help inform the charrette activities and planning process. Information gathered included property data, road widths, existing sidewalk infrastructure, parking locations, existing developed character, existing zoning regulations, and current land use. The project team also conducted walking audits of the focus area to identify potential areas of concern and existing visual character. The charrette studio, or working space, was set up in the lobby of the Community Auditorium at the East Jordan High School.

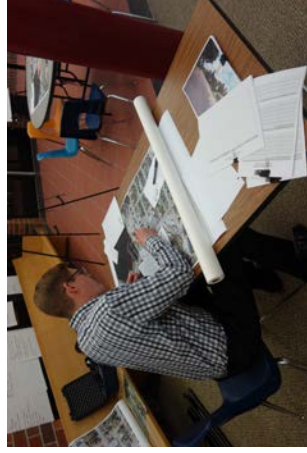
To ensure stakeholder and public participation in the charrette process, the project team placed notices throughout the community and submitted press releases to local media. Additionally, personal invitations were sent to key stakeholders and property owners.

## Charrette Process and Activities

### Charrette - Day One

On the first day of the charrette, the charrette team facilitated a series of meetings with multiple community stakeholder groups in order to get a better understanding of the key issues and constraints of the Downtown. Stakeholders also provided information about existing plans and visions for the focus area's future. Based on the input of the stakeholder groups, the charrette team began work on preliminary design concepts and alternatives. These preliminary concepts and alternatives addressed the issues identified by the stakeholders and provided specific ideas for consideration during future stakeholder and public meetings.

Charrette - Day One.  
The charrette team facilitated a series of stakeholder meetings and began work on preliminary design concepts.



Many buildings along Main Street reflect the City's history.





On the evening of the first day of the charrette, the project team hosted a public planning workshop in the auditorium and charrette studio. The workshop provided an opportunity for citizens to learn about the charrette process, existing focus area conditions, and the basic principles of good streets, placemaking, urban form, walkability, and connectivity. Following the introductory presentation, participants completed a series of brainstorming activities. Working in small groups, participants were asked to identify, map, and illustrate:

- Five positive aspects of the focus area;
- Five negative aspects of the focus area;
- Three businesses they would like to see downtown; and
- A vision for the future of the focus area.

Several common themes were identified throughout the activities of the first day, and would become the primary focus of the charrette. These common themes were:

- Adaptive reuse and preservation of historic structures.
- Building form and aesthetics.
- Waterfront development and downtown connectivity.
- Pedestrian connectivity.
- Roadway function and design.



Charrette - Day One.  
Charrette team members facilitated a public workshop where participants described their vision for Downtown.



### Charrette - Day Two

On the second day of the charrette, the project team held additional meetings with stakeholder groups. These meetings provided opportunities for the stakeholders to review and provide input on the preliminary concepts and design alternatives created the previous day. Using the additional comments and suggestions, the project team continued to refine concepts, explore additional design alternatives, and formulate recommendations for the focus area.

Charrette - Day Two.

Charrette team members continue to discuss and analyze design alternatives with community stakeholders throughout the day.



On the evening of the second day, a public open house was hosted in the charrette studio. Information about the focus area, preliminary concepts, potential design alternatives, ideas, and draft recommendations were displayed around the studio. Stakeholders and interested community members discussed the displayed information with the project team and provided additional comments and suggestions.

Charrette - Day Two.

A comprehensive set of concepts and design alternatives were presented at a public open house, providing an opportunity for citizens to make more comments and suggestions.



### Charrette - Day Three

Based on the suggestions and comments received at the open house, the project team refined and developed the final set of concepts, sketches, and recommendations for the focus area. Additional stakeholder feedback was received during the third day of the charrette and incorporated in to the final recommendations. The final concepts, sketches, and recommendations were presented to the community at a final public meeting in the Community Auditorium at the East Jordan High School.

#### Charrette - Day Three.

Based on feedback from the previous day, the charrette team refined the design concepts and recommendations. These were then presented to the community at a final presentation later in the evening.



### Charrette Findings and Recommendations

The results and recommendations of the three day downtown planning charrette are provided in the following pages. It is important to remember that many of these concepts and ideas are just that — concepts and ideas. While these concepts have been vetted by the project team through preliminary analysis and stakeholder verification, additional study, analysis, and design will be required. Implementation of these recommendations will require cooperation with property owners and local, regional, and state agencies (e.g., Michigan Department of Transportation).

A majority of the stakeholder and community discussions involved, in one way or another, enhancing Downtown East Jordan and creating a unique identity, or sense of place, within the core of the City. Establishing a vibrant atmosphere with strong connections to the City’s unique natural resources was seen by many charrette participants as a way to improve the quality of life for local residents and encourage economic development and tourism. Many of the comments collected from stakeholders and citizens noted that vacant buildings, lack of connectivity, and inconsistent building character detract



from the overall identity of the East Jordan community. Concerns about the M-32 corridor’s impact as the primary entry experience into the Downtown area were expressed throughout the charrette.

