MENOMINEE COUNTY MASTER PLAN

2012

Adopted _____ 2012

ACKNOWLEDGEMENTS

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City of Menominee District Map
Menominee County Land Cover/Use Map

1.0 OVERVIEW AND BACKGROUND

1.1 Introduction

This revised document, now titled the **Menominee County Master Plan**, was previously named the Comprehensive Plan for Menominee County. The State of Michigan enacted PA110 of 2006, a revised zoning and planning act, which is known as the Michigan Zoning Enabling Act (MZEA). Public Act 12 of 2008 amended the MZEA. The MZEA authorizes local units of government to adopt and administer zoning regulations.

The Michigan Planning Enabling Act (MPEA) - Act PA 33 of 2008, and as amended in September of 2008 authorizes the establishment of planning commissions and the preparation of local master plans in all local units of government.

A master plan is a land use and infrastructure focus that sets forth local goals, objectives, and policies for community (*county in this case*) growth and/or redevelopment over the next 20-30 years. It is used as the basis for the local zoning ordinance, subdivision regulations, other local land use regulations, and for ensuring that capital improvements are consistent with the master plan.

This overall outline based on pertinent historical data about trends in population, economic base, natural features, land uses, current infrastructure of facilities and services, housing, recreation, and transportation can and should be used as a guide for planning purposes. Planned growth and development for potential land uses or possible new business and/or residential developments should be based on consideration of items such as the proximity to utilities, road access and current available infrastructure along the main corridors in the county.

Under Michigan law, a planning commission's primary responsibility is to develop and adopt a master plan. The second obligation is to provide leadership to the local legislative body and local administrators in using or implementing the master plan and related plans. Functions and duties of the County Planning Commission are to coordinate local planning and zoning with county and state economic development and infrastructure planning in relation to job creation and retention; transportation, sewer and water and broad air and water quality issues.

Using the master plan as a guide, the Menominee County Planning Commission can carefully consider and review any development plans that may be presented. Because there are a number of buildings and sites with good infrastructure in and around the city of Menominee, it is most logical that a developer would first consider the land and buildings available in the city of Menominee. The city of Stephenson as well as the villages of Powers, Carney and Hermansville also offer the necessary elements of good infrastructure such as available work force, highway and railroad accessibility, utilities, and sewer systems that create desirable conditions to establish new development. The outlying townships away from main corridors of infrastructure are generally less desirable for industrial development.

Section 203 (1) (MCL 125.3203) of the Michigan Zoning Enabling Act requires: "The zoning ordinance shall be based upon a plan designed to promote the public health, safety, and general welfare, to encourage the use of lands in accordance with their character and adaptability and to limit the improper use of land, to conserve natural resources and energy, to meet the needs of the state's residents for food, fiber, and other natural resources, places of residence, recreation, industry, trade, service, and other uses of land, to insure that uses of the land shall be situated in appropriate locations and relationships, to avoid the overcrowding of population, to provide adequate light and air, to lessen congestion on the public roads and streets, to reduce hazards to life and property, to facilitate adequate provision for a system of transportation, sewage disposal, safe and adequate water supply, education, recreation, and other public requirements, and to conserve the expenditure of funds for public improvements and services to conform with the most advantageous uses of land, resources, and properties. The zoning ordinance shall be made with reasonable consideration to the character of each district, its peculiar suitability for particular uses, the conservation of property values and natural resources, and the general and appropriate trend and character of land, building, and population development."

PLANNING should occur for the following reasons.
The Michigan Planning Enabling (MPEA) Act PA 33 of 2008 states the following: MPEA requires local planning commissions to develop a master plan; permits communities to make choices and set goals instead of accepting whatever happens; prevents wasteful expenditures of public and private funds; allocates scarce resources; allows the public to help make decisions in the planning process for their community; protects property values; contributes to the economic development and sets the stage for building quality structures that add to the tax base.

Notes: All zoning restrictions run with the land, not with the owner of the land.
A zoning ordinance is not a Building Code or Land Division Ordinance or the Health Code. Zoning requires compliance with these items to ensure that public policy is consistently implemented as well as helping to keep the development review procedures on track.

Several land use and development planning efforts have been completed in Menominee County over the years. Before the major revision of this document, the previous county comprehensive plan was based on a 1978 report that was substantially updated and revised by the county planning commission in 1994. The last review was May of 2003. According to the Michigan Zoning Enabling Act (MZEA) a review of the Master Plan must be conducted every five years. Changes may not necessarily be needed but it must be reviewed for possible changes to keep the document current. Mapping must also be updated as changes occur.

The how, why, where, when, and what type of development occurs is influenced primarily by demographic and economic conditions. Menominee is a rural county with a significant aging resident population, a significant out-migration of its resident young and increasing in-migration of seniors from urban areas.

The County Planning Act as amended (M.C.L. 125.101 et. seq.) states that "no work shall be initiated on any project involving the expenditure of funds by a county board, department or agency for the acquisition of land, the erection of structures, the extension, construction or improvement of any physical facility by any county board, department or agency unless a full

description of the project, its proposed location and extent thereof shall have been submitted to the county planning commission and the report and advice of the commission thereon shall have been received .....by the county board, department or agency submitting the proposal."

The planning commission has thirty (30) days in which to provide written comments to the proposing entity or the opportunity to comment expires. Due to submission dates that do not coincide with meeting dates of the county planning commission meetings, the commission may miss the opportunity to raise questions, comments or objections to the proposed plan. The comments are advisory in nature only. However, especially with large impact proposals, every effort should be made to review the future plans and consider the impacts on the county.

Existing conditions and circumstances that affect the county are discussed in chapters 2 through 9. Chapters 10 and 11 use the background information as a basis to continue through a progression of analyses of trends, assumptions, and alternatives culminating in goals and strategies for the future.

Major elements discussed in this document include population, economic base, natural features, land use, community facilities and services, housing, recreation, and transportation. All elements are presented with the best pertinent information available. The review process addresses each chapter or element which includes a summary of the points having the greatest relevance to future county decision-making. Desired future conditions are addressed with goal statements and supporting strategies. Interestingly, the majority of desired future conditions remain on target for the county's future growth and development.

In summary, this master plan is intended for use as a guide by local officials when considering matters related to future development and land use. Planning is a process that requires ongoing review and analysis. As such, this master plan will remain a "work-in-progress" and will require timely and thoughtful revisions in order to be used effectively and properly.

1.2 Plan Elements

Important components to be used in a Master Plan are as follows:

1. Background information regarding historical, housing, population and other current conditions.
2. Development of goals and objectives that define how the county will address identified but continually changing concerns and trends.
3. Description of types of development and suitable locations that would be most appropriate.
4. Future Land Use Map used as an illustration of potential long-range land use patterns.

Together the above elements will serve as a guide for the county as it discusses and reviews how important decisions will be made now and in the future reference policy changes, budget allocations, special land use approvals, as well as rezoning requests and site plan reviews.

1.3 Planning Framework

Characteristics on which a Master Plan is based, each of which must be considered by the Menominee County Planning Commission and the County Board as the Master Plan is implemented and updated as needed, include the following major points:

1. Community *(County)* Character desired by the citizens determines the Plan's goals. A strong emphasis placed on maintaining natural character, for example, would be reflected in the Future Land Use goals and any subsequent design standards.
2. Capability of Land: Environmental constraints must also be considered.
   A. Is the land able to accommodate the planned uses without a negative environmental impact?
   B. If public utilities are not available, are the soils capable of accommodating the density of the planned development?
   C. What are the impacts to the extensive wetland systems?
3. Community Needs:
   A. What types of land use are needed in the community?
4. Available Services: Through issue and goal identification, data collection and information obtained about the status of community services –
   A. Are existing services capable of handling planned development?
   B. What if any kind of strain would be placed on ability to provide fire protection or police protection?
   C. What road improvements would be required?
5. Existing Development:
   A. How will planned land uses affect existing uses?
   B. How will planned uses affect nearby existing uses?
6. Regional Planning: Regional issues such as transportation, watershed management and environmental protection must be considered and take into account neighboring areas in the broad picture of any development. Sharing copies of the Plan and communicating with other local (township, county or regional) planners as well as other entities will facilitate regional planning and coordination efforts.

1.4 Implementation

To implement a Master Plan, the unit of government *(in this case the County)* should continually strive to ensure effective use of this document. Land Use and design decisions can be guided by the vision, goals and objectives set forth in this Plan. The Master Plan should be flexible and recommendations considered thoughtfully. Adjustments should only be made as necessary and justified based upon changing conditions or shifts in community philosophy.

Adopting or changing a Master Plan does not directly affect the zoning of any property. However, future changes to the zoning map are intended to be reflective of the planned uses shown by the Master Plan. Careful consideration based on certain criteria should always be considered whenever a change that is not consistent with the Plan is proposed.

If the Menominee County Planning Commission takes the following critical evaluation factors into account and does a regular review, or at the minimum, performs the required five-year review requirement, then future development decisions will reflect the desires of the citizens as reflected through the planning documents.

Future Land Use Evaluation Factors:

1. *Does the proposed new classification meet the qualifications noted in the appropriate section of the Master Plan?*
2. *Is the new use compatible with and appropriate in the vicinity under consideration?*
3. *Have any conditions changed in the area since the plan was adopted that justify this change?*
4. *Are there any community impacts that should be considered, such as increased traffic, or other impacts that might create a need for additional services or improvements?*
5. *Are there any environmental considerations that may be contrary to the intent of the existing or proposed land use?*
6. *Was the property properly classified when the Plan was adopted or amended? Are the qualities of the area different than those that are described in the Plan?*
7. *Will there be any adverse effects on adjacent properties as a result of the proposed land use change?*
8. *What impacts will result on the public health, safety and welfare of the area?*

1.5 Zoning

It is generally believed that the nation's first zoning ordinance was created in 1885. By the mid-1920s states began enacting legislation to permit zoning as a practical land use control tool. Since zoning regulates how land can be used, it is axiomatic that it will be controversial.

At the direction of the Menominee County Board of Commissioners, the county planning commission began developing a county zoning ordinance in 1979. It was the consensus among unzoned townships that zoning could be best handled at the county level. The ordinance would apply to all unzoned townships. Formal adoption by the county board occurred on September 8, 1986. Petitioners requested that the issue be placed before voters of the townships. The ordinance was rejected in a referendum election held on May 19, 1987. Currently the townships of Daggett, Faithorn, Gourley, Holmes, Meyer, Nadeau and Spalding and the villages of Carney and Daggett are unzoned.

Currently, nine (9) local governmental units administer their own zoning ordinances and ordinance development is under consideration and development in Menominee Township. Zoned areas include the townships of Cedarville, Harris, Ingallston, Lake, Mellen, and Stephenson; the village of Powers and the cities of Menominee and Stephenson. *The most local unit of government has jurisdiction in zoning matters.*

As the county population continues to disperse and development occurs in no particular pattern, community identities become less distinct. Furthermore, with no land use control over much of the county, inconsistency is virtually assured and the result is usually irreversible. Very often, the effect of dispersion means abandoning infrastructure in one area and building it in another. Low density residential development and scattered subdivisions represent a living style choice. It is reasonable to expect further suburbanization of the landscape with an even greater automobile dependence.

1.6 County Description

Menominee is the southernmost county in the Upper Peninsula of Michigan. It includes a land area of 1,044 square miles or about 668,000 acres. Much of its border is formed by water features: the Menominee River along the western side for 75 miles, Green Bay (Lake Michigan) on the east for 43 miles. A majority of the 24,029 (2010 census) residents live in the southern end of the county in or near the city of Menominee, the county seat. Nearly eighty percent of the county is forested with another ten percent in agricultural use. The economy is anchored by a large manufacturing base in the city of Menominee and agribusiness - most notably dairying and forest products. It leads the Upper Peninsula in dairy production and agriculture overall. Two trunklines are major transportation routes that link Wisconsin to upper Michigan. Highway US-2, which extends for nearly the entire east-west length of the Upper Peninsula, passes through the northern part of the county and is intersected by US-41 at Powers. Highway 41 (more centrally located in the county) and M-35 along the lakeshore run north and south in the county.

1.7 Brief County History

Until a few European hunters and trappers established a permanent presence around 1800, indigenous people of the Menominee tribe inhabited the county exclusively. The name Menominee came from their own language, a distinct dialect of the Algonquin, and means "good seed" or "wild rice people." Wild rice and fish were diet staples.

The present day county area was a part of Mackinaw (sic) County at the time of the first settlements. Later, a portion of Mackinaw from the Menominee River to Lake Michigan was established as Delta County. Subsequently, the county of Menominee was established in 1863, and until 1883 included parts of Dickinson and Iron counties.

The first sawmill was installed in 1836 marking the emergence of a large lumbering industry that remained strong throughout the century. Simultaneously, the fish-abundant waters of Lake Michigan brought about a thriving fishing industry.

Settlement away from the Menominee River mouth first occurred in the 1850s as some German families established farms near Birch Creek. Additional farming settlements were established mainly along streams where timber had been cleared. Central areas of the county with heavier, more productive soils were settled and cultivated subsequently. Ports created for lumbering and trapping enterprises were important facilities for emerging manufacturing and agricultural industries. The Chicago and Northwestern Railroad extended a line through the county to Escanaba in 1872 giving impetus to further development.

2.0 POPULATION

2.1 Introduction

Population change is the primary component in tracking a community's past growth as well as forecasting future population trends. Population characteristics relate directly to a community's housing, education, recreation, health care, transportation, and future economic development needs. The growth and characteristics of population in a community are subject to changes in prevailing economic conditions.

To fully understand the population issues of a community requires an analysis that includes surrounding areas because of the many ways in which communities are interrelated. Examining trends and changes among communities and drawing comparisons and contrasts helps to paint a more complete demographic picture. It is common for residents to work, shop, recreate and find essential services outside of their communities.

This chapter relies heavily on census data in discussing past, existing and projected demographic characteristics. Comparisons and analysis are based on the most recent information available which in most cases is from the 2010 census.

NOTE: As the U.S. Census Bureau no longer uses the long form that garnered more complete and detailed demographics, the American Community Survey now provides 5-year estimates. *Although the American Community Survey (ACS) produces population, demographic and housing unit estimates, for 2010, the 2010 Census provides the official counts of the population and housing units for the nation, states, counties, cities and towns. For 2006 to 2009, the Population Estimates Program provides intercensal estimates of the population for the nation, states, and counties.*

2.2 Population Trends

Table 2-1 shows Menominee County's population census history from 1870 to current. After peaking in 1890, the County's population dropped by almost 20 percent during the next decade. Recorded populations since that time have been fairly constant with decennial changes ranging from negligible to almost 7 percent. The 2010 census showed a decline in the county population from 2000 with the greatest decline in the city of Menominee.

Major population fluctuations generally mirror economic activity. Menominee reached its peak population at least 20 to 30 years earlier than other Upper Peninsula counties. In the late 1800's, development of lumbering and iron ore mining were responsible for the population growth. The iron ore mining areas in the northern part of Menominee County were to become part of Dickinson, Michigan's youngest county, in 1891. Parts of Iron and Marquette counties were also included in Dickinson County's creation. This action is likely a major reason for the 20 percent population loss recorded in 1900.

Population comparisons by Menominee County governmental units from 1940 to 2010 are presented in Table 2-2. Population shifts are evident in the townships closest to the city of Menominee (Mellen, Ingallston and Menominee townships) and northeastern jurisdictions of Gourley, Harris and Spalding. Many townships, the village of Daggett and the city of Menominee have not regained their pre-World War II population levels.

County comparisons are presented in Table 2-3. Menominee, Dickinson and Delta counties recorded small population increases. Losses in Marquette County were due, in large part, to the 1995 closure of K.I. Sawyer Air Force Base.

TABLE 2-1
Population of Menominee County 1870-2010

Year	Population
1870	1,791
1880	11,987
1890	33,639
1900	27,046
1910	25,648
1920	23,778
1930	23,652
1940	24,883
1950	25,299
1960	24,685
1970	24,587
1980	26,201
1990	24,920
2000	25,326
2010	24,029

Source: U.S. Bureau of the Census for years cited

TABLE 2-2

Population 1940-2010, Menominee County Civil Divisions

Township	1940	1950	1960	1970	1980	1990	2000	2010	1940-2010 Change	1940-2010 Percent Change
Cedarville	338	245	218	231	212	185	276	253	-85	-25.1%
Daggett	923	885	739	777	803	745	740	714	-209	-22.6%
Faithorn	339	233	222	208	227	213	214	243	-96	-28.3%
Gourley	336	371	409	380	400	362	409	420	84	25.0%
Harris	1,465	1,345	1,195	1,237	1,563	1,542	1,895	1,968	503	34.3%
Holmes	627	539	408	336	253	292	296	355	-272	-43.4%
Ingallston	948	886	816	877	1,066	1,055	1,042	935	-13	-1.4%
Lake	738	719	515	532	622	603	576	556	-182	-24.7%
Mellen	865	878	800	822	1,159	1,183	1,260	1,150	285	32.9%
Menominee	1,760	2,097	2,670	3,212	4,026	3,956	3,939	3,488	1728	98.2%
Meyer	1,536	1,069	973	1,004	1,004	1,090	1,036	1,001	-535	-34.8%
Nadeau	1,680	1,572	1,403	1,084	1,219	1,161	1,160	1,161	-519	-30.9%
Spalding	1,555	1,634	1,414	1,632	1,842	1,536	1,761	1,674	119	7.7%
Stephenson	931	884	826	707	733	695	716	670	-261	-28.0%
Village										
Carney	-	-	-	-	236	197	225	192		0.0%
Daggett	283	341	296	366	274	260	270	258	-25	-8.8%
Powers	258	510	415	560	490	271	430	422	164	63.6%
City										
Menominee	10,230	11,151	11,289	10,748	10,099	9,398	9,131	8,599	-1631	-15.9%
Stephenson	612	791	820	800	967	904	875	862862	250	40.8%
COUNTY TOTAL	**24,883**	**25,299**	**24,685**	**24,587**	**26,201**	**24,920**	**25,326**	**24,029**	-695	-3.4%
Percent Change by Decade	-	**1.70%**	**-2.40%**	**-0.30%**	**6.6**	**-4.90%**	**1.60%**	**-5.10%**		

TABLE 2-3
Population, Selected Counties, 1990-2010

County	2010 Population	2000 Population	1990 Population
Delta	37,069	38,520	37,780
Dickinson	26,168	27,472	26,831
Marquette	67,077	64,634	70,887
Menominee	**24,029**	**25,326**	**24,920**
Marinette (WI)	41,749	43,384	40,548

Source: U.S. Bureau of the Census for years cited

Population change is the result of natural increase and migration. When births within a community within a period of time exceed deaths, a positive natural increase occurs. If deaths exceed births, a negative natural increase is the result. Communities with a relatively young population tend to have a high natural increase due to higher birth rates. Those communities with many older persons tend to have a small natural increase; a negative natural increase is uncommon.