The East Jordan community has numerous unique assets that help establish identity and sense of place. Residents and visitors alike enjoy the community’s waterways and parks. Historic sites and buildings contribute to the cultural heritage the community. The charrette team believes that enhancing a unique identity, or sense of place, in Downtown East Jordan can improve the quality of life for those who live, work, play, and shop there. Improving the aesthetic character of the M-32 corridor can also transform the primary entry experience to Downtown for the entire community. Creating a sense of place, or “placemaking,” is the common thread for all of the charrette recommendations.

Placemaking can help improve quality of life for local residents, attract businesses and entrepreneurs, and increase tourism. According to the article “Why the Economics of “Place” Matters” by Dr. Soji Adelaja and Mark Wyckoff in *The Economics of Place: The Value of Building Communities Around People*, communities must work to attract talented, well-educated people to compete in the changing economy. The article states that these types of individuals are choosing places to live and then finding or developing jobs for themselves rather than moving to communities to follow jobs. This makes improving the community through placemaking efforts highly important. Strategic placemaking improvements for small towns and cities identified by Adelaja and Wyckoff include:

- Creating a wider range of entertainment and eating establishment options;
- Providing entrepreneurship and incubator services;
- Creating more bike paths and links to parks, green spaces, and waterways within town and connect to rural places within a few miles;
- Maintaining good schools;
- Providing a wide range of activities for youth and families;
- Maintaining good shopping areas;
- Constructing small mixed-use developments in key activity locations; and
- Developing regional nodes of activity.



### Adaptive Reuse and Preservation of Historic Structures

The East Jordan community has a rich history dating back to the 1870's. Many sites and structures from the City's past still exist and serve as a source of pride for citizens. The preservation of the City's historic sites and structures was one of the most commonly cited desires by charrette participants. Ideas for new uses within older buildings in the focus area were a frequent discussion topic during the stakeholder and public meetings. Reusing an existing structure or site for a purpose other than that for which it was built is known as "adaptive reuse." Encouraging adaptive reuse within a community can help preserve historic structures and sites.

The preservation of historic character, particularly in traditional downtowns, helps enhance a sense of place by maintaining a human scale and preserving cultural heritage. The orientation, form, mass, design, and architectural character of historic buildings all contribute to the inviting environment that people associate with traditional main streets. Promoting cultural heritage through the preservation of history and architecture enhances a place's unique identity and can encourage historic tourism.

### Recommendations

The charrette team recommends that valuable historic sites and buildings in Downtown East Jordan be identified and preserved to help create a unique identity that reflects the City's cultural heritage. The City should encourage the adaptive reuse of valuable existing historic buildings whenever possible. The first set of pictures below (A) shows what the potential adaptive reuse of the old East Jordan Fire Hall as a restaurant could look like. The next set of pictures (B) shows what the potential adaptive reuse of the East Jordan Co-operative Building as a brew-pub could look like.

Illustration A. Current View



Illustration A. Proposed View



Charrette participants placed a high importance on preserving historic sites and structures in Downtown East Jordan. The Main Street Center is an example of historic preservation efforts in the City.



Illustration B. Current View



Illustration B. Proposed View



### Building Form and Aesthetics

The aesthetic character of the built environment greatly impacts how people perceive and experience locations, and is a major component of creating a sense of place. The development patterns and character of the built environment in the charrette focus area are inconsistent. On Main Street, buildings of widely varying height and mass can be found adjacent to one another. There are also incomplete blocks along Main Street where empty lots sit between buildings. The façade treatments and building materials used on Main Street buildings also vary significantly. Development along the M-32 corridor is more suburban in character, with some buildings set back from the road right-of-way with larger parking lots fronting on the road. Building character along M-32 is also varied. Charrette participants frequently noted a desire for development with character that complements the historic Downtown along M-32.

### Recommendations

#### Building Orientation and Location

Buildings that sit adjacent to sidewalks and the road corridor have a greater presence for those walking or driving past and create a more human scale that can help slow traffic, improve business visibility, and

Building Orientation – Building locations in the focus area vary in their relationship to the sidewalk or roadway.



create a more defined sense of place. Siting buildings closer to sidewalks and rights-of-way also mimics historic building patterns and helps to unify old and new development. The charrette team recommends that as development and redevelopment occurs within the Downtown East Jordan focus area, buildings be placed at the fronts of lots. The first pictures below (C) shows how redevelopment along M-32 could look. A multiple-story, mixed-use building fronts on the roadway with a shared parking lot and residential development behind. The illustration (D) on the following page shows the M-32 corridor, in plan view, with building development along the roadway and shared parking areas located behind the buildings.

On Main Street, buildings should sit directly adjacent to the sidewalk. Along the M-32 corridor, buildings should be placed towards the fronts of lots with direct access to the existing sidewalk infrastructure and parking lots located behind or to the sides of structures. The City Planning Commission should amend the Zoning Ordinance to require that buildings in these areas be located near the sidewalk or road right-of-way.

Illustration C. Current View



Illustration C. Proposed View







### Building Design and Character

The design and character of the existing buildings in the charrette focus area are fairly inconsistent. Maintaining consistent building orientation, mass, height, façade, and architectural features would help unify aesthetics and create a coordinated identity for the core of the City. We recommend that the City establish building design guidelines for the commercial properties in the study area. Items to consider when exploring these guidelines should include height, mass, architectural elements, roof lines, and building materials.

### Building Height and Mass

Maintaining similar, but not identical, building height and massing within blocks provides a consistency of scale without limiting the character of individual buildings. Historically, Downtown East Jordan generally consisted of buildings of two or three stories with retail uses on the first floor. It is recommended that future development and redevelopment incorporate multiple-story buildings to maintain a consistent scale along the street and provide for a mix of uses, with retail on the first floor and residential or office uses on the upper floors. The pictures below (E) show how potential redevelopment along Main Street could reflect existing historic character, provide consistent building height and mass, and accommodate mixed-uses on multiple stories.

Illustration E. Current View



Illustration E. Proposed View



Historic downtown buildings in East Jordan were typically multiple-story and fronted on the sidewalk.

-Photo from City of East Jordan



### Façades and Building Materials

The façade treatments, design elements, and exterior building materials of the buildings within the charrette study area vary greatly. Buildings with common façade treatments and design elements help create a unified street character. The charrette team recommends that design guidelines be created for buildings in the traditional Downtown area of East Jordan. These guidelines should encourage the use of consistent façade treatments, widow size and placement, exterior building materials, and awnings. Newly constructed buildings should complement the existing character of the surrounding structures and incorporate similar levels of detail in their design, but also have individual appearances. Guidelines for buildings along M-32 should be developed and can allow for more flexibility in design, but should address items similar to those listed above.

When creating design guidelines for commercial areas, architectural elements that contribute to retail success should be considered. Robert Gibbs makes a series of form and design recommendations for retail success in *Principles of Urban Retail Planning and Development*. The following summarizes some of these best practices for retail success.

#### Best Practices for Awnings:

- Awning materials should be constructed from canvas, cloth, steel or glass, but should reflect the overall character of the business brand. Cloth awnings should appear to be natural fabric.
- Awnings constructed of plastic and internally illuminated awnings should not be permitted.
- Awnings should be limited to two colors.
- Logos and lettering should be limited to 8 inches in height, and only allowed on the front flap of the awning rather than on the top-sloped surface.
- Awnings should project no more than 6 feet and be at least 8 feet above the walk.

#### Best Practices for Façades (Windows, Doors, and Storefronts):

- At least sixty percent of first-level elevations facing the primary sidewalks should be transparent glass.
- A horizontal break between the first level and upper levels will help focus attention on the first level retailer.
- Signage, awnings, and materials should remain in character with the historic framework of the building.
- Doors facing the street should be recessed into the building façade whenever practical.

Façade treatments and exterior building materials vary greatly on Main Street buildings.



**Signs**

There is currently a wide variety of signage present within the charrette focus area. Providing a cohesive set of sign standards for the focus area will help create a unified character and aesthetic. It is recommended that the City work to create a set of sign standards that promote well-designed, properly scaled signs. According to *Principles of Urban Retail Planning and Development* by Robert Gibbs, uniform sign standards that still allow for individuality and creativity should be implemented. For downtown signs, size should be limited to 1 square foot of signage for each linear foot of storefront with a maximum letter height of 8 to 10 inches. For commercial signs along major road corridor, Gibbs recommends 2 square feet of sign area for each linear foot of storefront.

“Nothing contributes to strong retail sales and an attractive downtown as much as well-designed and properly scale signage.”

-Robert J. Gibbs, Principles of Urban Retail Planning and Development



**Waterfront Development and Downtown Connectivity**

Downtown East Jordan is uniquely situated near some of the region’s most spectacular natural resources. Capitalizing on its close proximity to Lake Charlevoix and the Jordan River should be one of the primary goals for the charrette study area. Memorial Park, along with its frontage on the Lake and the Municipal Harbor, presents great opportunity for the creation of a public activity center directly adjacent to the stores and restaurants on Main Street. Charrette participants frequently mentioned the potential for creating better connections between the waterfront and Downtown and increasing the scale and frequency of waterfront activities. Additionally, a great deal of East Jordan’s history is connected to its waterfront location. This history should be emphasized and celebrated within the charrette focus area to educate residents about the City’s cultural heritage and encourage heritage tourism.