Net migration is the difference between the number of people moving into a community and the number of people moving out. Net migration is positive when more people move into an area than move out. Communities not prospering economically are more susceptible to out-migration as residents leave in pursuit of employment opportunities elsewhere.

2.3 Racial Composition

Consistent with the region, Menominee County's racial composition is overwhelmingly Caucasian. However, the percentage of non-white residents – particularly Native Americans - has nearly doubled over the last two decades. Counties surrounding Menominee County all have about 95% Whites with the balance of the population primarily represented by Native American and Hispanic races. These statistics are consistent throughout the area including Marinette County in Wisconsin. Non-white residents now make up a very small part of the County's population.

See Table 2-4.

TABLE 2-4
Population by Race, Menominee County, 1990-2010

Race	1990		2000*		2010*	
	Number	Percent	Number	Percent	Number	Percent
White	24,464	98.2	24,375	96.2	22,891	95.3
Black	7	-	25	-	72	0.3
Native American, Eskimo & Aleut	382	1.5	576	2.3	648	2.7
Asian & Pacific Islander	60	0.3	55	0.2	78	0.3
Other Race/Multi-Race	7	-	295	1.2	285	1.2
Total	24,920	100.0	25,326	100.0	24,029	100.0

Source: U.S. Bureau of the Census, 1990 Census of the Population, STF 1A, Table 006; Profile of General Demographic Characteristics: 2000, Table DP-1

* Additional subcategories for racial information were used in 2000 and 2010.

2.4 Educational Attainment

Education and training requirements have been increasing in most industries. Employers whose hiring requirements once did not place a lot of emphasis on formal education are, in most instances, looking for prospective employees who have attained an educational level sufficient to meet the demands of today's workplace. A highly trained, educated workforce is an asset in attracting employers to a community.

MENOMINEE COUNTY (estimates from ACS 5-Year Estimates)

Population 18 to 24 years of age:
Over 1500 with a slight majority of males over females – 800 / 700.
About 35% will be high school graduates (including GED's); more than 20% will not have a high school diploma. Over 35% will have some college education and less than 4% will have earned a bachelor's degree.

Population 25 years of age and older:
Over 17,500 with a slight majority of females over males split almost evenly at 8800-8700.
In this age bracket, about 45% will be high school graduates (including GED's); more than 10% will not have a high school diploma. Over 30% will have some college education and less than 10% will have earned a bachelor's degree.

Population 25 years to 65 years of age:
In the 25 to 65 age range about 95% of the population will have earned at least a high school diploma with about 15% earning at least a bachelor's degree or higher. In the 65 and older age group, 75% will have high school diplomas and about 10% will have degrees of higher learning.

2.5 Household Characteristics

Evaluation of the changes in household characteristics in a community can often provide valuable insights about population trends. Household relationships reflect changing social values, economic conditions, and the demographic changes such as increased life spans and the increasing mobility of our society.

A household is defined as all persons who occupy a housing unit according to the Bureau of the Census. This can include one person living alone, a single family, two or more families living together, or any group of related or unrelated persons sharing living quarters.

A family consists of a householder and one or more persons living in the same household who is related by birth, marriage, or adoption. A non-family household can be one person living alone or any combination of people not related by blood, marriage, or adoption.

The total number of households in Menominee County decreased by only 0.5% (1/2 of 1%) between 2000 and 2010. The number of households decreased to 10,474 in 2010. The average household size decreased to 2.26 persons.

The number of family households in the County decreased over the last several decades. Married-couple households also decreased with corresponding increases in female and male householder families. Meanwhile, the percentage of non-family households increased from 1990 to 2010, indicative of contemporary social and demographic changes.

TABLE 2-5
Household Characteristics, Menominee County 1990-2010

	1990		2000		2010	
Household Type	Number	Percent	Number	Percent	Number	Percent
Family Households	6,854	70.2	7,006	66.5	6,819	65.1
Married-Couple Family	5,763	84.1	5,660	80.8	5,353	78.5
Female Householder	826	12.1	927	13.2	955	14.0
Male Householder	265	3.8	419	6.0	511	7.5
Non-Family Households	2,912	28.9	3,523	33.5	3,655	34.9
Total Households	9,766	100.0	10,529	100.0	10,474	100.0
Average Household Size	**2.52**		**2.36**		**2.26**	

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 1A, P003, P016 and H017A; 1980 Census of the Population and Housing, STF 1, 003, 016, 035; Profile of General Demographic Characteristics: 2000, and 2010 Census, Table DP-1

2.6 Population Density

Population densities for all Menominee County jurisdictions are presented in Table 2-6; the densities for other counties and the state are provided in Table 2-7. The Menominee County District Map shows the nine (9) electoral districts for County Commissioners. As of 2012, these districts average 2600-2700 population per district. There is also a district map for the City of Menominee. See Maps.

Menominee County's 24,029 residents live within the 1,044 square mile boundary producing a density of 23 persons per square mile. This is down from 24.3 persons in 2000.

Densities vary with the degree of development. Cedarville Township is the least densely inhabited while the City of Menominee exhibits the highest density.

TABLE 2-6
Population Densities, Menominee County Civil Divisions, 2000 and 2010

Civil Division	Land Area in Square Miles	Persons Per Square Mile 2000	Persons Per Square Mile 2010
Menominee County	**1,043.7**	**24.3**	**23.0**
Cedarville Township	79.0	3.5	3.2
Daggett Township	35.9	20.6	19.9
Village of Daggett	1.1	245.5	234.0
Faithorn Township	53.6	4.0	4.5
Gourley Township	35.7	11.5	11.8
Harris Township	143.1	13.2	13.8
Holmes Township	71.3	4.2	4.7
Ingallston Township	70.8	14.7	13.2
Lake Township	70.8	8.1	7.9
Mellen Township	30.8	40.9	37.3
City of Menominee	5.2	1826.2	1,669.0
Menominee Township	72.8	54.1	47.9
Meyer Township	89.8	11.5	11.1
Nadeau Township	80.7	14.4	14.4
Village of Carney	1.1	204.5	192.0
Spalding Township	162.5	10.8	10.3
Village of Powers	1.0	430.0	425.0
City of Stephenson	1.1	795.5	789.0
Stephenson Township	40.7	17.6	16.5

Source: U.S. Bureau of the Census

TABLE 2-7 **Population Densities, Selected Areas, 2000 and 2010**			
Governmental Unit	Land Area in Square Miles	Persons Per Square Mile for 2000	Persons Per Square Mile for 2010
Menominee County	**1,043.7**	**24.3**	**23.0**
Delta County	1,170.0	32.9	31.7
Dickinson County	766.4	35.8	34.1
Marinette County (WI)	1,402.0	30.9	29.8
Marquette County	1,821.3	35.5	36.8
State of Michigan	56,809.2	174.9	174.0

Source: U.S. Bureau of the Census

2.7 Estimates and Projections

Although estimates and projections as population measurements are used interchangeably, there are differences. Estimates generally use existing *historical* data collected from multiple sources. Projections are estimates of the population for the *future* and are based on assumptions about future births, deaths, in-migration and out-migration.

Projections are useful for community planning endeavors. For instance, demand for certain types of public services can be anticipated by using sound population projections. Formulating projections is complicated and fraught with unknowns such as unforeseen economic events that can trigger migration. Other considerations like fertility and mortality data have much less impact. Census Bureau projections are presented in Table 2-8.

TABLE 2-8 **Population Projections, Selected Areas, 1990-2020**							
Area	1990 Census	1995	2000	2005	2010	2015	2020
Menominee County	24,920	24,500	23,600	22,500	21,500	20,600	19,600
Delta County	37,780	38,600	38,800	38,900	39,100	39,200	39,400
Dickinson County	26,831	27,200	27,400	27,500	27,700	27,900	28,100
Marquette County	70,887	65,400	69,100	68,900	68,400	67,600	66,700
State of Michigan	9,295,277	9,556,100	9,786,700	9,963,800	10,121,300	10,285,000	10,454,700

Source: Michigan Department of Management and Budget, Office of State Demographer, January 1996

2.8 Issues and Opportunities

The most populous period for the County was recorded in 1890 before northern portions were split away and included in newly-created Dickinson County.

Population growth has been flat for the past seventy years with a general movement away from residential concentrations.

The median age has been rising. This is the result of the aging of population nationally and the influx of retirees with no dependent children. A notable exception to the county's median age is the Hannahville Indian Community.

Persons 65 years and older comprise approximately 20% of the county's population. The size of the post-World War II generation will significantly impact the age composition of the population long-term.

The county's racial diversity has increased over the past twenty years but remains predominantly Caucasian (White).

The number of households is increasing and getting smaller. Non-family households have increased.

3.0 ECONOMIC BASE

3.1 Introduction

Many factors contribute to the economy of an area, some of which extend well beyond its borders. Outside influences have increased markedly with newer technologies and an emerging worldwide economy.

Two major sectors make up an economy: one that provides goods and services for markets outside the area (basic or export sector) and one that provides goods and services for local consumption (non-basic sector). Economic vitality and balance rely heavily on the creation and retention of local basic sector jobs.

NOTE: As the U.S. Census Bureau no longer uses the long form that garnered more complete and detailed demographics, the American Community Survey now provides 5-year estimates. *Although the American Community Survey (ACS) produces population, demographic and housing unit estimates, for 2010, the 2010 Census provides the official counts of the population and housing units for the nation, states, counties, cities and towns. For 2006 to 2009, the Population Estimates Program provides intercensal estimates of the population for the nation, states, and counties.*

3.2 County Economy

Tax Base

Under Michigan law, all property must be assessed at 50 percent of what has been determined to be its "true cash value". State equalized valuations are based on the actions of three bodies: the local assessor and board of review, the county board of commissioners, and the state tax commission.

Six real property classifications are used in the equalization process. The classes of real property include agricultural, commercial, developmental, industrial, residential and timber-cutover. The majority of equalized valuation is found in the residential class. Assessed valuation in the agricultural class accounted for approximately 10 percent, ahead of both commercial and industrial. An additional classification is used for personal property that is taxable but not real property.

The city of Menominee and the township of Menominee continue to lead the other governmental units in SEV. As local assessors and the county equalization director review township data, and by review of building permit applications, the county continues to find additional new tax base annually. Table 3-1 shows State Equalized Valuations for 2011 in Menominee County.

Table 3-1
State Equalized Valuations, Menominee County, 2011

Jurisdiction	2011 SEV Real Property	2011 SEV Personal Property	2011 Total SEV	Percent Change 2002-2011
Cedarville Township	$32,862,800	$459,262	$33,322,062	74.0%
Daggett Township	$29,040,800	$564,286	$29,605,286	69.9%
Faithorn Township	$23,446,000	$415,378	$23,861,378	108.4%
Gourley Township	$19,112,100	$260,922	$19,373,022	66.5%
Harris Township	$65,341,457	$$3,577,528	$68,918,985	83.6%
Holmes Township	$43,659,600	$3,113,935	$46,773,535	87.3%
Ingallston Township	$67,546,700	$638,991	$68,185,691	48.2%
Lake Township	$47,018,100	$1,559,418	$48,577,518	94.4%
Mellen Township	$46,135,900	$2,962,532	$49,098,432	74.9%
Menominee Township	$136,010,900	$8,498,450	$144,509,350	51.1%
Meyer Township	$38,898,400	$1,355,250	$40,253,620	86.6%
Nadeau Township	$56,718,400	$2,289,088	$59,005,488	92.5%
Spalding Township	$62,248,900	$2,913,433	$65,162,333	94.9%
Stephenson Township	$29,589,900	$824,070	$30,413,970	69.3%
City of Menominee	$196,183,500	$26,878,224	$223,061,724	42.3%
City of Stephenson	$16,950,300	$489,762	$17,440,062	43.3%
Menominee County Total	**$910,763,757**	**$56,798,529**	**$967,562,286**	**64.2%**

Source: Menominee County Equalization Department, 2011

Manufacturing

In terms of employment and payroll in the county, manufacturing is an important factor. The many types of manufacturing activity serve a diverse customer base, a fact that helps to deter severe hardship during difficult economic times.

A majority of the county's manufacturing businesses and related jobs are located in the city of Menominee and in several of the northern townships of Menominee County. Paper and wood products, furniture, castings, precision automotive and truck components, fish netting, and electrical equipment are prominent among the manufactured products. Additionally, there is considerable manufacturing and employment in and near Marinette in neighboring Wisconsin. These include a large shipbuilding operation, paper mill, foundry, and manufacturers of fire suppression equipment, helicopters, precision automotive and truck components, metal machine parts, and wood products.

Manufacturers of wood and metal products are found along and near US-41 and US-2/41 in central and northern parts of the county. These include sawmills, metal machining and fabricating shops, and producers of other wood products such as cedar mulch, fencing, and ornamental evergreen items.

Machining and metal fabricating businesses are located in Spalding and Meyer townships.

Despite ownership changes and drastic workforce downsizing, wood and upholstered furniture production facilities in Meyer and Gourley townships remain operational. The largest furniture maker in the northern part of the county, Robinson Furniture, closed its Gourley Township plant in 2006. Robinson was a well-known maker of quality wood furniture and employed as many as 250 persons. The facility is currently operating as U.P. Furniture with a workforce of approximately 30. Les Brown Chair Company in Hermansville was closed in early 2002 and reopened under new ownership. Employment declined from about 130 in 1998 to less than 20 in the fall of 2002.

Agriculture

Menominee County has a rich farming heritage that dates back to the 1850s and continues today. Weather and soil conditions are especially conducive to dairy farming. The county is the acknowledged "Dairy Capital" of the U.P. It started in the 1920's as one of the county's most important industries.

Consistent with national trends, farms are fewer and larger with an increasing reliance on mechanization and improved operational techniques to maintain economic viability. As farm operators get older (*average in 2011 was 55.3 years compared with 52.9 years in 1997*), it was expected that the number of farms would decrease. The actual number of farms in Menominee County increased from 372 in 2002 to 419 in 2007 and the amount of land in farms has increased from 98,755 acres in 2002 to 103,636 acres in 2007. There are an estimated 200 dairy farms in the Upper Peninsula, 76 of which were active in Menominee County in 2001.

Closure of the county's last cheese factory (Frigo in Carney) in 1991 marked the end of a local market for milk production. The larger dairy operations now sell their milk production to processors in Wisconsin and Michigan which keeps milk tank drivers on the road with multiple delivery trips daily.

Using the U.S. Department of Agriculture's definition ($1,000 or more of agricultural products produced or sold), there were 419 farms in the county in 2007. The 419 farms comprised nearly 103,636 acres, over 15 percent of the county's total land area (see chapter 5). The broader term "agribusiness" includes storage, distribution and manufacture of agricultural products, as well as the equipment and supplies related to crop production, dairying and forestry. In 2007, crop sales accounted for approximately 10 percent of the market value of crops (including nursery and green-house crops) sold, while livestock sales accounted for the remaining 90 percent. Approximately $33.6 million dollars of products were sold in 2007.

Hay, corn, barley and oats are the leading field crops. Christmas tree plantations cover some 2,000 acres in the county. Beef, sheep, and hogs are other important agricultural livestock in the county. Three of the twelve fur-farming operations in Michigan are located in the county. The heyday of silver fox pelt production (largest in the world) ended in 1947.

Hannahville Tribal Enterprises

With approximately 700 employees, the Chip-In Island Resort and Casino along US-2 in Harris Township is a major economic force in the county. The new gaming/resort facility was opened in 1998 and includes a five-story hotel with 113 rooms, bars, lounges, specialty shops, a swimming area complete with a heated sand beach, and a variety of gaming opportunities. While the resort and casino are by far the largest enterprise, the tribe also operates a construction company, a technical services unit and a large convenience store. They are continuing to add on and renovate the original facility with a larger auditorium for shows, and have added an 18-hole golf course.

3.3 Civilian Labor Force Characteristics

The civilian labor force consists of persons currently employed and those currently seeking employment; those serving in the armed forces or who are under the age of 16 are excluded. Shifts in the age and sex characteristics of residents, seasonal changes, and employment opportunities all cause labor force fluctuations. Civilian labor force growth in the county has been slowly but steadily increasing.

3.4 Employment by Industry Group

The North American Industry Classification System (NAICS) was developed jointly by the United States, Mexico and Canada. This system of classification makes accurate comparisons of industrial statistics among the nations possible.

Employment information collected from the 2000 census is categorized by the North American Industrial Classification System (NAICS).

According to the 2008 Bureau of Economic Analysis data, 25 percent of the total private employment of Menominee County is derived from manufacturing employment. The three south-central counties of Menominee, Delta, and Dickinson account for the majority of manufacturing employment within the Upper Peninsula.

Average employment based on 2009 data for leading industry groups following Manufacturing is Retail, Accommodations (Lodging) and Food Services; Healthcare and Social Services; and other services not including Public Administration. The next tier of employment for industry sectors is Wholesale Trade, Construction, Finance and Insurance, Agriculture, Forestry, fishing and hunting; and Public Administration and Waste Services.

Table 3-2
Leading Industry Groups by Annual Payroll, Menominee County, 2009

Industry Group	Annual Payroll	Number of Establishments	Average Employment
Manufacturing	$59,522,401	54	1,492
Retail Trade	$13,887,566	72	722
Healthcare & Social Assistance	$12,045,324	40	491
Wholesale Trade	$8,172,849	21	247
Construction	$5,926,461	57	176
Accommodation & Food Services	$5,781,316	41	597
Administrative & Waste Services	$4,716,765	11	68
Other Services, Except Public Administration	$4,361,346	52	305
Finance and Insurance	$3,846,986	27	133
Agriculture, Forestry, Fishing & Hunting	$2,980,070	24	123
COUNTY TOTAL	**$121,241,084**	**399**	**4,354**

Table 3-2 is merely a snapshot of annual payrolls from 2009.

3.5 Major Employers

Most major employers in the County, those employing more than 100 persons, are located in the City of Menominee. The city also has a variety of small businesses employing Menominee County residents. However, one of the largest employers in the county is located in Harris Township in northern Menominee County. The Chip-In Island Resort and Casino, with an estimated workforce of 700 persons, is a major economic force in the County and beyond. It is owned and operated by the Hannahville Indian Community; the Indian Community itself has a workforce of over 300 persons. The current gaming/resort facility opened in 1998. An expansion and renovation of the Convention Center was completed in 2011.

Major employers in Menominee and Marinette Counties are listed in Table 3-3 below. Data presented was compiled in September of 2008 by the Marinette Menominee Chamber of Commerce. These numbers have changed with economic conditions and demand for products.

Table 3-3
Largest Employers, Menominee and Marinette Counties, 2008

Name	Products	# of Employees
Menominee County Manufacturing Facilities		
Anchor Coupling	Hose Couplings	360
Cellu Tissue Company	Paper products for food industry	105
Enstrom Helicopter Corporation	Helicopters	120
L E Jones	Valve Seat Inserts	290
Lloyd Flanders	Wicker Furniture	260
SFK Pulp Recycling	Pulp recycling	105
Marinette County Manufacturing Facilities		
Ansul Manufacturing	Fire Protection Equipment	733
Biehl Construction Company	Asphalt Products/ Sand & Gravel	35
Eagle Herald	Newspaper	65
Goodwill Industries - Corporate Office	Subcontracting, Light Manufacturing, Vocational Rehabilitation	100
KSU Industries	Pistons	1,126

Kimberly Clark	Paper Toweling, Industrial Wipes	230
Marinette Marine Corporation	Shipbuilding, Marine Vessels	1200
Silvan Industries	Pressure Vessels, Compressor Tanks, ASME Code Tanks	340
Chem Design Products, Inc.	Specialty Chemical Products	93
John Veriha Trucking	Heavy Hauling Trucking	130
Waupaca Foundry	Automotive & Agricultural Products	650
Waupaca Pallet	Wooden Pallets, Painting of Castings & Cores	31
Winsert, Inc.	Valve Seat Inserts	151
Marinette County Non-Manufacturing Businesses		
Aerial Company	Wholesale Beauty & Barber Supplies	Corporate 250 - 700 total
Aurora Health Care	Health Care	155
Bay Area Medical Center	Health Care Facility	800
Airgas	Welding Supplies, Industrial Gases, Contractor & Safety Supplies, Fire Eqpmt	52
Menard's	Retail - Homebuilding & Maintenance supplies	165
Northeast Wisconsin Technical College	Vocational Education	38 full & 47 part time
Wal-Mart	Retail	240
Wisconsin Public Service	Utilities- Electric and Gas	55

Source: Marinette Menominee Area Chamber of Commerce, 2008

Anchor Coupling, Inc., located in the Menominee Industrial Park, had been a major manufacturer of high quality hydraulic hose assemblies since 1938. The firm is a subsidiary of Caterpillar, Inc. The firm had approximately 360 employees in 2008. Anchor Coupling expanded its operations in recent years. The improvements included a 25,000 square foot building expansion and new machinery.

Cellu Tissue Company (formerly Menominee Paper Company) manufactures waxed paper and bleached white paper for the food products industry. The mill dates back to the early 1900's, when it was owned and operated by Hoskins Morainville. The mill was acquired in 1944 by Marathon Corporation and has had numerous owners since then.

Today, Menominee Paper Company is owned by Cellu Tissue Holdings, Inc. and concentrates on the production of white papers. Due to economic conditions affecting the paper industry in the late 1990's, the workforce was downsized considerably.

LE Jones Company manufactures engine valve seat inserts; their operations have been in the city since 1941. The firm is the sole supplier of exhaust valve inserts for Cummins and the sole supplier for exhaust and intake valve inserts for Caterpillar.

Many area residents are employed at Marinette Marine Corp., located in Marinette, WI. Marinette Marine was awarded a $73.6 million dollar contract from the National Oceanic and Atmospheric Administration in 2010. The contract was for construction of a new fisheries survey vessel. Funded through the American Recovery and Reinvestment Act, the fisheries survey vessel will study the marine ecosystem off the West Coast and in the eastern tropical Pacific Ocean. It will be equipped with instrumentation for fisheries and oceanographic research, including advanced navigation systems, acoustic sensors, scientific sampling gear and extensive laboratories. The shipbuilding company has been awarded several large contracts and the parent company is pursuing additional contracts, which could create other jobs as well for suppliers and vendors in the region. Navy contracts over the next 10 years have been awarded for Littoral ships.

3.6 Economic Development

Economic activity is promoted by the County through the operation of the Marinette Menominee Area Chamber of Commerce and Menominee Business Development Corporation (MBDC).

The Marinette Menominee Area Chamber of Commerce serves both the cities and counties of Marinette, Wisconsin and Menominee, Michigan. The chamber works to assist the development of a positive business climate for the entire Marinette and Menominee area. The Chamber of Commerce is a private, non-profit organization funded by membership dues and income generated from management contracts and special events. The organization maintains an office in Marinette, WI.

The MBDC, incorporated as a non-profit organization, was established through the cooperative efforts of the City of Menominee and the County in 2004 to promote economic development and tourism throughout Menominee County. The MBDC is a public/private sector partnership, funded in part by the city and the county of Menominee, MI and some contributions from private sector businesses.

Services offered include: Business Plan Development; access to State and Federal programs; Assistance with Federal, State and Local laws and regulations; Financing Assistance; Tax Abatement incentives; site location/building availability; demographic, transportation and local infrastructure information. The services are available at no cost and are handled with complete confidentiality. The MBDC is the local partner with Michigan's Economic Development Corporation.

Any economic development endeavor should always be reviewed for all adverse and positive impacts before endorsement. Critical impacts to the environment, public safety, health or general welfare of the public must be considered as a first priority and protected before embracing the economic stimulus that may come from a proposed development, especially if the public has to support the project financially (i.e. tax abatements).

3.7 Unemployment

The Michigan Employment Security Agency (formerly the Michigan Employment Security Commission) collects and analyzes unemployment and labor force data by county. Prior to 1965, unemployment figures were based on Bureau of Census data. Menominee County's unemployment rate compares favorably with the Upper Peninsula as a whole.

Labor force requirements are determined by economic conditions as well as the funding priorities for government contracts. The civilian labor force in Menominee County has fluctuated over the past two decades between 12,000 and 13,000.

During this time period, the unemployment rate has also fluctuated. After a slight decrease from 1990 to 2000, the unemployment rate lingered between 5.2 and 7.1 percent from 2000 to 2008. 2010 economic figures indicate a stable employment situation for the County with a dramatic increase in the actual number of employed. The 2010 Menominee County annual average unemployment rate of 10.1 percent is one of the lowest and remains lower than the Upper Peninsula and the State statistics.

3.8 Issues and Opportunities

A balance of new and established jobs in employment sectors that provide goods and services for outside consumption is vital to economic stability in the county.

County state equalized valuation growth is greatest along the Lake Michigan shoreline and lowest in the city of Menominee. 2011 SEV was set at almost $968 million.

Manufacturing accounted for nearly half of the County's payroll for top ten industries and generated the most jobs (almost 1500) approximately one-third of the total. Retail trade, healthcare and social assistance and wholesale trade followed.

The broad spectrum of manufacturers in the county creates a diverse job base that is less vulnerable to economic downturns.

Fewer but larger farms have been the trend in the past several decades. The latest agricultural census identified 419 farms in the county utilizing over 15 of total land area. County forests provide pulp for area paper mills; pine and hardwood saw timber for many applications, a wide variety of cedar products, plantation trees and evergreen brush products for the Christmas season.

Resort and gaming facilities on Hannahville Indian Community trust lands have resulted in the creation of over 700 jobs in Harris Township. The Chip-In Resort and Casino is the county's largest employer.

The Menominee County civilian labor force has been increasing by about 10 percent per decade. Economic conditions determine labor force needs. Occupations forecast to have the highest employment levels in the near future are within the service sector.

Unemployment statistics in Menominee County have been historically lower than other Upper Peninsula counties. Unemployment percentage rates in Marinette County have been about the same as those recorded in Menominee County.

4.0 NATURAL FEATURES

4.1 Introduction

The direct relationship that exists between development and natural features is an important consideration in community planning. Natural features, including soils, geology, topography, water bodies and courses, and all other natural resources are often interrelated, and disturbance in one area can potentially affect other areas. Forests for recreational uses are now more common than growing timber. An understanding of these relationships is central to sound land use practices. Adequate time must be taken time to review and to consider all potential environmental impacts that could have an adverse impact on our natural resources.

Several documents should be noted here for content value as pertains to the natural features of Menominee County. A significant amount of information was gleaned from these authoritative publications and is included in this chapter. These publications include the Soil Survey of Menominee County (USDA) issued September 1989, Menominee County Resource Plan (USDA) published June 1992; Menominee River Basin Cooperative Study Report (USDA) published October 1992; Lake Michigan Coastal Atlas (CUPPAD) published November 2001; and Floodplain Management for Local Officials (MDEQ) published August 1999.

4.2 Geology

Among the primary factors which make geology important to development is its ability to supply groundwater. Bedrock types, and the layers through which moisture passes, influence the quality and quantity of groundwater. Certain types of bedrock increase the potential for groundwater contamination, particularly when such bedrock is close to the surface. When bedrock is close to the surface, the opportunity to filter out contaminants is diminished. In such instances, the potential for polluted runoff to enter the groundwater table is increased.

4.3 Bedrock Geology

Bedrock geology consists of solid rock formations found below the soil. These formations are thought to be millions of years old and have undergone extensive folding, uplifting, eroding, and weathering in the years since and are now overlain by surface geology and soil.

Construction activities of all types are affected by the depth to bedrock. In most instances where bedrock is at or near the surface, buildings will be constructed without basements. Site preparation, utility installation and street construction all will be more costly in areas where bedrock is exposed or covered by only a thin layer of soil. On-site sewage treatment/disposal systems will not be permitted in areas where bedrock is encountered within twenty-four inches of the ground surface.

Groundwater supplies are currently adequate throughout the county and are drawn from varying depths and formations. Most wells are less than 100 feet deep. Deeper wells are necessary to meet the supply demands of municipal and industrial users. Hardness (high iron content) is common in many areas of the county and foul-smelling "sulfur" water is a problem in the southern part of the county.

4.4 Surface Geology

County surface geology is the result of glacial action. Sand and gravel deposition predominate the entire Green Bay shoreline in a band generally about 5 miles in width. The central portion of the county is mainly glacial till plains and outwash plains with an abundance of egg-shaped ridges, or drumlins, of varying lengths. A third major band along the Menominee River consists of mainly coarse till deposited by end moraines.

4.5 Soils

Although soil and land are terms that are frequently used interchangeably, they are <u>not</u> the same thing. Land is a broad term that carries the idea of space. Soil is the surface layer of the land that was formed through the interaction of many factors. Physical, chemical and mineralogical composition of the parent material, together with climate and plant and animal life in the soil, are major contributing factors in the formation of soil. Other factors include time and relief, or the lay of the land.

Parent materials are the result of glacial deposition or outwash from meltwater. Glaciers, moving slowly over bedrock material and exerting massive pressure, created finely ground material. The different types of soil created from the contractions of these glacial sheets were deposited throughout the area in no particular order.

Most of the field work for the county's soil survey referenced earlier (see section 4.1) was completed in 1984. Soils are grouped into associations based on common characteristics such as drainage, slope, and texture. The soils in these associations respond similarly to the various uses to which they may be subjected.

Prime farmland, as defined by the U.S. Department of Agriculture, is land that is best suited to food, feed, forage, fiber, and oilseed crops. It may be cultivated land, pasture, woodland, or other land, but it is not urban and built-up or water areas. Areas containing these soils are listed in Table 4-1.

Table 4-1 Prime Farmland Soils, Menominee County		
Soil Name	Land Area in Acres	Percent of Total County Acreage
Onaway fine sandy loam, 3-9 % slopes	139,723	20.9
Ensley mucky silt loam (where drained)	10,615	1.6
Solona loam, 0-3 % slopes (where drained)	15,949	2.4
Ingalls fine sand, 0-3 % slopes (where drained)	2,939	0.4
Amasa very fine sandy loam, 0-3 % slopes	522	0.1
Onaway-Solona complex, 0-10 % slopes	20,068	3.0
Bowers-Ingalls complex, 0-6 % slopes (where drained)	571	0.1
Solona-Ingalls complex, 0-2 % slopes (where drained)	1,388	0.2
County Total	**191,775**	**28.7**

Source: Soil Survey of Menominee County, Michigan, USDA, issued September 1989

Development planning should include a thorough assessment of soil suitability for the type of land use being considered. For example, residential subdivisions should avoid areas where soils are shallow and/or poorly drained, or where a high water table is present. Such conditions are not suitable for onsite septic systems and are problematic for road construction. Road construction techniques can overcome most limitations; however, the additional effort may be costly and environmentally unsound. Moreover, more frequent maintenance may be necessary to sustain a good usable condition. Soil limitations for building site development include areas where the soil depth over bedrock is shallow, where wetness is persistent, and where steep slopes are found.

4.6 Topography

The unique character of an area is derived from the physical features of its landscape. Topography describes this character in terms of elevation above mean sea level. Watersheds and areas where grades are not conducive to development, or should be avoided altogether, are revealed.

Steep topography, or slopes of ten percent or greater (a rise in gradient of more than ten feet in a horizontal distance of 100 feet), can be visually attractive locations for residential and commercial development. However, steep grades increase the likelihood of soil movement or slides. In addition, the weight of structures is an added force that encourages this movement. An increase in development expense is realized in excavation and site stabilization work such as retaining walls. Erosion is much more of a concern on steep grades. Natural water courses provide the pathway for water runoff and should be maintained in this capacity. Elevations range from 580 feet near the city of Menominee to about 1,100 feet in northern Faithorn Township. The elevation at the Twin County Airport is 625 feet above sea level.

4.7 Water Features

Lakes, streams and rivers have very important functions as natural resources. Seventy percent of the earth's surface is water. Surface water is a major source of drinking water in the state. According to the Michigan Department of Environmental Quality, surface water is the source of drinking water for about half of the state's population.

Surface water is vital for some industries, electric power generation, a myriad of recreational uses, and for its scenic attraction. Water bodies can also form physical barriers to development and result in increased transportation system costs. State of Michigan Tourism bureau promotes the use of the lakes for swimming, boating and fishing with welcome signs about "PURE Michigan".

The major county water features are Green Bay and the Menominee River. The Green Bay shoreline extends for about 43 miles, some of which is in public ownership. The county's Menominee River shoreline covers about 75 miles with many areas accessible to the public. It is navigable for a short distance upstream from its mouth for commercial shipping. About 50 shallow lakes are scattered throughout the county, most near its geographic middle.

Two major watersheds have been identified by the U.S. Geologic Survey. Each covers about half of the county land area. The Menominee River Drainage Area, or western watershed, extends from northern Meyer Township to the City of Menominee. The eastern half of the county drains directly to Green Bay, an arm of Lake Michigan. Watersheds, or basins, collect and drain water to a common point within a topographically defined area.

Five hydro dams are located along the 75-mile stretch of the Menominee River and are designated as being a "high" hazard. Fourteen much less significant dams or impoundments are present on other county streams, two of which have been categorized as "significant" hazards. As required by law, "high" and "significant" hazard dams must have emergency action plans and coordinate with the local emergency official. The remaining twelve dams are shallow impoundments considered "low" risk hazards.

Combined, the county's lakes, streams and reservoirs cover almost eight square miles. Most prominent among these are the Ford, Big Cedar, and Little Cedar rivers, along with the Shakey Lakes chain of 7 lakes in Lake Township where the jewel of the county park system is located.

4.8 Floodplain and Wetland Areas

Floodplains and wetlands are important from a planning standpoint due to their potential limitations on future development. Conversely, it is important to consider how development can impact floodplain and wetland areas. Wetland areas provide many natural functions including water storage, water quality protection and wildlife habitat. With floodplains, it is important to consider the possible impacts on existing development.

A plain that may be submerged by flood waters defines a floodplain. Floodplain areas have been identified and mapped by the Federal Emergency Management Agency. The 100-year floodplain

is defined as the area in which there is a one (1) percent chance of a flood occurring in any given year. Since the meaning of the term "100-year floodplain" has proved confusing to many, the National Flood Insurance Program has elected to replace it with the designation "base flood elevation" (BFE). There are restrictions on development in these areas due to the potential for property damage, as well as health and safety risks.