**Recommendations**

Charrette participants noted that the Municipal Harbor and Memorial Park should both be used more than they currently are. Currently, both the park and harbor feel relatively detached from Downtown. Increasing the usability of Memorial Park was primary goal for some stakeholder and the charrette team recommends that a series of physical changes to the park be implemented to improve its usability and increase activity on the waterfront. The City should plan for, design, and implement changes that could include:

- The addition of an observation deck and seating area over the rip-rap covered slope on the lake side of the park to increase the park’s usable space and allow people to get closer to the water.



- Relocating the train to increase usable space within the center of the park. Charrette participants noted that Sportsman’s Park could be a more suitable potential location for the train.
- Thinning or eliminating the landscaping at the south end of the park to improve views of the park and harbor from M-32.
- Providing family-friendly recreational elements, such as a splash pad or “life size” chess board in the park.
- Providing a new structure that matches the character of the existing band shell to house new restrooms and a food vending space.
- Creating a plaza and seating area near the vending space to promote the use of the park as a place for picnics and gathering.

Conceptual representations of these recommendations (F and G) can be seen on the following pages.

It is also recommended that the City promote Memorial Park as the primary gathering place in the City by utilizing it as the main venue for as many festivals and events as possible. The City should also consider moving the farmers market to the location as well.

The charrette team also recommends maximizing the usability of the Memorial Park area as a gathering space by making the southern block of Spring Street a more pedestrian friendly space for use during festivals and events. Adding pavers or a similar surface to the street would help notify motorists that this is a place that pedestrians also use. Highly visible crosswalks and pedestrian connections to the existing sidewalks on city streets and walks that lead to Main Street through empty lots should also be incorporated. It should be noted that any improvements made to Spring Street need to consider the truck traffic that uses this route to access EJ, the infrastructure products manufacturing company, to the north of the park. The charrette team also recommends that the back sides of the Main Street businesses on the west side of the southern block be utilized in a way that capitalizes on their relationship with the waterfront. Rear business entrances should be incorporated and outdoor seating and dining areas should be promoted. The pictures on page 17 (H) show how redevelopment could allow for businesses to better utilize the space adjacent to Spring Street and the waterfront.



Illustration F. Potential Memorial Park Changes (Plan View)