The Federal Emergency Management Agency determines flood hazard areas in consonance with its administration of the National Flood Insurance Program. Those units of government participating in the National Flood Insurance Program are listed in Table 4-2. When a date appears in both right hand columns of the table, flood insurance must be purchased. Thus, it is required in Cedarville, Menominee and Meyer townships and the cities of Menominee and Stephenson. Flood insurance is a condition of federal or federally-related financial assistance for construction or acquisition of buildings located within the special flood hazard areas shown on Federal Insurance Administration maps. This includes regular mortgage loans offered through federally-regulated lending institutions, as well as mortgage guarantees through FHA and VA.

Areas prone to erosion along the Lake Michigan shoreline are subject to special setback requirements established by the Michigan Department of Environmental Quality. Lakefront areas of Cedarville and Ingallston townships and the city of Menominee are included.

Table 4-2
National Flood Insurance Program Participants, Menominee County, 2001

Community Identification Number (CID)	Jurisdiction	Date of Entry	Current Effective Map
260659#	Cedarville Township	06/24/1993 (R)	11/04/1992
260455	Gourley Township	10/23/1995	not listed
260457	Holmes Township	07/28/1995	not listed
260660	Ingallston Township	06/09/1993	not listed
260908	Lake Township	06/09/1993	not listed
260692	Mellen Township	06/09/1993	not listed
260138#	City of Menominee	08/01/1978 (R)	08/01/1978
260702#	Menominee Township	01/07/1992 (R)	03/28/1980
260458#	Meyer Township	08/19/1997 (R)	08/19/1997
260461	Spalding Township	07/28/1995	not listed
260139#	City of Stephenson	05/16/1977 (R)	05/16/1977

Explanatory Notes:
1. (R) denotes entry into the regular program
2. # identifies communities whose maps contain a 10-digit identification number, may be published as one or more panels
3. not listed means a flood map for the community has not yet been published, but the community is still participating in the NFIP – Check with County for new flood maps

Source: Michigan Department of Environmental Quality, Floodplain Management for Local Officials, Third Edition August 1999

Areas between terrestrial and aquatic systems where the water table is at, near, or above the land surface for a significant part of most years define wetlands. Various types of wetland areas take in approximately 237,000 acres or about a third of all county land area according to data from the Michigan Resource Information System (MIRIS). This includes both wooded and non-wooded areas. Soil types described as "poorly drained" or "very poorly drained" comprise about half of the county total acreage and are generally associated with wetland areas.

Commonly referred to as a swamp, bog or marsh, a wetland area is normally characterized by the presence of water at a frequency and duration sufficient to support wetland vegetation and aquatic life. Wetland areas help to improve water quality by filtering pollutants and trapping sediments. Any development occurring in wetland areas is subject to the regulatory authority of the Michigan Department of Environmental Quality.

4.9 Mineral Resources

The only current mining activity in the county is excavation of abundant and widely distributed deposits of sand and gravel. Potential metallic mineral deposits along the Menominee River in Lake Township have attracted mining exploratory interest since late 2002, although the feasibility of commercial mining there remains unknown. Several other sites in the northern part of the county are also being considered for exploration.

4.10 Climate

Weather data is collected at Stephenson and Spalding.

More than two-thirds of the annual precipitation is received in the April through October period. August is the wettest month, February the driest. Average monthly rainfall was 5.4 inches over the past 5 years.

Based on temperature data recorded at Stephenson, the freeze-free period, or growing season, averages 111 days annually. July is the warmest month; January the coolest. Windy days have been steadily increasing in force and frequency over the past 5 years; therefore from an environmental aspect this could become a critical weather factor. Temperatures vary substantially from the Green Bay coastline to interior locations.

The proximity to Lake Michigan influences both precipitation and temperature (lake effect). Tornadic activity is infrequent due to the county's location at the northern fringe of the Midwest tornado belt and the cooling effect of Lake Michigan. Four tornadoes were recorded in the county in the period from 1950 to 1987. Thunderstorm activity occurs on an average of 31 days each year. Storms with damaging winds and heavy precipitation can occur during any month but are more likely in the summer.

4.11 Fish and Wildlife

An abundance of habitat provides for large wildlife and fish populations. Hunting is extremely popular in the county with white-tail deer, black bear and wild turkeys being the leading game. Other game animals include ruffed grouse, woodcock, squirrel, rabbit and waterfowl. Other species include red fox, coyote, gray wolf, beaver, otter, muskrat, raccoon, weasel, skunk, porcupine and opossum. Area streams and Great Lakes waters offer good sport fishing for many species.

4.12 Forest Resources

About 75 percent of the county land area is forested. Approximately a third of county forestland is found within wetland areas where northern white cedar and spruce dominate. Northern hardwoods dominate upland soils and include sugar maple and basswood. Timberland acreage increased from 493,000 acres in 1980 to 523,000 acres in 1993 according to survey information published by the U.S. Forest Service. Among major species groups, soft hardwoods (red maple, basswood, aspen) and other softwoods (conifers) are the leading growing stocks.

Michigan forests are growing about twice as fast as current timber removals. Due to a strong forest products manufacturing sector, it is likely that the rate in the central Upper Peninsula is somewhat less than the state rate of growth. There is also the anticipated expansion of biomass fuels utilizing facilities for heat and power generation.

4.13 Scenic Sites

Hills, forests, rivers, and lakes provide an abundance of scenic sites. While determining value is highly subjective, a listing of the most prominent sites is provided in Table 4-3.

Table 4-3 Menominee County Scenic Sites	
Site Name and Location	Description
Pemene Falls - Holmes Township	Parking, pathway and viewing area along the Menominee River; DNR-owned
Chappee Rapids - Menominee Township (access limited)	Viewing and day use opportunities; owned by Menominee County Historical Society
Green Bay shoreline - multiple jurisdictions	Viewing opportunities at many locations along highway M-35; public access at several park and boat launch locations
Shakey Lakes Chain - Lake Township	Publicly-owned area developed as a county park
Menominee Lakefront and Historic District	Harbor, viewing areas and architectural quality found within adjacent historic district
Menominee River - multiple jurisdictions	Viewing and day use opportunities near hydro projects at multiple locations

4.14 Issues and Opportunities

Major portions of the county contain limitations on development due to geology, soils, wetlands, environmental areas, etc. While these limitations do not necessarily preclude all types of development, they may be prohibitively expensive to overcome. In addition, if development occurs in areas not compatible with such activity, there may be increased future costs to local units of government.

The natural features of the county are directly linked to lifestyles and the local quality of life. Hunting, fishing and other outdoor opportunities are readily available. Patterns of settlement and land use were shaped by natural features and resources.

Adequate groundwater supplies are available throughout the county at varying depths. Much of the water is high in iron content; some is unpleasant smelling due to sulfur content.

About one-fourth of the soils in Menominee County are classified as prime farmland.

Assessing soil characteristics is fundamental to prudent development planning.

A number of local governmental units participate in the National Flood Insurance Program.

Many opportunities for outdoor enjoyment exist throughout the county.

5.0 LAND USE

5.1 Introduction

Economic necessity and expediency have had the greatest influence on land uses. Trade routes were established along natural features, such as lakes and streams, to provide essential commercial linkages. Settlements were established at or near active points of commercial activity.

Natural features and cultural influences were also important determinants of how land was used. The presence of rugged terrain and swampland, for instance, was not conducive to establishing settlements. Cultural influences are revealed in the types of buildings constructed, local commercial practices and community activities. Menominee County is rural in nature.

5.2 Historical Land Use Patterns

The territory now known as Menominee County was inhabited exclusively by native Indians until early in the nineteenth century. This changed with the establishment of fur trading posts by a small number of French Canadians along and near the mouth of the Menominee River. Fishing and lumbering were basic commercial activities of the first European settlers.

Major growth in the lumbering industry and intensive settlement followed completion of the first area sawmill in 1836 near the mouth of the Menominee River. Nearby farms produced hay and other feedstuffs for work animals. A small group of German families established farms north of the city of Menominee in 1855. These were the first farming settlements inland from the Menominee River. As the main commercial activities, logging and agriculture were the principal determinants of land development in the county. Post-World War II changes in employment, lifestyle, personal income, personal mobility, demographics, and markets have significantly influenced land use patterns. It is still true today that the two major land uses in the county are forestry and agriculture.

5.3 Factors Affecting Land Use

Many factors determine how land is used. Home buyers, developers, speculators, commercial interests and governmental entities all can affect land use decisions. While changes in land cover can be the result of natural processes like ecological succession, land use changes are attributable solely to human activity.

Home buyers and commercial interests generally base decisions on location. Factors such as ease of access, availability of services, and general quality-of-life issues can be important as well. Speculators anticipate a future return on investment, while developers gauge supply and demand and market conditions, as well as trends and preferences.

Business owners and investors evaluate a myriad of factors to decide the economic viability of proposed or ongoing ventures. While local decisions can have a direct bearing on the availability of suitable properties and adequate transportation routes, they will likely have little influence on business markets.

Generally, the immediate self-interest of the individual or organization deciding how a particular parcel or tract will be used supercedes thorough consideration of the potential impact on surrounding lands. Decisions determined in this fashion can potentially result in incongruous or incompatible development since the overall pattern of development within a community is not necessarily considered.

Local planning efforts and growth strategies are initiated at the local level. Various laws and regulations give local governmental units the means to deal with land use issues. These legal tools allow local governments to consider the overall compatibility and appropriateness of development and land use. Despite a large and growing number of federal programs that impact local governance and management, planning remains primarily a local issue. The federal government does, however, exercise many responsibilities that affect land use through various loan and grant programs for community facilities, water and wastewater systems, housing, and economic development. Regulations promulgated by the federal government also address environmental concerns such as air quality and drinking water standards to name a few.

State regulatory authority has a major impact on local land use decisions. Wetland, flood plain and coastal areas abound in the county and are regulated by state authorities. Municipal water and wastewater systems are state-regulated as well with standards that are at least as strict as those established by the federal government. Agricultural runoff from large concentrated animal feeding operations (CAFOS) is being addressed with new regulations that place control on land application of manure and wastewater. These regulatory provisions directly affect local land uses and, in the case of water and wastewater systems, have a major influence on user rate structures.

Local governments can employ zoning ordinances, subdivision regulations, building codes, and public investment in infrastructure to influence land uses. Infrastructure investments include water and wastewater systems, roads, parks, etc. Local planning efforts that seek to define the most desirable and appropriate uses for the various parts of a community, and anticipate and prepare for growth, can serve to guide future land use decision-making. Acreage in Michigan is being consumed at six times the rate of population growth. Zoning ordinances are in force for nine (9) of the nineteen local governmental units in the county.

Proper sewage treatment and disposal must be considered including whether municipal sewer or suitable soil conditions for an on-site sewage treatment/disposal system are present. Public Health for Delta & Menominee Counties Sanitary Code, On-site Water and Sewage Regulations sets minimum criteria for site approval for on-site sewage treatment/disposal systems.

Other factors affecting land use include existing transportation systems, taxation, land values, natural features, changing technology, and market conditions. Changes in lifestyles, family size and structure, shopping preferences, and consumer attitudes also affect land use decisions.

Mobility is greater than at any previous time, families are smaller, and life expectancies have increased. These changes may be reflected in shopping habits, housing preferences, employment patterns, and leisure time activities. From a land use standpoint, some pertinent issues include the preference for large homes situated on large land parcels, the apparent willingness of individuals to endure the time and costs associated with lengthy commuting distances to work, and the growing market for housing specifically designed for older retired residents - particularly those residing for only part of the year (seasonal).

The transportation system that serves a community determines how efficiently raw materials and finished goods can be received and shipped. This is a critical issue for many business enterprises. The expanding network of roadways in the nation and growing number of private automobiles have enabled residents of rural areas to commute to larger nearby communities for employment, shopping, and services that may not be available in their immediate local area. In addition, the road system has increased the accessibility of many areas to tourists. Developments such as shopping centers, strip commercial areas and suburban residential areas have emerged as personal mobility has increased. Sprawl is frequently the result of such developments as agricultural and open land is converted to more intensive uses.

Taxation and land values play a part in many land use decisions. To many, the allure of rural living with the expectation of lower taxes, land values and crime rates is an acceptable tradeoff to the inconveniences inherent with greater travel distances for employment, shopping and services. Commercial and industrial entities often require services not available in most rural areas such as water and sewer and, therefore, are more likely to locate in areas of population concentrations. While businesses are often tied to the availability of such services, tax rates and land prices are no less important to them.

Technological advances such as computer networking, cellular telephones, facsimile machines, voice mail, teleconferencing (including video), and electronic mail gives businesses location options that were previously not practical. Wireless communication applications are growing rapidly and will add enormously to this workplace transformation. In such instances, the features, amenities, and overall livability of a community may influence location decisions.

5.4 Current Use Inventory

A comprehensive statewide land cover/use inventory was completed in 1989 by the Department of Natural Resources. The Michigan Resource Inventory System (MIRIS) was based on 1978 aerial photography with field checks as deemed necessary. It was anticipated that the inventory would be updated every five years, an action that has not occurred. While the land cover/use information is dated, it remains largely accurate and is useful for planning purposes.
Digital orthophotos taken in 1998 provide the most recent countywide land cover/use information. A digital orthophoto literally means a digital photograph shot at an orthogonal (directly above) angle. More specifically, this product is a computer-rectified aerial photograph that provides images of ground features in the true map position. Digital orthophotos are unique in that they provide a picture and a scaleable map all at once. The use of layers (vector data) over a base is a

powerful planning tool.
Descriptions of each of the seven broad land cover/use categories and an analysis of inventory results are provided in the succeeding paragraphs.

Urban Land

Land areas used intensively and largely covered by structures are classified as urban or built up. Most of the residential, commercial and industrial land use is found in this classification. It is intensive land uses that have the greatest potential to impact the environment adversely. About one-quarter of the land in this category is in the city of Menominee.

Agricultural Land

Land cover/use classified as agricultural takes in over 96,000 acres, or more than 14 percent of the entire county land area. Agricultural uses include land used for food and fiber production, mainly cropland and pastures. Although agricultural uses are found throughout the county, the greatest concentration ranges south from US 2/41 generally through the geographic center.

Upland Field

Upland areas where grasses and shrubs predominate cover about 4 percent of the county land area. These areas may have been farmland previously and are characterized by scattered young tree growth.

Upland Forest

This classification of land cover/use is characterized by tree cover with an understory of natural plant material or ground cover.

Open Water

Streams, lakes, ponds and reservoirs that permanently contain water make up less than one percent of the county land cover. Areas where aquatic vegetation covers the water surface are found in the wetland classification.

Wetland

Extensive wetland areas are present in the county and cover about 35 percent of the total land area. Marshes, swamps, and bogs where natural vegetation is found growing in shallow water are easily recognized wetland areas. The MIRIS land cover classification system places lowland hardwoods and lowland conifers within the wetland category.

Barren Land

Very small areas of barren land cover are identified in the MIRIS classification system.

These include beaches, riverbanks and exposed rock without vegetative cover.

Based on Michigan Resource Information System, DNR, 1989, revised in December 2000 per Land Cover/ Use Classification System Version II for Menominee County:

Table 5-1.

LAND TYPE	ACRES	%TOTAL ACREAGE
URBAN	11,705	1.7
AGRICULTURAL	98,866	14.3
UPLAND FIELD	30,047	4.4
UPLAND FOREST	299,835	44.1
OPEN WATER	5,011	0.7
WETLAND	236,887	34.8
BARREN	51	-----
	680,402	100.0

5.5 Recent Trends

Some increase in residential parcels is the result of land splitting. However, many of the new residential parcels were formerly included in the timber cutover class. Timber cutover land used for recreational purposes is considered residential based on the "highest and best use" principle. Current state laws pertaining to assessment do not provide a separate class for recreational properties.

Given the present residential consumer preference for large lots, it is likely that parcels in this class will continue to increase for as long as desirable and buildable land is available.

5.6 Residential Land Use

Discussion of residential land use includes single and multi-family dwellings and also mobile homes. Approximately 20 percent of the housing units were identified for seasonal, recreational and occasional use. Among the occupied housing units, 80 percent are occupied by the owners.

Residential development is occurring primarily in the more rural areas where large lots are available.

About 60 percent of land classified as urban is used for residential purposes. This includes single-family, multi-family, and mobile home parks. Rural, large lot development will likely increase the overall percentage of urban land.

5.7 Commercial Land Use

The largest concentrations of commercial enterprises are in the county's two cities of Menominee and Stephenson. The three villages - Carney, Daggett and Powers - and established communities along trunk lines M-35 and US-41 contain much of the remaining commercial development.

Menominee is the most populous settlement in the county and most intensively developed commercial area. The areas along and near US-41 (10th Avenue and 10th Street) extending from the Interstate Bridge to the junction of M-35 are the major commercial zones. The M&M Plaza is the largest commercial development along this route. Restaurants, gas stations/convenience stores, motels and a variety of retail stores have collected along this route where they stand to benefit from traffic volume. Many hospitality-oriented businesses have been established from 18th Avenue to the highway junction with the additional enhancement of the much-desired lake view. Redevelopment in the historic district along 1st Street has revived commercial activity there. About 53 percent of county land meeting the MIRIS definition for commercial cover/use is in the city of Menominee.

Significant commercial development exists in the downtown area of Stephenson with a variety of retail businesses and services. Multiple commercial establishments are located along US-41, especially those which tend to be traffic-dependent. Several public facilities are located in and near Stephenson.

The desire by commercial interests for large land parcels along the highway corridors will likely continue. In addition to desired high traffic volumes, such locations afford ample parking, room to expand and ease of access. The Island Resort and Casino complex at Harris is by far the largest such development.

5.8 Industrial Land Use

Industrial uses are generally close to transportation facilities including surface, water and air. And, like commercial use, industrial uses are concentrated within urban areas where adequate infrastructure and services are available. This is especially true for heavy industries such as foundries and paper manufacturers that require wastewater treatment and large power supplies. So called "light" industries are found in many areas of the county along and near major roadways, but mostly they are concentrated in urban corridors.