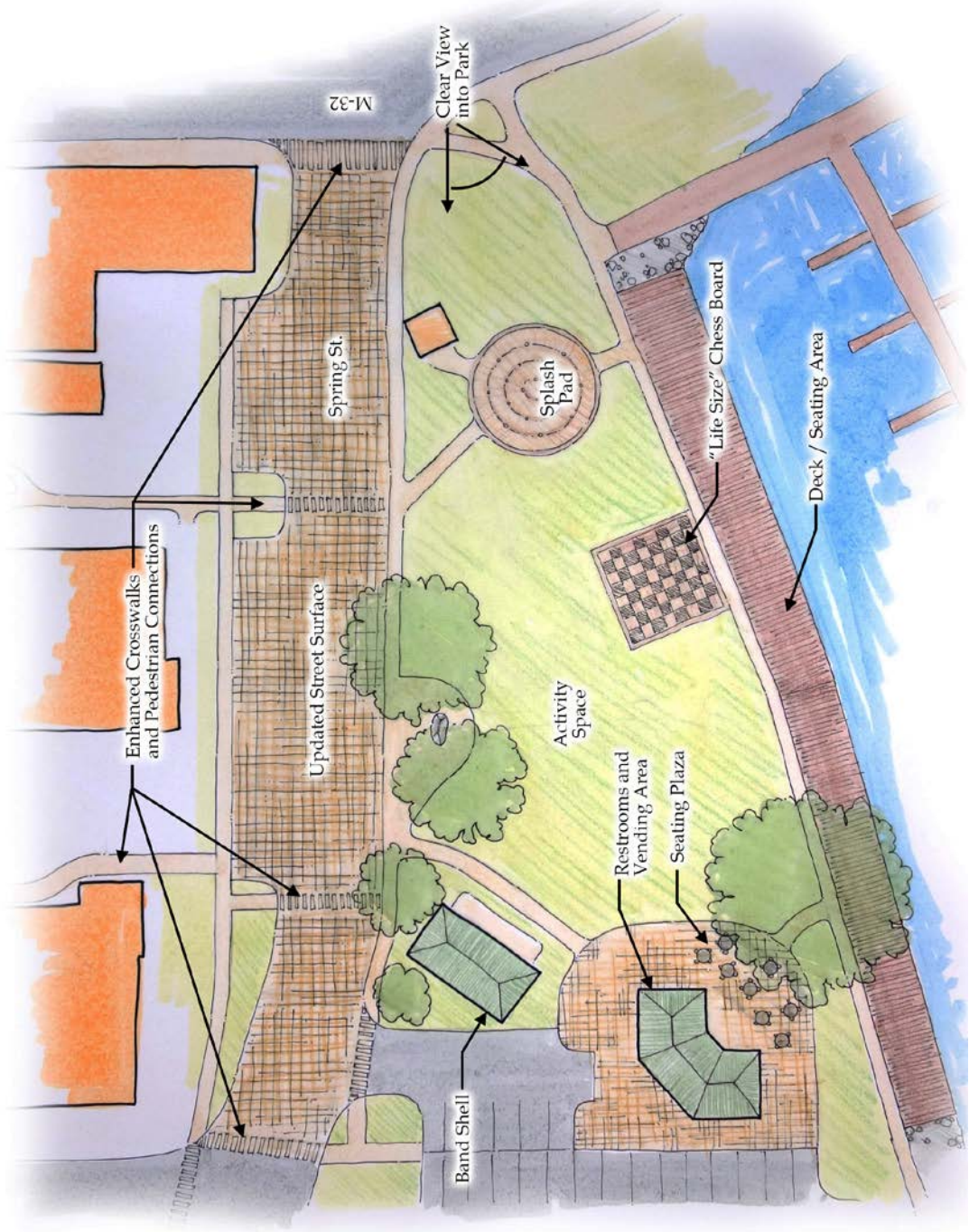


Illustration G. Potential Memorial Park Changes (Perspective Sketch)



Illustration H. Current View



Illustration H. Proposed View



In addition to providing a better relationship between Main Street and the waterfront, improvements to the back sides of these buildings would greatly enhance the visual appeal of downtown for motorists approaching on M-32 from the west.

### **Pedestrian Connectivity**

Pedestrian infrastructure is present throughout the charrette focus area. Much of the pedestrian infrastructure in the focus area is functional, safe, and aesthetically pleasing, however there are improvements that can be made in certain locations to improve the pedestrian experience and connectivity. The existing streetscape along Main Street, constructed in 1998, includes sidewalks of concrete and brick, raised planters, street trees, and street lighting. Similar streetscape improvements were constructed along M-32 between Spring Street and 2<sup>nd</sup> Street in 2006/2007. Concrete sidewalks extend along both sides of M-32 east of 2<sup>nd</sup> Street. A sidewalk on the north side of M-32 runs west from Spring Street, across the bridge over the Jordan River, to the C-48 intersection. This section of sidewalk is directly adjacent to the northern curb on M-32.

One of the most commonly cited issues by charrette participants was the difficulty of crossing the Jordan River by foot or on a bicycle. The existing sidewalk on the north side of M-32 across the Jordan River lies directly adjacent to the busy vehicular travel lane. Due to the lack of separation between pedestrians and cars, people using this walk feel unsafe and uncomfortable to the point that they seek alternate routes across the river. The charrette team observed “social trails” along the roadway where pedestrians have found routes where sidewalks do not exist or that are better separated from the road and more comfortable to walk. “Social trails,” sometimes referred to as “goat paths,” are paths created by foot or bicycle traffic in locations where there is no pedestrian infrastructure. The social trails on the north side of M-32 lead to a small footbridge over the river.

### **Recommendations**

The charrette team recommends that a variety of improvements be made to the pedestrian infrastructure and streetscape within the focus area. The city boat launch and Sportsman’s Park offer access to both Lake Charlevoix and the Jordan River within walking distance of Downtown. Creating efficient, attractive, and safe pedestrian connections between these places and downtown will encourage park users visit downtown and help solidify the perception of East Jordan as a waterfront City. It is recommended that new sidewalks that are separated from the roadway be built along the north side of M-32 in order to provide a safer and more comfortable experience for walkers and bicyclists. The feasibility of an updated, accessible foot bridge over the river to the north of the M-32 bridge should also be investigated.

We also recommend that a pedestrian connection from Sportsman’s Park along the south side of M-32 be made. This connection should incorporate a boardwalk system that crosses the wetlands on the south

“Social trails” show where pedestrians are seeking alternate routes where sidewalks don’t exist or feel too uncomfortable to use.



side of the road bridge and leads to the existing sidewalks on the south side of M-32 near the bank parking lot. The boardwalk system should incorporate wildlife viewing areas and connect with the larger river valley trail system that is currently being discussed. The most feasible route for this boardwalk connection might utilize the old temporary road bed through the wetlands from the time when the M-32 bridge was originally constructed. Charrette participants noted that this connection could also be used in the winter by snowmobiles. This would eliminate the need for snowmobilers to use the sometimes unsafe snowbanks of the M-32 bridge to cross the river and separate them from vehicular traffic. The illustration (I) on the following page shows what these potential pedestrian infrastructure improvements could look like.

The charrette team also recommends that the City continue to work with local and regional stakeholder groups to develop non-motorized and motorized trail connections between East Jordan and other communities around Lake Charlevoix and throughout the region. Creating these trail connections and providing trailhead facilities in the Downtown area would enhance recreation tourism and bring more people to downtown East Jordan.

### Entry Experience and Roadway Design

The primary gateways into Downtown East Jordan are on M-32, entering from both the east and west. The entry experience at these gateways does little to announce an arrival into Downtown, and identify East Jordan as a unique place. Additionally, the existing wayfinding signage does not adequately direct visitors to Downtown and other important locations like schools or parks. Streetscaping and landscaping can be used as an effective placemaking strategy to improve the overall appeal of a roadway and help reduce traffic speeds. Creating a unified corridor aesthetic can help generate a unique identity, or sense of place, for the corridor. Thoughtfully placed and designed wayfinding signage can eliminate confusion for those unfamiliar with an area and direct them to key locations in a community.

### Recommendations

The charrette team recommends that streetscape improvements be incorporated along the M-32 corridor in the charrette focus area. Street trees and uniform street lighting should be incorporated along the roadway to create a cohesive and aesthetically pleasing experience. Additionally, it is recommended that alternative designs for the intersection of M-32 and C-48 be explored. The addition of a roundabout at this intersection could improve the function of the intersection, provide an improved gateway to Downtown, reduce traffic speeds, and provide safer crossing points for pedestrians. The construction of a roundabout in this location would require utilizing portions of the City owned property on the northeast



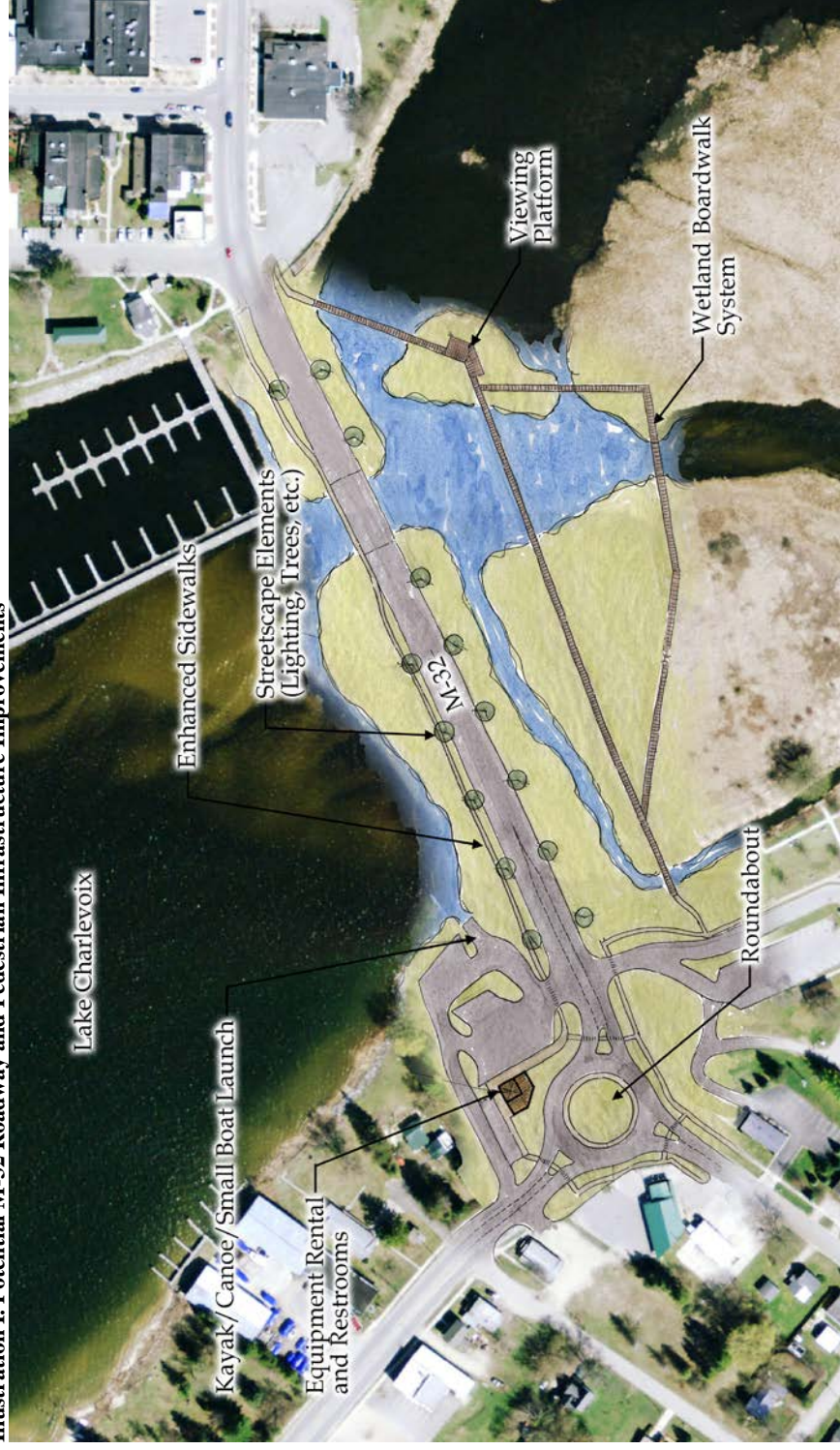
The existing entry experience into Downtown along M-32 could be improved.