Using MIRIS data, just over half of all industrially classified land is in the city of Menominee. Among the other county governmental units, the townships of Menominee, Meyer and Spalding contain the most land area in industrial use.

Three municipally-owned industrial parks of varying size and infrastructure are found in the county with land available at all sites. The smallest is a 17-acre site in Mellen Township two miles north of Wallace. A paved road serves the site presently and about 13 acres remains available. Electricity is the only utility currently available at the site.

The Hermansville Industrial Park in Meyer Township includes 48 acres with rail, all-seasons road access, natural gas, electric and sewer service. A full range of municipal services is available at the Menominee Industrial Park located near the north city limit. Additional land was acquired in the late 1990s expanding the size of the state-certified park to about 100 acres. Approximately 80 acres is currently available for development.

5.9 Forestry and Agricultural Land Uses

The 1997 Census of Agriculture pegged the number of farms in Menominee County at 348 taking in some 109,661 acres. Sixty-seven of these farms encompassed more than 500 acres. Agricultural cover/use in the MIRIS classification totals about 97,000 acres, or within about 10 percent of agricultural census data. Information recorded by the USDA Farm Service Agency showed 208,437 farmland acres in the county - 73,798 of which was cropland. The majority of land used for agricultural purposes is located in the county's midsection from the northern city of Menominee boundary to M-69. In addition to its primary purpose, farm land is a tremendous recreational asset - particularly for hunting.

Upland forests cover 44 percent of the county land area while lowland forest covers about 20 percent. Extensive lowland forest areas, such as cedar swamps, are found throughout the county and are valuable commercial forest land. The forest products industry is a mainstay of the overall county economy.

Farmland preservation is an issue of national importance. It is a difficult proposition given the large number of farm operators at or near retirement age, farming economics, and the rapidly rising market value that encourages use conversion. Ultimately, though, conversions are the result of voluntary actions.

Tax incentives have been legislated in an attempt to protect farmland. Most recently, passage of the Farmland and Open Space Preservation Act (PA 116) of 2001 expanded the tax credits available to farm owners who enter into a development rights agreement with the state.

5.10 Public and Quasi-Public Land Use

Public land uses in Menominee County include parks, schools and other public buildings, the Twin County Airport, and extensive tracts of state land. County, state and local parks are discussed in the recreation element, Chapter 8 of this plan; public facilities are discussed in Chapter 6.

State ownership totals 94,191 acres, or nearly 14 percent of the entire county land area. Most of the state land is managed forest land within the Escanaba River State Forest. State land is open to public use with few restrictions and no user fees except at Wells State Park in Cedar River. It should be noted that public lands often contain extensive wetland areas or poor soils that make them marginal for development. In some cases such as failed agricultural enterprises, land reverted to public ownership because of abandonment and unpaid taxes.

Examples of quasi-public land uses include churches, golf courses and like facilities that are privately owned but open to the public. Facilities like these contribute to the overall quality of life within neighborhoods and communities by providing places for recreation, worship and pursuit of avocational interests.

The main concerns with public and quasi-public land uses are with traffic generation, compatibility with surrounding uses, and influences of the shifting and aging population. Traffic impacts are most likely seasonal, occasional or intermittent.

5.11 Ownership

Excepting cities and villages, most land ownership in the county is in parcels of 40 acres or more. Public ownership is discussed in the foregoing section. Private ownership includes individual and corporate. Farms and recreational properties make up most of the large tracts titled to an individual, couple or family. Mead Paper (now MeadWestvaco), Champion International Paper (now International Paper), and Wisconsin Energy Corporation are the largest corporate land holders in the county. Trust lands of the Hannahville Indian Community in Harris and Gourley townships total approximately 5,300 acres according to mapping prepared by the Bureau of Indian Affairs dated February 1999.

As of July 2001, there were 120,435.24 acres of forest land designated under statutory provisions of the Commercial Forest Reserve Act. The total of these CFR lands represent 17.7 percent of the county land area. The Act provides property tax incentives for private landowners to retain and manage forest land for timber production. Once designated as forest preserve, industrial and commercial development is not permissible. Designated lands may be accessed by the general public for hunting and fishing. The Department of Natural Resources, Forest Management Division, administers the Act.

5.12 Areas of Environmental Concern

The Michigan Department of Environmental Quality maintains a current listing of environmentally contaminated sites for the entire state. As defined, environmental contamination means the release of a hazardous substance, or the potential release of a discarded hazardous substance, in a quantity that is or may become harmful to the environment, or to the public health, safety, or general welfare of the community.

An environmentally contaminated site can potentially affect a much larger area if contaminants enter groundwater sources. Moreover, surface waters used for recreational pursuits such as swimming and fishing are potentially subject to contamination. In those areas where hazardous substances have been identified, future development is restricted.

Environmental and public health concerns surrounding contamination from leaking underground storage tanks have led to more stringent installation and monitoring requirements. Complete, current listings of sites with leaking underground tanks are available from the DEQ. Closed sites have met state closure standards as set forth in Part 201 of the Natural Resources and Environmental Protection Act (Act 451 of 1994).

5.13 Natural and Man-Made Hazards

Meeting the needs of the present generation without compromising the ability of future generations to meet their needs is embodied in the concept of "sustainability." Fostering development patterns that are consistent with this concept requires planning to lessen the impact of economic, ecological and social disasters. To achieve true sustainability, communities need to be disaster resistant. Disaster resistance is achieved by identifying existing hazards, determining how vulnerable the community is to each hazard, and developing effective mitigation strategies.

Natural hazards include wildfires, floods, tornadoes, droughts, earthquakes, and severe storms of any season. Man-made hazards include structural fires, dam failures, hazardous materials incidents (fixed site and transportation related), infrastructure failure (water distribution, wastewater system, electrical and communications systems, etc.), oil and gas pipeline accidents, and transportation accidents. Civil disturbances, including acts of war and terrorism, should also be included.

There is always a possibility of accidents along transportation routes. Hazardous materials carried by truck and rail pass through the county on a daily basis. The potential of an accidental release or spillage is an inescapable reality.

Menominee County is in the ongoing stages of the development of a hazard mitigation plan. Federal and state emergency offices are encouraging all communities to identify hazards, assess vulnerabilities and formulate mitigation strategies.

5.14 Issues and Opportunities

Land is a finite commodity influenced by the market forces of supply and demand just like any other commodity. Laws and regulations affect both.

It is likely that land use will be among the most controversial and complicated public policy issues in future years.

Development is limited in much of the county because of ownership or environmental factors.

Single-family homes dominate residential land uses. Prime areas for residential development are those with water frontage or where large parcels are available. This has resulted in population movement away from urban settings. Areas where residential development is occurring or

becoming more intensive may experience conflict with traditional uses such as farming. Moreover, these areas may not have facilities and services sufficient to meet growth demands.

Changing lifestyles and family structure, together with the overall aging of the population, will continue to influence land use patterns in a major way. New and future technological advances will affect how and where development occurs.

Conversion of land to residential use is substantiated by an increasing number of residential parcels and households within the same local governmental unit. Conversion of camps and cottages to permanent residences is also occurring, primarily with retirees.

Development in the industrial-commercial areas is due, at least in part, to the presence of adequate infrastructure - especially industrial.

Established industrial parks exist at three locations.

Environmental contamination from past industrial practices has been identified. Groundwater contamination is one of the most serious concerns. Menominee County and townships are entering into a brownfield abatement program.

Apart from settled communities, land ownership is mostly in large parcels. As property values rise in relation to demand, many large parcels will be divided for conversion to principally residential use.

Natural and man-made hazards should be evaluated before development occurs. Risk is elevated where development interferes with natural systems.

6.0 COMMUNITY FACILITIES AND SERVICES

6.1 Introduction

Services such as public safety, water and wastewater systems, street and park operations, and solid waste disposal are essential to community homes and businesses. These services require supporting physical structures. The condition, efficiency and capacity of services and facilities are indicators of community governance and administration.

The location, capacity, relative condition, affected area, revenue structure and other available information concerning services and facilities within the county are discussed in this chapter.

6.2 Menominee County Facilities and Services

Courthouse - 839 10th Avenue

The 3-story brick courthouse was constructed in 1875 at a cost of $29,680 by local contractors Cummings and Hagan. It is included on the state and national listings of historic places. Its original size was about 9,000 square feet which included a jail on the first floor. Later alterations to the side and rear expanded the space to the current area of about 20,000 square feet. Building modifications - including an elevator - permit handicapped access to all floors and bathrooms.

Inadequate space for personnel, equipment and records storage is a longstanding courthouse issue. A space needs assessment completed for the county in 1998 describes the facility as "severely overcrowded and quite antiquated". The study recommended the development of about 49,000 gross square feet to adequately address long-term space requirements. Onsite parking for employees and visitors is quite limited necessitating some on-street parking. Design factors significantly increase the difficulty of upgrading communications systems.

According to recommendations contained in the 1998 space needs assessment, all local department operations should be at a single location and 9,400 square feet is needed to meet long-term space requirements.

There is ongoing discussion about moving some of the county offices to the more centrally located part of the county (in or around Stephenson or Daggett) for better accessibility of the county residents to county services. Logistically, the courthouse is at the far end of the county in the city of Menominee which necessitates travel to obtain available services.

County offices located in the courthouse in the city of Menominee include:

County Clerk	Emergency Services	District Court
Register of Deeds	Friend of the Court	Circuit Court
Prosecuting Attorney	Veterans Officer	Probate Court
County Treasurer	Equalization	Administration
County Juvenile Officer		

Several county departments – Menominee County Building Codes, Menominee County Fair Manager, Juvenile Probation Officer, and Menominee Substance Abuse Prevention - are located in Stephenson at the Michigan State University Extension office located on Hwy 41.

County Clerk – The primary functions of this office include all filings and recordings for Circuit Court cases - Criminal and Civil; maintain Vital Records (birth, death and marriage records); pay the county bills, manage payroll and personnel records, and conduct all elections held in the County.

Register of Deeds – records all deeds, mortgages, land contracts. The Tract Index, which is kept in the office's vault, is a history of each parcel of land in Menominee County. This office stores numerous other files including County Board minutes from the early days of the County. Naturalization records are also on file and can be used in genealogy research.

Prosecuting Attorney – handles all criminal matters that occur in the county, represents the County Board and other county agencies upon request. Primarily handles cases in Circuit Court, District Court, and Probate Court.

County Treasurer – is the custodian of all county funds and as such is responsible for receipting, recording, and investing all money received by the various departments within the County. As Investment Officer for the County, the Treasurer is responsible for safeguarding and investing the monies. The Treasurer is responsible for the collection of delinquent property taxes. Tax forfeitures and foreclosures are also handled by this office which includes conducting auctions for the foreclosed properties. Additional duties include certifying deeds, providing tax histories, and selling dog licenses, plat books, park passes and boat launch permits.

Friend of the Court – is part of the family division of the Circuit Court. They conduct investigations and make recommendations to the court regarding: Custody, Parenting Time, Child Support, Medical Support and Spousal Support. In cooperation with the Michigan State Disbursement Unit (MISDI) they collect, record and distribute support payments as ordered by the court. They enforce orders of Custody, Parenting Time and Support. Together with the Office of Child Support (OCS), the local Friend of the Court Office administers all aspects of Michigan's child support program.

Veterans Service Officer – assists veterans, spouses, widow(er)s and children applying for eligibility for Federal and State veteran's benefits. Serve Veterans as an advocate and assist them in understanding the benefits they have earned by conducting interviews to determine eligibility for benefits for the veterans and their dependents; explains claim decisions and can assist with appeals. Administers all Veterans Service Office operations and functions; maintains records, files, spreadsheets and databases; schedules interviews, appointments and meetings. The Veterans Service Officer also makes presentations and speaks to veterans organizations.

Equalization – is required to perform sales and/or appraisal studies in each class in each unit in Menominee County. There are fourteen townships, and two cities in the county. The purpose of the studies is to determine the increase or decrease in assessed value for the year in each class in every unit of the county. Equalization is also responsible for the annual Apportionment Report due in October.

Equalization works closely with the assessors and/or supervisors to compile the county reports. Information is provided to taxpayers, assessors, lawyers, title companies and the general public regarding any property in the county. Staff also provides assistance to other departments to verify legal descriptions.

County Administration Office – County administration office performs administrative duties: coordinates, implements and enforces County by-laws, policies and rules; attends County Board and Committee meetings; approves agenda packets; records minutes; maintains relationships with federal, state, county, city and township officials; oversees and coordinates building projects.

Administrator acts as Chief Fiscal Officer for the County; develops annual budget; develops the Capital Improvement Plan; forecasts revenue and expenditures; enforces budget policies; conducts bidding for projects; oversees Remonuentation program; writes grants; administers grants for the Housing Rehabilitation Program.

Administration office tracks and updates County fixed asset reports; submits insurance claims. Administrator acts as Human Resource/Personnel Director; enforces the personnel manual; negotiates employment contracts; prepares employment letters. Administrator supervises Department Heads and administrative staff; supervises Buildings and Grounds projects and staff; and is the Parks and Recreation Supervisor; and assists Commissioners in hiring/firing employees. Administrator represents the County Board as co-employer when disciplining employees under the direction of elected officials.

Menominee County Jail - 831 10th Avenue
Constructed in 1974, the jail facility provides about 14,000 square feet of space on a single level. The 41-bed facility regularly exceeds capacity. The 1998 space needs assessment cited the need for additional space and improved security. At least 33,000 square feet, double the number of jail beds, and a direct and secure link between the jail and courthouse were recommended.

An addition to the south side of the jail provides office and storage for the Building and Grounds and Parks Department.

Health Department - 909 10th Avenue

The exterior design of this facility matches the jail and was constructed in the same year - 1974. Approximately 3,600 square feet of ground level accessible space is used for offices and clinics for Public Health - Delta and Menominee Counties. County-based staff persons work from this facility. Alcohol and drug counseling programs are housed at the Michigan State University Extension office in Stephenson for Menominee County.

County Extension Office - S 904 U.S. Hwy. 41, Stephenson

This facility was constructed in 1987 and houses the Michigan State University Extension Service. The building is on a single level and provides space of about 3,800 square feet. It is handicapped accessible. A parking lot is located along the south side of the structure.

The 1998 space needs assessment noted several facility deficiencies including inadequately sized rooms and offices, lack of storage and limited parking to accommodate large group functions.

County Library - S319 Railroad Street, Stephenson

Completed in 1972, the library is completely accessible and in good condition. The facility contains about 6,000 square feet of space including a garage for the bookmobile.

Long-term requirements, as cited in the 1998 space needs assessment, include areas dedicated for child reading and crafts, conference, computers, and an employee break area. The assessment indicated that an expansion of less than 1,000 square feet would be adequate.

Pinecrest Medical Care Facility

Menominee is a part owner of this public facility located in the village of Powers. The facility was built in 1922 as a tuberculosis sanitarium to serve the counties of Menominee, Delta, Dickinson and Iron. In 1961, it was converted to a skilled nursing facility and Iron County's interest was purchased by the other three counties.

The 174-bed facility provides long term skilled nursing care, occupational therapy and services for developmentally disabled persons through Whispering Pines. Whispering Pines consists of three residential facilities - one in Powers and two in Delta County.

Major structural improvements have been completed over the past decade.

6.3 Menominee County Road Commission Facilities and Services

The Road Commission provides road maintenance, construction and snow removal services throughout the county from its three district garages in Powers, Stephenson and Menominee. Administrative offices are located at the Stephenson facility.

Act 51 funding is set by a formula heavily influenced by road miles. The most pressing issue for the Road Commission is budgetary. State funding is not keeping pace with rising construction and operational costs.

Existing Road Commission facilities are adequate for current operations and will be upgraded and maintained as necessary. No new facilities are being considered at this time.

Stephenson Facility

The current maintenance shop was constructed in 1964 with a total square footage of 21,188. An administrative office addition was constructed in 1982 which added 2,680 sq. ft. A metal cold storage building was constructed in 1985 which provides an additional 5,000 sq. ft. of storage space. There is also a former 50 ft. by 50 ft. salt storage building which is currently being utilized for storage of snow plowing equipment. A new 70 ft. by 90 ft. concrete salt storage building was constructed in 1998. The Stephenson District garage services the central portion of the County from CR348 to G-18, as well as CR577 (and contiguous roads to CR577) to the Dickinson County line. At this location there is the Engineer-Manager, Finance Director/Clerk, Payroll Clerk, Stock Clerk and two Engineering Techs., in addition to the District Foreman and 12 hourly union employees.

Menominee Facility

The former maintenance building was constructed in 1936 and is currently used for cold storage. The old office portion of the building was demolished in 2011. A 5,502 sq. ft. maintenance shop was built in 1967 and is currently in use. There is also a 50 ft. by 50 ft. salt storage shed that was constructed around 1970. There is a district foreman and seven (7) hourly union employees at this facility and they are responsible for the southern end of the county from Menominee city limits to CR348 and M-35 to the Delta County line.

Powers Facility

The current 6,300 sq. ft. maintenance shop was constructed in 1967. It replaced the 10,755 sq. ft. shop that was constructed in 1932 which is presently used for cold storage. A 50' by 50' salt shed was added around 1970. There is a district foreman and nine (9) hourly union employees at this facility. They are responsible for the northern end of the county from G-18 north to the Dickinson, Delta and Marquette county lines.

6.4 Services and Facilities of Local Governmental Units

Service and facilities available within individual units of government:

Water Supply: Private water wells on-site are used throughout the county. The villages of Carney and Powers and several northern townships as well as the cities of Stephenson and Menominee also have public water supply wells.