corner of the intersection to enlarge the road right-of-way. Collaboration with the Michigan Department of Transportation (MDOT), utility companies, and other regional and local entities would also be required. The illustration below (1) shows what the potential roundabout in this location could look like. The illustration also shows the potential pedestrian connections to Downtown along M-32 and the incorporation of improvements along the roadway and on public property.

Illustration 1. Potential M-32 Roadway and Pedestrian Infrastructure Improvements



### Natural Resources, Recreation, Cultural Heritage & Tourism

Tourism is a large part of the economy in northwest lower Michigan, with many visitors traveling to the region each year. Charrette participants expressed a strong desire to improve local tourism in order to increase diversity in the local economy. East Jordan has a number of assets, including its natural resources and cultural heritage, which can be capitalized on to bolster tourism. The City offers a unique setting with access to both Lake Charlevoix and the Jordan River, along with a number of public spaces and parks in the core of the community.

Creating a robust local trail system for both motorized and non-motorized users that connects to other communities in the region can help East Jordan take advantage of the growing recreation-based tourism movement. According to a recent Michigan Department of Transportation (MDOT) study, the total economic impact of bicycling in Michigan is \$668 million. Capitalizing on local and regional trail improvements helped Marquette, Michigan, increase annual hotel sales by 25,000 rooms from 2009-2012 with an economic impact of \$3.8 million. The City should work to enhance existing trails, create new trails within the City, and provide trail connections to other communities in the region.

Additionally, East Jordan’s unique industrial history can provide the basis for *cultural tourism* (see inset at right). In his article “Cultural Economic Development: An Economic Force Waiting to be Harnessed” in *The Economics of Place: The Value of Building Communities Around People*, Dr. William Anderson notes that cultural and historical attractions play a valuable role in Michigan’s tourism industry. In his article, Anderson, referencing a study by the Tourism Association of America, notes that 80% of all adult travelers are interested in cultural/heritage experiences.

### Recommendations

Many of the placemaking recommendations found earlier in this report apply to increasing natural resource, recreation, and cultural heritage tourism in East Jordan. In addition to those recommendations, the charrette team recommends that efforts be made to provide additional access to the City’s natural resources, increase recreational opportunities, and celebrate East Jordan’s history. Specifically, the City should implement elements of the Trail Towns concept to increase recreational tourism in the form of visiting bicyclists and paddlers and incorporate historic educational displays throughout the study area.

East Jordan should enhance and expand trail systems within the City and work to provide trail connections to other communities within the region. The following basic elements of a “Trail Town

“Cultural tourism means providing the visitor with an engaging and memorable experience based upon our history, the real character of a place, culture, traditions, and creativity.”

-Dr. William Anderson, Cultural Economic Development: An Economic Force Waiting to be Harnessed



Strategy,” from *Trail Towns: Capturing Trail-Based Tourism, a Manual for Communities in Northern Michigan*, should be considered in future City plans:

- Entice trail users to get off the trail and into your town;
- Welcome trail users to your town by making information about the community readily available at the trail;
- Make a strong and safe connection between your town and the trail;
- Educate local businesses on the economic benefits of meeting trail tourists’ needs;
- Recruit new businesses or expand existing ones to fill gaps in the goods or services that trail users need;
- Promote the “trail-friendly” character of the town; and
- Work with neighboring communities to promote the entire trail corridor as a tourist destination.

We recommend that the city create a water trailhead at the City Boat Launch property to accommodate those paddling the Jordan River and Lake Charlevoix and encourage them to visit Downtown East Jordan during their trips. Trailhead amenities should include parking, kayak/canoe storage, restrooms, wayfinding signage, and safe pedestrian connections to Downtown. Additionally, the City should investigate the potential for creating a space that could be leased to a vendor to provide kayak and canoe rentals. The City should work to promote itself as a trail destination for all types of trail users including bicyclists, paddlers, and snowmobilers. In order to accommodate overnight visitors and increase tourism opportunity, the City should continue to promote the development of a hotel in the focus area. The City Planning Commission should review the standards of the Zoning Ordinance to ensure that they allow the type of hotel development that is desired.