Sewage Treatment: Private on-site sewage treatment is used throughout the county. Several northern townships and the village of Powers and the Hannahville Indian Community also have community lagoon systems. The cities of Menominee and Stephenson also have municipal collection/treatment systems.

Utility Providers: There is a diverse list of providers for most of the provided utilities in the county of Menominee. Electrical is primarily provided by Alger-Delta, Wisconsin Electric, or Wisconsin Public Service. Telephone providers include Ameritech and UP Telephone. Natural Gas (MichCon) and Television Cable providers are available in approximately two-thirds of the county.

The following listings will provide by township, village and city whether or not there is Zoning; the primary Fire Protection; primary Police Protection; location of and current phone numbers for town hall or city hall and a listing of cemeteries.

<u>Cedarville Township</u>

- Zoning - Yes
- Primary Fire Protection - Cedarville Twp. VFD
- Primary Police Protection - Sheriff Dept.
- Township Hall Location - N8235 Old Mill Lane
- Town Hall Phone - 906-863-4721
- Cemetery - Cedar River (public)

<u>Daggett Township</u>

- Zoning - No
- Primary Fire Protection - Daggett Twp. VFD
- Primary Police Protection - Sheriff Dept.
- Township Hall Location - 275W CR 358
- Town Hall Phone - 906-753-9602
- Cemetery (private) - Swedish Baptist, Suomi Gardens

Village of Daggett

- Zoning - No
- Primary Fire Protection - Daggett Twp. VFD
- Primary Police Protection - Sheriff Dept.
- Village Hall Location - 201 School Street (no phone)

Faithorn Township

- Zoning - No
- Primary Fire Protection - Faithorn Twp. VFD
- Primary Police Protection - Sheriff Dept.
- Township Hall Location - W8508 CR577
  Town Hall Phone - 906-438-2341
- Cemetery - Riverside (public)

Gourley Township

- Zoning - No
- Primary Fire Protection - Gourley Twp. VFD
- Primary Police Protection - Sheriff Dept.
- Township Hall Location - N13407 CR551
- Town Hall Phone - 906-639-2178
- Cemetery (private) - Seventh Day Adventist

Harris Township

- Zoning - Yes
- Primary Fire Protection - Harris Township VFD
- Primary Police Protection - Sheriff Dept.
- Township Hall - W905 Hwy. 2 & 41
- Town Hall Phone - 906-466-2443
- Cemeteries (3 private) - St. Michael's Catholic Church, Presbyterian, Hannahville

Holmes Township

- Zoning - No
  Primary Fire Protection - Nadeau Twp. VFD & Daggett Twp. VFD
- Primary Police Protection - Sheriff Dept.
- Township Hall Location - W7258 Cheese Factory Road
- Town Hall Phone - 906-639-2662
- Cemetery - Holy Rosary Catholic (private)

Ingallston Township

- Zoning - Yes
- Primary Fire Protection - Menominee-Ingallston VFD
- Primary Police Protection - Sheriff Dept.
- Township Hall Location - W3790 Town Hall Lane
- Town Hall Phone - none

Lake Township

- Zoning - Yes
- Primary Fire Protection - City of Stephenson VFD
- Primary Police Protections - Sheriff Dept.
- Township Hall Location - G12 & CR577
- Town Hall Phone - 906-753-4385
- Cemetery (private) - Bethesda Lutheran, Lost Lake

Mellen Township

- Zoning - Yes
- Primary Fire Protection - Mellen Twp. VFD
- Primary Police Protection - Sheriff Dept.
- Township Hall Location - W5631 CR342
- Town Hall Phone - 906-788-4435
- Cemetery - Mellen Twp. (public)

Menominee Township

- Zoning - No
- Primary Fire Protection - Menominee-Ingallston VFD
- Primary Police Protection - Sheriff Dept.
- Township Hall Location - 2283 0-1 Drive
- Town Hall Phone - 906-863-9410
- Cemetery - Menominee Twp. (public), St. Mary's Mission (private)

Meyer Township

- Zoning - No
- Primary Fire Protection - Meyer Twp. VFD
- Primary Police Protection - Sheriff Dept.
- Township Hall Location - W5480 First Street
- Town Hall Phone - 906-498-2251
- Cemetery - Meyer Twp. (public)

Nadeau Township

- Zoning - No
- Primary Fire Protection - Nadeau Twp. VFD
- Primary Police Protection - Sheriff Dept.
- Township Hall Location - 403 US Hwy 41N
- Town Hall Phone - 906-639-2223
- Cemeteries (3) - Oakwood, Nadeau Twp.(public), Free Church (private)

Carney Village

- Zoning - No
- Primary Fire Protection - Nadeau Twp. VFD
- Primary Police Protection - Sheriff Dept.
- Village Hall Location - 155 G18 West (no phone)
- Cemetery - Hillside (public)

Spalding Township

- Zoning - No
- Primary Fire Protection - Spalding Twp. VFD
- Primary Police Protection - Sheriff Dept.
- Township Hall Location - W3798 US 2-41
- Town Hall Phone - 906-497-5850
- Cemeteries (2 public) - Spalding Twp.

Powers Village

- Zoning - Yes
- Primary Fire Protection - Spalding Twp. VFD
- Primary Police Protection - Sheriff Dept.
- Village Hall Location - W3990 3rd Street
- Village Hall Phone - 906-497-5646

Stephenson Township

- Zoning - Yes
- Primary Fire Protection - City of Stephenson VFD
- Primary Police Protection - Sheriff Dept.
- Township Hall Location - S325 Railroad Street
- Town Hall Phone - 906-753-6950
- Cemeteries (3) - Stephenson Twp. and Danish Lutheran (public), Bethlehem Covenant (private)

City of Menominee

- Zoning - Yes
- Primary Fire Protection - City of Menominee Fire Dept.
- Primary Police Protection - City of Menominee Police Dept.
- City Hall - 2511 10th Street Menominee 49858
- City Hall Phone - 906-863-2656
- Cemetery - Riverside (public)

City of Stephenson

- Zoning - Yes
- Primary Fire Protection - City of Stephenson VFD
- Primary Police Protection - City of Stephenson Police Dept.
- City Hall - W628 Samuel Street
- City Hall Phone - 906-753-6228

Hannahville Indian Community (Harris and Gourley townships - approximately 5,000 acres)

- Zoning - No
- Primary Fire Protection - Harris Twp. VFD (Escanaba PSD for hotel)
- Primary Police Protection - Hannahville Tribal Police
- Tribal Administration Bldg. - N14911 B-1 Road
- Phone Number - 906-466-2932

6.5 Hospital and Medical Facilities and Services

There are multiple locations where county residents obtain healthcare services. Factors such as distance, service requirements, and personal preference influence locational choices.

Bay Area Medical Center - Marinette

BAMC came into being in 1985 when Menominee County Lloyd Hospital and Marinette General Hospital consolidated. BAMC is a private, non-profit corporation primarily serving Menominee and Marinette counties. The Aurora Surgery Center is now open in Marinette.

The hospital is a 115-bed acute care facility that serves as a regional hub of select, advanced medical services. Services include diagnostic radiology, rehabilitation, ambulatory surgery, obstetrics, cancer treatment, and urgent care. BAMC has formed partnerships with Bellin and Marquette General hospitals to add new capabilities such as MRI at a new Center of Outpatient Services.

OSF St. Francis Hospital - Escanaba

This 110-bed acute care facility provides laboratory, rehabilitation, surgical, radiological, obstetric, gynecological, orthopedic, orthodontic, ophthalmology, emergency, and other medical specialty through visiting physicians. A walk-in clinic and a variety of healthcare offices are located in the attached medical office building.

Dickinson County Memorial Hospital - Iron Mountain

Surgical, pediatric, obstetric, and emergency services are provided at this 96-bed acute care facility. Construction of the hospital was completed in 1996. In 1997, an adjacent medical center was completed to provide specialty services and an after-hours clinic. Medical specialists from nearby regional centers offer services in the hospital's Gust Newberg Clinic.

Veterans Affairs Medical Center - Iron Mountain

The six-story, 63-bed Veterans Administration Hospital was opened in 1950. Its service area includes the entire Upper Peninsula and eleven counties in northeastern Wisconsin. Services have been enhanced through the establishment of Community Based Outpatient clinics at six locations and completion of a new ambulatory care addition in 1997. The facility also contains 17 acute care beds, 40 nursing home beds, 22 hospital beds, and 7 beds for outpatient substance abuse. Most services are provided on an outpatient basis. It is the parent facility for six community-based outpatient clinics - including one in Menominee - and the Jacobetti Veterans Home.

Public Health - Delta and Menominee Counties

Public Health - Delta and Menominee Counties maintain offices in both counties. The agency provides programs and services aimed at prevention and control of disease and environmental health hazards. Current program service topic areas include: Alcohol and Other Drug Services, Environmental Health, Nursing Services, Community Health Promotion, Emergency Preparedness and Groundwater Education.

Northpointe Behavioral Healthcare

Nursing services, psychiatric evaluations, medication monitoring, psychological testing, and ADHD testing and evaluation are among the services provided by Northpointe in the counties of Iron, Dickinson and Menominee. Services are offered for children, adults and families in the city of Menominee.

Other

Medical clinics within the county include:

- Northern Menominee Health Center, Spalding
- OSF St. Francis Clinic (Pinecrest), Powers
- Daggett Medical Clinic (Bellin), Daggett
- Stephenson Medical Clinic (MGH), Stephenson
- Menominee Medical Clinic, Menominee
- Northern Menominee Health Center - South, Menominee
- Veterans Outpatient Clinic, Menominee
- Green Bay HeartCare Family Practice, Stephenson

6.6 Emergency Services

Menominee County E-911 Department

County-wide emergency and non-emergency central dispatch services for police, fire and EMS are handled by this department. Dispatch facilities are in the Menominee Municipal Complex under a rental arrangement. The department is staffed with a Director, seven (7) full-time and three (3) part-time Telecommunicators.

The department is Phase I and Phase II wireless compliant, which provide a call back number for 9-1-1 wireless calls (Phase I), and identify the latitude and longitude of a mobile unit making a 9-1-1 call within a radius of no more than 125 meters 67 per cent of the time (Phase II). TDD (Telecommunications Device for the Deaf) services are provided.

Computer Aided Dispatch (CAD) will connect Menominee County to the other county Public Safety Answering Points (PSAP) in the Upper Peninsula. Delta County 9-1-1 is the alternate route for 9-1-1 calls if telephone service is lost in Menominee County.

Ambulance/Rescue Services

Emergency responders and their coverage areas are identified in Table 6-1.

Table 6-1
Emergency Medical Responders, Menominee County

Name and Location	Normal Area of Coverage
Emergency Rescue Squad, Marinette (affiliated with BAMC)	all areas south of CR338
Hermansville Rescue Squad, Hermansville	townships of Meyer and Spalding; western Harris township
Rampart Ambulance, Escanaba (owned and operated by Marquette General Hospital)	eastern and northern parts of Harris township
Faithorn Rescue Squad, Faithorn	Faithorn township
Mid-County Rescue Squad, Stephenson	all areas north of CR338 except Faithorn, Meyer, Spalding and Harris townships

Menominee County Emergency Services

The county employs a full-time Emergency Management Coordinator who is responsible for planning, training and coordinating emergency response; coordinating and administering the county Emergency Operations Plan; and activating the Emergency Operations Center when necessary. Local emergency plans are maintained in this office. The county's primary Emergency Operations Center is located in the City of Menominee, with an alternate location in Powers.

6.7 School Facilities and Services

All or parts of six public school districts provide kindergarten through 12th grade education opportunities for county students. Faithorn and Harris townships are joined in districts with jurisdictions from adjacent counties. Public and private schools providing elementary and secondary education for resident students are described in Table 6-2.

Table 6-2
Public and Private Elementary and Secondary Schools, Menominee County

Name and Location	District Description	Instructional Levels	
Menominee Area Public Schools	City of Menominee, southern two-thirds of Menominee twp., eastern Ingallston twp.	K-12	
Central Elementary	-	Pre-K-1	
Lincoln Elementary	-	2-3	
Blesch Intermediate	-	4-6	
Junior High School	-	7-8	
Senior High School	-	9-12	
Stephenson Area Public Schools	City of Stephenson, Stephenson, Mellen, Lake, Holmes, Daggett twps., village of Daggett, northern Menominee twp., western and northern Ingallston twp.	K-12	
Stephenson Elementary	-	K-6	
Stephenson High School	-	7-12	
Carney-Nadeau Public Schools	Nadeau twp., village of Carney, southern and eastern Gourley twp.	K-12	
North Central Area Schools	Meyer and Spalding twps., village of Powers, northwestern Gourley twp., southwestern Harris twp.	K-12	
Hermansville Elementary	-	K-6	
North Central High School	-	7-12	
Bark River-Harris School	Harris twp except extreme southwest area, Bark River twp. (Delta County)	K-12	
Norway-Vulcan Area Schools	Faithorn twp.; city of Norway, Norway and Waucedah twps. (Dickinson County)	K-12 (one campus)	
Menominee Alternative School	-	9-12	
Phoenix Community High School	-	9-12	
Menominee Catholic Central School	-	K-8	
Wilson Junior Academy	-	1-10	
Nah Tah Wahsh PSA 55-901	Hannahville Indian Community	K-12	

Source: Menominee County ISD, Delta-Schoolcraft ISD, Menominee Catholic Central School, Wilson Junior Academy

Declining enrollment is a serious problem for most public school districts as a major portion of their funding is allocated on a per pupil basis. Private schools face similar financial difficulties since their operating revenue is derived largely through student tuition payments. In larger districts, such as Menominee, lower enrollments have resulted in selected school closings to reduce operational costs. Districts with a single facility have to employ other approaches. Public school students may attend school outside of their district under provisions of schools-of-choice. This provision is limited in number and does not normally include transportation for participating students.

Although it is not possible to confirm the number of youngsters being home-schooled, this option is increasing in popularity. Parents choosing to home school are not required to notify public education agencies. For this reason, it is difficult to even estimate how many students are being home schooled in the county.

6.8 Post-Secondary Educational Facilities and Services

Bay de Noc Community College in Escanaba offers vocational, technical, and many associate degree programs. Bachelor degree programs can be completed at the college's University Center. Participating four-year institutions include Lake Superior State University, Northern Michigan University and the University of Wisconsin in Marinette, WI.
A 42,000 square foot technical training center was completed in 2000. The Michigan Technical Education Center (M-TEC) at Bay de Noc Community College is intended to increase the pool of needed skilled workers in the area. Bay is one of several Michigan community colleges to have such a specialized training center.

Northeast Wisconsin Technical College offers training in many career fields including health, business and marketing, and trades and mechanical. One of its several campuses is in Marinette.

The University of Wisconsin-Marinette is a two-year campus that offers a guaranteed transfer to any four-year school within the state university system. Students can earn bachelor degrees at the Marinette campus under an arrangement with the UW-Milwaukee through on-line instruction.

Regional post-secondary institutions and their approximate distances from selected county locations are listed in Table 6-3.

Table 6-3
Post-Secondary Educational Institutions

Institution	Campus Location	Approximate Distance in Miles		
		from Powers	from Stephenson	from Menominee
Bay de Noc Community College	Escanaba	22	44	54
University of Wisconsin-Marinette	Marinette	43	21	1
Northeast Wisconsin Technical College	Marinette	43	21	1
Northland International University	Dunbar, WI	48	52	72
University of Wisconsin-Green Bay	Green Bay	93	70	50
St. Norbert College	DePere, WI	98	75	55
Northern Michigan University	Marquette	88	110	120
Michigan Technological University	Houghton	144	166	186
Finlandia University (formerly Suomi College)	Hancock	146	168	188
Gogebic Community College	Ironwood	158	180	200
Lake Superior State University	Sault Ste. Marie	197	219	229

6.9 Library Facilities and Services

Menominee County Library

The Menominee County Library in Stephenson serves all areas of the county except the city of Menominee. A branch library in Hermansville is open on Tuesdays, Wednesdays and Thursdays. A bookmobile takes library service to all sections of the county. Internet access is a free service at both facilities. The library is a member of the Superiorland Library Cooperative.

Spies Public Library

Residents in the city of Menominee and Menominee Township are served by the Spies Public Library. Books and audio visual materials which are not available at Spies can be borrowed from participating libraries through an interlibrary loan arrangement. Spies Library is a member of the Superiorland Library Cooperative.

6.10 Museums

Historical displays, artifacts and records are on public display at four museum facilities. The museums and their locations are as follows:

- Menominee County Historical Society Heritage Museum, Menominee
- IXL Museum, Hermansville
- West Shore Fishing Museum, Ingallston Township
- Vietnam Museum, Hermansville

6.11 Employment and Training Facilities and Services

Michigan Works! Service Centers in Menominee, Iron Mountain and Escanaba provide assistance to job seekers and employers. Information can be obtained on-line as well. Centers include full-time veteran's employment representatives and services through Michigan Rehabilitation Services on an itinerant basis.

Unemployment claims are filed through offices of the Michigan Unemployment Agency. Unemployment Agency offices in Menominee and Iron Mountain have been closed. Claims can be filed by mail or at the Unemployment Agency office in Escanaba.

6.12 Law Enforcement Facilities and Services

Menominee County Sheriff

This department is comprised of 33 full and part-time employees. Services include county-wide patrol – Juvenile Crime Investigation School Resource Officer, marine, snowmobile and off-road vehicle - investigations, community programs, animal control, and court services. The School Resource Officer is assigned to all school districts in the county. Some deputies are assigned to work from their homes to improve service to those areas distant from the department office. Sheriff's deputies are often medical first responders on the scene. The Sheriff's office currently has two satellite offices for patrol to handle paperwork without driving into the city of Menominee to file reports which can be sent electronically.

Under an arrangement with the Hannahville Indian Community, tribal officers are deputized to provide assistance in county jurisdictions. County officers are not authorized to function on tribal land but will respond if requested by the Hannahville Police Department. Sheriff department personnel have authority to respond to situations in the Chip-In Casino parking lot, but not in the casino itself.

Michigan State Police

Michigan State Police Post #89 in Stephenson which provides county-wide law enforcement was to be closed in 2011. However, in 2012, they were still operating from the Stephenson Post. Calls during off-duty hours are referred by long distance and troopers living in the area respond from their homes or vehicles.

Hannahville Tribal Police

Police services within the Hannahville Indian Community and trust lands are provided by the Hannahville Tribal Police in cooperation with the Menominee County Sheriff's Department.

Menominee City Police

Police services are provided within the city of Menominee by a city police force.

Stephenson City Police

One part-time officer comprises this municipal department.

Federal Bureau of Investigation

All of Michigan is served by the FBI field office in Detroit with resident agencies found at multiple locations. The resident agency in Marquette serves the entire Upper Peninsula.

Michigan National Guard

Detachment 1, 46th Military Police of the 210th MP Battalion was transferred to Kingsford, MI. The detachment has an authorized strength of 46 troops.

6.13 Solid Waste Facilities and Services

Final approval of the updated Menominee County Solid Waste Management Plan by the Michigan Department of Environmental Quality was granted February 23, 2001. The plan was prepared in concert with the Solid Waste Planning Committee, approved by 13 of 19 county municipalities, and approved by County Board resolution following a public hearing. Solid waste plans are required by law and are supposed to be updated every five years. Figure 6-1 identifies landfill and transfer station locations within the county.

Michigan Environs Landfill site in Menominee Township is a licensed Type II landfill and processing facility owned and operated by Waste Management, Inc. The site includes 240 acres, 80 of which are permitted for landfill use. The total permitted operating area includes 14.68 acres; 65.32 acres are not excavated. Annual disposal volume is estimated at 275,000 tons. The plan estimates a life of 19 years for the landfill. To maximize the useful life of the landfill, the

plan encourages composting and recycling of appropriate materials. Diversion of household hazardous waste (pesticides, oil-based paint, solvents, batteries, etc.) from the waste stream is recommended as an environmental precaution.

A Type III low hazard industrial waste landfill licensed to Great Lakes Pulp is sited in Menominee Township. The 200-acre site includes a permitted operating area of 6.1 acres and has an estimated life of 4.8 years based on an average annual disposal volume of 140,000 tons.

A second Type III low hazard landfill is licensed to HMSH, Inc. (previously called Menominee Paper SW Disposal Facility). This facility, also located in Menominee township, is presently not in use.

Solid waste disposal services in the county are aided by 3 transfer stations. Licensing designations include Type A (receives waste from a mechanically unloaded vehicle) and Type B (receives domestic and commercial waste unloaded by hand or less than 200 tons compacted per day).

The Mid-County Transfer Station in Daggett Township accepts residential and commercial wastes every Saturday. The North County Transfer Station in Spalding Township accepts all residential, commercial, industrial and construction/demolition wastes on Tuesday and Saturday mornings. Both facilities have Type A licensing and are owned by Great American Disposal. Waste materials are transported to the company's Wood Island facility in Alger County for disposal.

Michigan Environs operates the Menominee-Ingallston Transfer Station, a Type B facility. Waste is transported to the Michigan Environs Landfill for disposal.

There are several waste collection providers in the county. The only municipal collection service is provided by the city of Menominee.

Powers transfer station:	North Country
Daggett transfer station:	Mid-County
Menominee Township	Great Lakes Pulp Company
	Waste Management's Michigan Environs
	HMSH
Transfer station:	Menominee-Ingallston

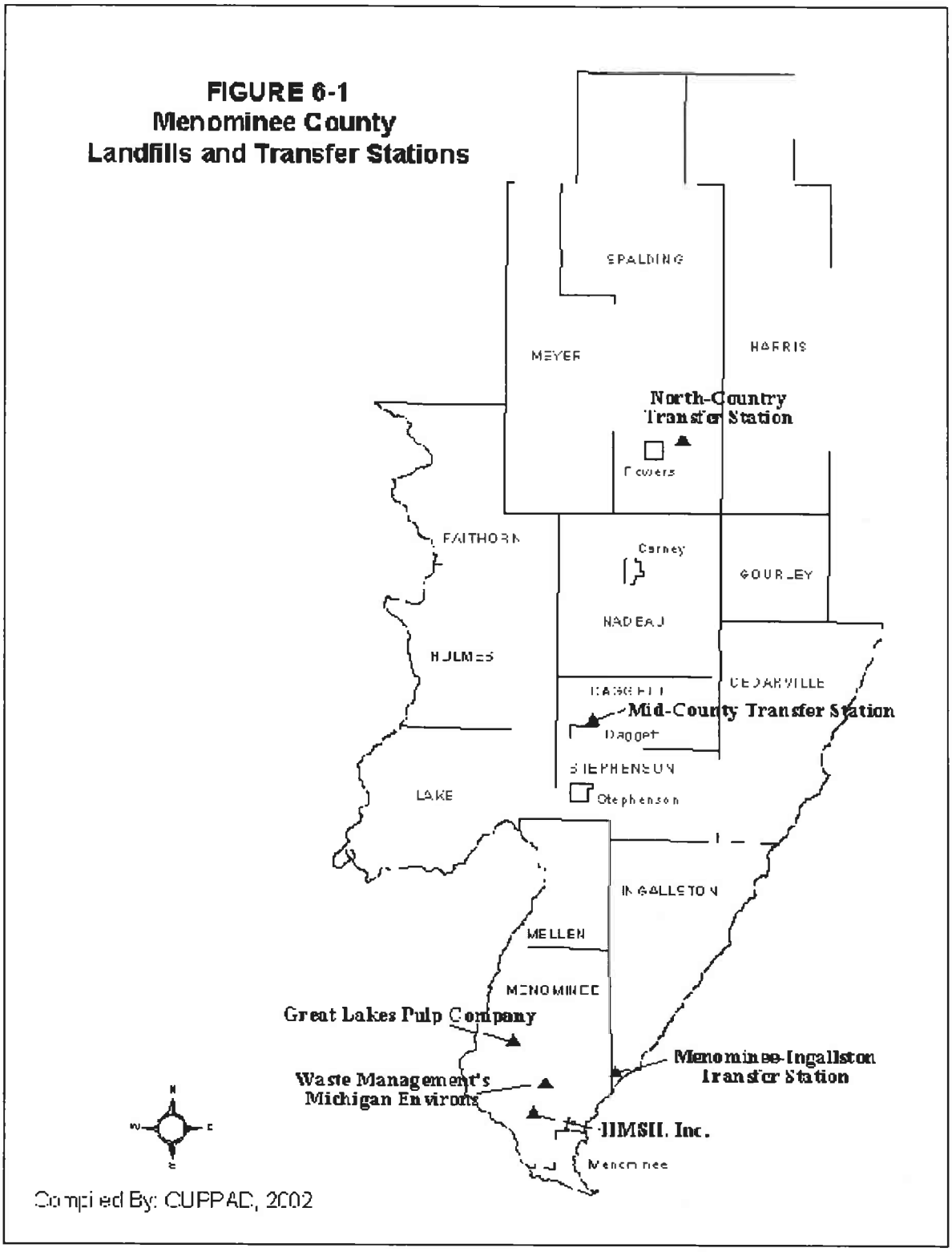


FIGURE 6-1
Menominee County
Landfills and Transfer Stations
SPALDING
MEYER
HARRIS
North-Country
Transfer Station
Powers
FAITHORN
Carney
GOURLEY
NADEAU
HOLMES
CEDARVILLE
Mid-County Transfer Station
Daggett
STEPHENSON
Stephenson
LAKE
INGALLSTON
MELLEN
MENOMINEE
Great Lakes Pulp Company
Menominee-Ingallston
Transfer Station
Waste Management's
Michigan Environs
HMSH, Inc.
Menominee
Compiled By: CUPPAD, 2002

6.14 Airport and Harbor Facilities and Services

Menominee-Marinette Twin County Airport

Airport operations began in the early 1940s. The facility operated as the Menominee County Airport until 1976 when a partnership was formed with Marinette County, Wisconsin to operate the facility jointly.

Twin County Airport (MNM) meets the "general utility" licensing requirements set forth by the Michigan Department of Transportation. It has paved marked runways of 6,000 and 5,100 feet. The official elevation is 625 feet above sea level. The facility serves private and corporate aviation needs, dispenses fuel, and handles a significant amount of air freight.
Commercial passenger service was discontinued in 1996. The airport is certificated to provide commercial passenger service with aircraft seating up to 30 passengers. Those airports nearest the county that offer daily passenger service are located in Green Bay, Escanaba and Kingsford.

Menominee-Marinette Harbor

The port of Menominee-Marinette serves industrial customers on both sides of the Menominee River. Periodic dredging is necessary to maintain a river channel depth of 21 to 24 feet.

Marinas

Marinas in Menominee and Cedar River accommodate pleasure craft. A total of 263 slips capable of handling boats up to 60 feet in length, along with utilities and fuel, are available at the Menominee Marina. An additional 20 spaces are available for transient boaters. Long-awaited improvements at Cedar River now provide a "harbor of refuge" to boaters on the western shore of the bay of Green Bay.

6.15 Federal and State Offices

Post Offices

There are 13 full and part-time U.S. Postal Service facilities in the county. Locations and zip codes are shown in Table 6-4. Some postal offices are under review for continuing services as the federal government considers the closing of some smaller offices in an effort to cut costs.

Table 6-4
U.S. Postal Facilities, Menominee County

Carney (49812)	Daggett (49821)	Harris (49845)	Hermansville (49847)	Ingalls** (49848)	Menominee (49858)	Nadeau** (49863)
Perronville** (49873)	Powers (49874)	Spalding (49866)	Stephenson (49887)	Wallace (49893)	Wilson (49896)	

*private contract office
* *limited hours

U.S. Department of Agriculture Farm Service Agency

Loans, disaster assistance, and technical assistance to farmers and ranchers are the major functions of this agency.

U.S. Department of Agriculture Natural Resources Conservation Service

Working through local partnerships, the NRCS works with citizens to conserve and sustain natural resources (soil, water, etc.) on private lands.

Offices of the Farm Service Agency and the Natural Resources Conservation Service are located in Stephenson.

Michigan Department of Natural Resources

Forestry, wildlife, fire control, field enforcement and administrative personnel are assigned to the Stephenson field office.

6.16 Other Services Facilities and Services

Cemeteries

There are numerous public and private cemeteries in the county.

River Cities Regional Chamber of Commerce

Business interests in Menominee, Marinette (WI), and Oconto (WI) counties are represented by this interstate organization whose mission is promotion of the economic, social and cultural welfare of its membership. The chamber organizes seminars and workshops, community events, and distributes area promotional information.

Men-O-Mee Activity Center, Inc.

Men-O-Mee is a private, non-profit corporation whose primary mission is to provide a supportive environment to persons with disabilities in order to increase independence through personal and social adjustment, community integration, vocational training, and employment services. This Center is currently located in the Goodwill Industries building in Carney.

DAR Boys & Girls Club

The Y (former YMCA)

Menominee-Delta-Schoolcraft Community Action Agency and Human Resources Authority

The founding mission of community action agencies nationwide was the eradication of poverty. Through multiple sources of funding, including a countywide millage and the United Way, the CAA provides food and nutrition, personal care and home assistance, housing, early childhood education (Headstart), housing and weatherization, and health programs through neighborhood service centers - including senior citizen centers.

Marinette-Menominee Area Chapter American Red Cross

Emergency and disaster services, aid to military families and first aid/CPR/AED and certified lifeguard training are among the services offered through the area chapter.

Menominee Animal Shelter

The Menominee Animal Shelter is located next to the airport on Haggerson Court and has been in operation since March 1998. Operational expenses are derived from governmental units, including Menominee County, and donations. Shelter employees and volunteers provide a safe haven for lost, sick, injured, abused or unwanted pets. The shelter actively seeks to find adoptive homes for dogs and cats in their care.

6.17 Issues and Opportunities

Significant space and design limitations exist in most county-owned structures. This is especially serious at the courthouse and jail.

Public water systems serve all or parts of Menominee, Stephenson, Carney, Powers and the Hannahville Indian Community. Wastewater collections systems serve all or parts of Menominee, Stephenson, Powers, Hermansville, and the Hannahville Indian Community.

Mutual fire aid agreements cover the entire county.

Emergency dispatch (E-911) is compliant with new Federal Communications Commission rules that require display of locational information.

The designated emergency operations center from which to direct and coordinate response activity in the event of a disaster is currently located in the city of Menominee.

School enrollment is decreasing significantly in area schools. Since public school funding is largely based on enrollment, districts are confronted with severe budgetary issues.

Vocational and post-secondary educational opportunities are available at several nearby institutions.

7.0 HOUSING

7.1 Introduction

Housing is among the basic elements of comprehensive planning. Housing location is a determinant in the location of public facilities and the costs associated with the provision of public services. Moreover, housing characteristics are indicators of existing social and economic conditions.

Concurrently, the number of households renting is growing faster than the rate for new households overall. Personal income is obviously central to the ownership-rental issue, but other considerations make renting the choice of many persons not constrained by personal economics in increasing numbers. Today's society is much more transient as job opportunities and personal circumstances change more rapidly than in the past.

Neighborhood conditions reflect past and current choices. Well-maintained structures are indicative of healthy neighborhoods that residents find worthy of investment. In a sense, neighborhoods compete with one another and, as such, represent products that people buy.

NOTE: As the U.S. Census Bureau no longer uses the long form that garnered more complete and detailed demographics, the American Community Survey now provides 5-year estimates. *Although the American Community Survey (ACS) produces population, demographic and housing unit estimates, for 2010, the 2010 Census provides the official counts of the population and housing units for the nation, states, counties, cities and towns. For 2006 to 2009, the Population Estimates Program provides intercensal estimates of the population for the nation, states, and counties.*

7.2 Housing Characteristics

<u>Trends</u>

In 2010, the U.S. Census Bureau recorded a total of 14,227 housing units in Menominee County (Table 7-1). Over the 40-year span since 1970, the number of housing units increased by 50%. Percentage-wise, a similar increase was experienced within the region while housing units increased by nearly 70 percent for the state overall (Table 7-2).

Seasonal, recreational or occasional use units are shown in Table 7-3 for selected counties and the State of Michigan for 2000 and 2010. In the past decade these types of seasonal housing units have remained relatively the same with only minor fluctuations. Menominee County has the highest percentage of this type of housing mostly due to the seasonal activities such as hunting and fishing as well as summer homes for recreational use.

Table 7-1
Total Housing Units, Selected Areas, 1970-2010

Area	1970	1980	1990	2000	2010
Menominee County	9,258	11,545	12,509	13,639	14,227
CUPPAD Region	61,798	80,271	85,650	91,105	95,628
State of Michigan	2,653,059	3,448,907	3,847,926	4,234,279	4,532,233

Source: U.S. Bureau of the Census for the years cited

Table 7-2
Housing Unit Change by Decade, Selected Areas, 1970-2010

Area	1970-1980	1980-1990	1990-2000	Change 1970-2010
Menominee County	**24.7%**	**8.3%**	**9.0%**	**53.7%**
State of Michigan	30.0%	11.6%	10.0	**70.8%**

Source: U.S. Bureau of the Census for the years cited.

Table 7-3
Seasonal, Recreational, or Occasional Use Housing Units, Selected Areas, 2000 and 2010

	Percentage of Total Housing Units	
Area	**2000**	**2010**
Delta County	12.1%	14.2%
Dickinson County	11.5%	11.6%
Marquette County	12.9%	12.7%
Menominee County	**17.4%**	**19.3%**
State of Michigan	5.5%	5.8%

Occupancy and Tenure

The counties listed below and overall statewide there has been a reported increase in the number of housing units used for seasonal, recreational or occasional use from 2000 to 2010. Menominee County shows about one-fifth (20%) are used seasonally. Less than 6% of homes in the State of Michigan are used seasonally whereas higher percentages of seasonal usage reflect the recreational nature of the area.

About 80 percent of all county housing units are occupied. Occupation is about 80 percent by owners and 20 percent by renters (Table 7-4). Statewide, occupation is about 72 percent owner

with 28 percent by renter. The highest percentages of renter occupation are found in the city of Menominee, village of Powers and Hannahville Indian Community including off-reservation trust land.

Seasonal, recreational and occasional use housing units represent a large portion of county housing. In Cedarville, Faithorn, and Lake Townships more than half of the housing units fall into this category. Comparisons are provided in Table 7-4.

Table 7-4
Total Housing Units, Occupancy and Tenure, Menominee County 2010

Unit of Government	Total Housing Units	Occupied Housing Units	Percent Owner-Occupied	Percent Renter-occupied	Number and Percent of seasonal, recreational, or occasional use units
Menominee County	**14,227**	**10,474**	**79.4**	**20.6**	**2,743 – 19.3%**
Cedarville	418	125	95.2	4.8	280 – 67.0%
Daggett	400	271	90.0	10.0	107 – 26.8%
Village of Daggett	111	91	92.3	7.7	8 - 7.2%
Faithorn	232	105	96.2	3.8	116 - 50.0%
Gourley	247	170	87.1	12.9	62 – 25.1%
Harris	994	724	74.2	25.8	207 - 20.8%
Holmes	415	150	93.3	6.7	246 – 37.6%
Ingallston	792	440	92.7	7.3	298 – 37.6%
Lake	610	261	89.3	10.7	362 – 53.4%
Mellen	712	513	86.5	13.5	159 – 22.3%
Menominee	1,819	1,528	92.0	8.0	155 - 8.5%
Meyer	613	434	82.0	18.0	131 – 21.4%
Nadeau	770	482	88.8	11.2	244 – 31.7%
Village of Carney	92	83	83.1	16.9	3 – 3.3%
Spalding	963	649	81.8	18.2	264 – 27.4%
Village of Powers	141	135	60.0	40.0	1 - 0.7%
Stephenson	378	277	87.0	13.0	74 – 19.6%
City of Menominee	4,456	3,987	68.1	31.9	66- 1.5%
City of Stephenson	408	358	73.2	26.8	8 – 2.0%
Hannahville Indian Community	163	152	24.3	75.7	5 – 3.1%

Source: U.S. Bureau of the Census, Census 2010, Table DP-1 Note: The above listed units of government are townships unless

Units in Structure

Single-family, detached (stand-alone) housing units account for three of every four residential dwellings in the county. Mobile homes are a major housing type. Combined, these two housing unit types represent a major portion of all county residential units. A housing unit is defined as a house, apartment, mobile home, group of rooms, or single room occupied as separate living quarters that are designed for living, cooking and sleeping purposes.