We also recommend that local historical displays or educational signage be incorporated throughout the focus area. People are fascinated by the industrial past of the City and the current operations of EJ (formerly East Jordan Iron Works), which is located directly adjacent to the historic Downtown and has a visitor center on Main Street where visitors can learn about the history and workings of the company. In addition to historical displays and educational signage, past and present EJ products should be displayed in the lot adjacent to the visitor center, along the waterfront, and Downtown. The pictures below (J) show how the lot next to the EJ visitor center could look as a small pocket park with an added path between Main Street and Spring Street, displays of EJ products, and educational signage.



Illustration J. Current View



Illustration J. Proposed View



### Implementation - Tools & Practices

#### Zoning Ordinance Standards

The City Planning Commissions should consider amending the Zoning Ordinance to require design and management standards that reflect the future vision for the focus area. Zoning amendments should address land uses, building location, building orientation, and signage. Potential amendments should be focused on creating more walkable and pedestrian oriented development. Building design guidelines (discussed below) could be encouraged or required in the Zoning Ordinance as well.

#### Design Guidelines

To create a unified and improved aesthetic character for the focus area, the Planning Commission should establish a set of design guidelines for buildings in the commercial areas along Main Street and M-32. Guidelines should address building location, orientation, bulk, entrances, facades, roof lines, window placement, and building materials. The City should collaborate with local property owners during the creation of the design guidelines to ensure support for the proposed recommendations. Design guidelines are not regulatory documents, but can serve to inform any future zoning standards related to building design and aesthetics.

Design Guidelines - Design guidelines work to convey a sense of the preferred vision for an area. It is important to note that design guidelines are not regulatory. Rather, design guidelines provide a connection between general planning principles and the zoning ordinance.



### **Redevelopment Ready Communities Program**

The Redevelopment Ready Communities (RRC) Program, administered by the Michigan Economic Development Corporation (MEDC), is a certification program that helps communities adopt redevelopment strategies and processes to encourage development. Communities that choose to participate in the program evaluate and modify their practices related to community plans and public outreach; zoning standards; development review processes; recruitment and education; specific redevelopment sites; and community prosperity. The City should consider participating in the RRC program to show that the community is business friendly and proactive about future development. The MEDC also helps program communities market their top priority redevelopment sites.

### **Community Development Block Grants**

Community Development Block Grant (CDBG) funding is provided to local communities through the Michigan Strategic Fund with assistance from the Michigan Economic Development Corporation (MEDC). A variety of grants related to economic development, downtown development, and housing projects are available. The City should investigate utilizing CDBG funding for blight elimination, façade improvement, and historic structure acquisition projects. Additionally, CDBG Farm to Food funding is available for the construction, improvement, or expansion of a three- to four-season farmer’s market facility. This funding could be used to construct a farmer’s market facility at Memorial Park or Sportsman’s Park. A local match of at least 25% is required for the grant. Funding requests must be between \$30,000 and \$750,000.

### **Transportation Alternatives Program (TAP)**

The Transportation Alternatives Program was authorized under Section 1122 of the Federal *Moving Ahead for Progress in the 21st Century Act* (MAP-21). Under the Program, each state Department of Transportation is required to allocate 2 percent of its total Federal Highway funds for programs and projects defined as *transportation alternatives*. Examples of transportation alternatives include non-motorized trails, sidewalks, transit stops or stations, and education and safety programs such as Safe Routes to School. This is a potential funding source for improvements in the focus area.

### **Natural Resource Funding Sources**

The Michigan Natural Resources Trust Fund (MNRTF) provides funding assistance for state and local outdoor recreation needs, including land acquisition and development of recreation facilities. This assistance is directed at creating and improving outdoor recreational opportunities and providing protection to valuable natural resources. Development project grant amounts range from \$15,000 to



\$300,000, with a required minimum local match of 25 percent. Trails and greenways are a priority project type for MNRTF grants. The City should pursue these funding sources in support of efforts to support trail and other recreation projects in the community.

The Michigan Department of Natural Resources' (DNR) Land and Water Conservation Fund provides funding to local governments for the acquisition and development of public outdoor recreation areas and facilities. A local match of at least 50% of the total project cost is required. Grant amounts range from \$30,000 to \$100,000. This funding source could be used to support trail development and the acquisition of properties to expand local recreation and trail systems.

The DNR also provides Waterways Program Grants to local governments for the design and construction of public recreational marina and boating access facilities through the Michigan State Waterways Fund. Grant priority may be given to projects where a local match of 50% or greater is made. Grants can be used for design and implementation of new marina or access projects or infrastructure improvement projects. This funding source could be used for the development of improvements for the City Marina or City Boat Launch properties.

**Downtown Development Authority**

The City should continue to use its Downtown Development Authority (DDA) to plan for, fund, and implement mutually beneficial public infrastructure projects and the redevelopment and revitalization of underperforming commercial properties. The DDA has utilized Tax Increment Financing (TIF) to fund public infrastructure and streetscape projects in the past and should consider utilizing this technique to fund future projects as well. The entire charrette focus area falls within the City of East Jordan DDA boundary.