Age of Housing

About half of county housing units were built before 1960. Older housing units are more prevalent in the cities, villages and townships where the first settlements were established. In sharp contrast to the age pattern of county housing units is the Hannahville Indian Community where over half of all housing structures were built in 1990 or later. A fairly even building pattern is evident for the county excepting the 1970 decade.

Household Type and Relationship

The U.S. Bureau of the Census uses three categories to describe households: 1) family households, 2) non-family households, and 3) group quarters.

Census data from 2010 indicated that 66.5 percent of county residents lived in family households; whereas 65.1 % percent of residents lived in family households in 2010. As presented in Table 7-5, the percentage is similar to that of state at 66%. A family household consists of a householder and one or more persons living in the same household related by birth, marriage or adoption. A higher percentage of family households with no husband present is indicated for the state. The county experienced a decline in the number of married-couple family households between 2000 and 2010 by almost 3%.

Among non-family households, the county has a slightly larger percentage of householders who live alone than the state. Similar numbers are exhibited in the surrounding counties.

Group quarters apply to both institutionalized and non-institutionalized persons. Institutionalized persons are those authorized for confinement, custody or supervised care in correctional facilities, juvenile detention facilities, or nursing homes. College dormitories, military facilities, and group homes are examples of non-institutionalized group quarters. Combined, they accounted for a very small percentage (less than 2%) of the county population in 2010.

Vehicles available at approximately 11,000 owner-occupied housing units are as follows:

An estimated 30% have at least one vehicle with almost 45% owning two vehicles.
Another 20% have three or more vehicles at their residence.
Less than 10% have no vehicle available.

Table 7-5 Household Type and Relationship, Selected Areas, 2010			
Persons	Menominee County		State of Michigan
	Number	Percent	
Total Households	*10,474*	*100.0*	*3,872,508*
Family households (families)	6,819	65.1	66.0%
Married-couple family	5,353	51.1	48.0%
Female householder (no husband present)	955	9.1	13.2%
With own children under 18 years	576	5.5	7.3%
Non-family Households	3,655	34.9	34.0%
Householder living alone	3183	30.4	27.9%
Householder 65 years and older	1,318	12.6	10.2%

Source: U.S. Bureau of the Census, Census 2010

Household Size

The current county average of 2.26 persons per household is consistent with that of the region, but lower than the overall state average of 2.49. This trend is evident at the national level and is the result of smaller family sizes and an increase in the number of single parent families. Table 7-6 illustrates the trend in the average size of households between 2000 and 2010.

Table 7-6 Persons Per Household, Selected Areas and Years		
Area	Persons Per Household	
	2000	2010
Menominee County	**2.36**	**2.26**
Delta County	2.40	2.28
Dickinson County	2.37	2.26
Marquette County	2.35	2.26
State of Michigan	2.56	**2.49**

Source: U.S. Bureau of the Census, Characteristics of the Population, 1970, Volume 1, Part 24, Table 16; Census 2000, DP-4; Census 2010, Table DP-1.

Housing Values and Rents

A median value of housing within the Hannahville Indian Community (includes off-reservation trust lands) was $32,500 in 2000.

Median rent within the Hannahville Indian Community (includes off-reservation trust land) was $275 monthly.

This information is presented to show the percentage of households in difficult financial circumstances. Of particular concern is when the rent obligation is more than 35 percent of total household income. In Menominee County this affects 21.6 percent of the households in renter-occupied units and 28.4 percent in the state.

Over thirty percent of owner-occupied housing in the county is valued between $50,000 and $100,000 with the median value at $97,300. Another thirty percent of owner-occupied units are valued between $100,000 and $200,000 with about fifteen percent valued under $50,000.

Most homes are using Utility Gas (est. 50%) for heating fuel followed by LP or bottled gas and wood. Electricity and fuel oil only make up about 10% of the fuels used for heating.

7.3 Selected Substandard Housing Characteristics

About 60 percent of all county housing units contain five rooms or less. Living and dining rooms, kitchens, bedrooms, finished recreation rooms, enclosed porches suitable for year-round use, and rented rooms are included. Excluded are bathrooms, open porches, hallways and foyers, utility rooms and unfinished basements and attics. The median number of rooms per housing unit in the county is 5.2.

Ninety-nine percent of the housing units have no more than one (1.0) occupant per room (derived by dividing the number of occupants into the number of rooms). Generally, when the number of occupants per room exceeds 1.0, living conditions are considered overcrowded.

7.4 Private Housing Developments

Private housing development is scattered throughout the county. Sites affording water frontage and/or large lots are preferred.

Older structures are more likely to present condition and efficiency concerns. Structural integrity and aesthetics are essential to neighborhood preservation.

From 1960 through 2005 the amount of units nearly doubled bringing the total to over 14,000 housing units in Menominee County. Most housing units have between four and seven rooms on an average. Over two-thirds of the units contain either two or three bedrooms. Growth has slowed considerably in the last decade most likely due to the economy and cost of new building materials.

7.5 Public Housing Developments

Housing developments that are publicly subsidized are described in Table 7-7. In all, 361 low-rise and duplex units are provided. These units offer barrier-free accommodations and rent subsidies that are determined by tenant income. Units range in size from one to four bedrooms.

Table 7-7
Publicly Subsidized Housing Units, Menominee County

Name	Location	Year Built	Description
Golden Shore Apartments	N5577 129 W. Third Hermansville	1984	Elderly (24) 1-bedroom
Bridgeview Apartments	1801 8th Avenue Menominee	1971	Elderly (93) 1-bedroom (5) 2-bedroom
Hay Creek Apartments	38th Avenue Menominee	1979	Elderly and Family (54) 1-bedroom E (6) 2-bedroom E (14) 2-bedroom F (6) 3-bedroom F
Interfaith Manor	1220 9th Avenue Menominee	1981	Elderly (51) 1-bedroom
North Hill Apartments	West 46th Avenue Menominee	1981	Family (14) 2-bedroom (6) 3-bedroom
Woodhaven Circle	East 46th Menominee	1971	Family (4) 2-bedroom (16) 3-bedroom (4) 4-bedroom
Powers Non-Profit Housing	N15967 US-41 Powers	1980	Elderly (24) 1-bedroom (8) 2-bedroom
Maple Aire	245 Menominee Street Stephenson	1979	Elderly (24) 1-bedroom (8) 2-bedroom
Northland New Hope Heights	1520 46th Avenue Menominee	2003	Elderly (17) 1-bedroom (1) 2-bedroom

Source: Michigan State Housing Development Authority Directory, March 2002; Northland Lutheran

7.6 Hannahville Indian Community Housing

Construction, renovation, maintenance and inspection of tribal housing units are overseen by an elected seven-member Housing Board. Tribal housing stock includes approximately 115 residential homes. While the tribe retains ownership of all property, some housing units are individually-owned.

7.7 Housing Assistance Programs

Programs administered by the U.S. Department of Agriculture, Rural Development provide housing repair loans and grants to individuals meeting established income guidelines. In addition, Rural Development provides single family direct and guaranteed housing loans. Direct loans apply to low and very low income applicants. Guaranteed loans are less restrictive with regard to applicant incomes.

River Cities Habitat for Humanity was chartered in the early 1990s and includes the city of Marinette. By agreement, the Hannahville Indian Community in Harris Township is serviced by the Bay de Noc affiliate of Delta County.

The Menominee-Delta-Schoolcraft Community Action Agency administers weatherization and housing rehabilitation programs. Income eligibility guidelines apply to these programs.

7.8 Specialized Housing

Assisted living facilities and group homes are found throughout the county. Those facilities requiring state licensing are regulated as to the number and type of residents, the services provided, and staffing requirements.

There are 11 state licensed adult group homes and adult foster care facilities in the county. Most are home to 4 to 6 persons. Licensed nursing home facilities in the county include the following:

- Pinecrest Medical Care Facility, Powers - 174 beds
- Roubal's Care and Rehab Center, Stephenson- 88 beds
- Menominee Care Center, Menominee - 59 beds

7.9 Issues and Opportunities

Housing unit development has increased between 1970 and 2010. Although scattered, sites affording water frontage and/or large lot sites were favored. The availability of land suitable for housing development, its value, property tax rates, economic conditions and lifestyle preferences influence housing location decisions.

Renters occupy 20 percent of the county housing stock. Dismissing camps and cottages not used as full time residences, the vacancy rate as estimated in 2010 was less than four percent. Housing units not used as primary residences comprise about one-quarter of the county's total housing units.

Single-family, detached housing accounts for about 80 percent of all county units. Mobile homes comprise approximately 10 percent of all county housing units. The homeowner vacancy rate is less than three percent.

Consistent with national trends, non-family households have been increasing and the average number of persons per household has been decreasing. The county's average household included 2.26 persons in 2010.

Housing values vary widely within the county.

Most housing units have at least one if not more vehicles available for transportation.

Publicly-subsidized housing is located in several areas of the county with most of it intended for the elderly population.

Several housing assistance programs are available to county residents meeting income criteria.

8.0 RECREATION

8.1 Introduction

This chapter and the Menominee County 5-Year Recreation Plan provide current information about the location, features, and use of parks, open space sites and other recreational facilities in Menominee County. Standards established by the National Recreation and Park Association, requirements set forth under the Americans with Disabilities Act (ADA) of 1990, and a listing of historical places in the area will be addressed. Information contained in this chapter is intended to provide current and comprehensive information to guide decision makers regarding future park development and/or acquisition.

As the county Recreation Plan is extensive and illustrates the information to be addressed we are by reference directing interested persons to the Menominee County Five Year Recreation Plan itself for much of the most up-to-date information.

Healthy, socially acceptable outlets that channel free time in life-enriching directions are roles for recreation. Thus, the provision of recreational opportunities is important to the overall quality of life in a community.

The County Parks Committee has developed an updated recreation plan in conformance with guidelines set forth by the Michigan Department of Natural Resources and was re-written with input by CUPPAD. Approval of the plan by the Michigan Department of Natural Resources is necessary to establish the eligibility to apply for state and federal grant assistance through the Department of Natural Resources. The updated Menominee County Five Year Recreation Plan for 2011-2015 was adopted March 25, 2011.

The Five Year Recreation Plan includes the following elements:

1. Introduction;
2. Community Description;
3. Recreation Administration;
4. Menominee County Recreation;
5. Recreational Needs;
6. Goals and Policies;
7. Recreation Development Schedule.

8.2 Recreational Space Definitions

Terms used that will be used throughout this chapter are defined in the following list to insure a common understanding of various types of recreational facilities.

Active Recreation Site: A park designed primarily for active recreation of one or more age groups. Such a design may have as its primary feature play fields, playground apparatuses, ball fields, or a combination thereof.

Baseball/Sandlot: A small grassed area with a primitive backstop designed to serve the needs of children less than 12 years of age. Such a park is usually inadequate for organized softball or baseball leagues because of the size of the field.

Combination Park: A park containing two or more types of recreation areas. For example, a passive recreation site and a play field within the boundaries of one facility.

Community Park: An area of diverse environmental quality that may include areas suited for intense recreational facilities such as athletic complexes and large swimming pools. Such facilities may offer natural qualities suited for outdoor recreational activities such as walking, viewing, sitting, and picnicking.

Land-based Recreation: Those activities that can be pursued without requiring a recreational water supply. Examples include camping, hiking, picnicking and field sports.

Mini-Park: A park of specialized facilities that serves a concentrated or limited population or specific group such as tots or elderly persons.

Neighborhood Park/Playground: An active recreation site incorporating one or more open space areas designed for field sport and providing play apparatuses. The open space areas should be able to serve the needs of both youth and adults.

Passive Recreation Site: A park primarily designed for picnicking, walking, and other non-organized recreation interests. Such a facility often places more emphasis on the natural setting as opposed to active types of recreational activity.

Service Areas: A service area reflects the average distance users are willing to travel to a facility, a zone of influence. Although usually expressed in terms of a service radius, the influence is affected by features such as traffic arteries and rivers. A unique facility, or feature of a facility, may extend the normal zone of influence.

Water-based Recreation: Recreation based on the availability of a water supply. Boating, swimming, fishing, and ice skating are obvious examples of water-based recreation activity.

8.3 Administrative Structure

The Menominee County parks system is overseen by a seven-member Parks and Recreation Board that includes two county commissioners. Members are appointed by the County Board of Commissioners to be advisory only on park system issues and concerns including policies and budgets. They normally meet once a month with the summer meetings held at different locations throughout the county park system.

County parks are managed by the County Administrator. There are two park rangers for the county park system, one seasonal office manager, and generally six seasonal employees. Security at the park system is handled through the county sheriff's department, augmented with assistance from the MI State Police personnel.

8.4 Expenditures

Annual budget appropriations are set by the Menominee County Board of Commissioners. User fees make up a portion of the overall park system budget.

Expenditures include personnel costs, supplies, repairs and capital outlays. Revenue includes charges for service, other miscellaneous revenue and state grant awards. The revenue column does not include county general fund appropriations. The Parks and Recreation Board are working toward the goal of making the parks self-supporting. Fees have been raised over the past few years in an effort to keep up with increased costs of electricity and other rising costs.

8.5 County-owned Recreational Facilities

County facilities are primarily water-based.

8.6 County-wide Recreational Facilities

Public and private recreational facilities located throughout the county are described in the Five-Year Recreation Plan.

8.7 Recreation Needs Standards

One of the methods used to assess a community's recreation needs has been developed by the National Recreation and Park Association (NPRA). Under this system, space standards are used as the measure of recreation system adequacy. Total park and recreation space is usually expressed as acres per population. Recreation space standards are useful when assessing current needs and future demands.

Under NPRA standards, the park system of a community should have a minimum of 6.25 to 10.5 total acres of developed open space per 1,000 population. According to these standards, total park area in the county is within the recommended range. In addition, units of government and public and private schools within the county maintain numerous recreational facilities, as do a number of private interests. These facilities are available for public recreational pursuits. The standards are intended to serve as a guide to planning, not an absolute blueprint.

8.8 Recreational Needs

Specific needs for individual parks are addressed in the Five-Year Recreation Plan.

8.9 Park Accessibility Requirements

The Americans with Disabilities Act (ADA) identified specific standards to insure that persons with disabilities have an equal opportunity to participate fully, live independently, and be economically self-sufficient. The ADA consists of five sections that include employment, public accommodations, transportation, state and local government operations, and telecommunications.

Public Accommodations, Title II of the ADA, deals with the level of accessibility and equal provisions of service at publicly owned outdoor recreation sites. This title states that discrimination against persons with disabilities is prohibited in all services, programs, or activities provided by public entities. The general requirements set forth under this section became effective January 26, 1992. Remodeling or new construction of facilities and buildings had the same deadline date to become accessible to disabled persons. In existing buildings and facilities, nonstructural changes to improve accessibility were required by January 26, 1992, while all structural improvements of facilities and buildings were required by January 26, 1995.

The ADA of 1990 requires that "reasonable accommodation" be made to the needs of the estimated one in five people nationally who are disabled. That is, all public and private providers of goods and services, along with all employers, must remove all structural and communication barriers from facilities or provide alternative access where feasible. A new ADA bathhouse is planned for Shakey Lakes Park with the beginning stages of construction to begin in 2012.

8.10 Historical Resources

Special historic significance is recognized through listings of the State Register of Historic Sites or the National Register of Historic Places. Site descriptions are provided in the Five Year Recreation Plan.

8.11 Museums

Please refer to the county 5-Year Recreation Plan for a listing of Museums.
Chapter 6 – Section 6.10 also lists the museums.

9.0 TRANSPORTATION

9.1 Introduction

Communities depend on the effective movement of people and goods to sustain a functioning economy. Transportation is a key factor in decisions affecting land use and development.

Roads and other transportation systems have been largely influenced by physical barriers present such as rivers, lakes, swamps and rugged terrain. Therefore, transportation routes generally were established where physical features offered the least resistance.

A summary of the existing transportation facilities in the county, along with a discussion of future transportation facilities and services is presented in this chapter.

9.2 Road System

Michigan Public Act 51 assigns responsibility for maintenance, construction, and improvement of roads within the jurisdictions of counties and incorporated cities and villages. Funding to support these road systems is derived from motor fuel user taxes and vehicle registration fees. These revenues are deposited into the Michigan Transportation Fund and distributed by formula.

After set distributions to specific funds dealing with rail grade crossings, bridges, transit programs, etc., the remaining MTF funds are allocated by formula. Under this main formula, allocations from the Michigan Transportation Fund are made to the State Trunkline Fund and county road commissions in equal amounts (39.1%); cities and villages divide 21.8 percent.

Act 51 recognizes five road system categories: state trunkline, county primary, county local, city/village major, and city/village local.

State Trunkline

The state trunkline system within the county road network is made up of state and federal highways that connect communities within and beyond the county borders. Trunklines provide the highest level of traffic mobility for the traveling public.

State highways are designated with the prefix "M", federal highways with the prefix 'US". Trunklines US-41, US-2/41, US-2, M-35, and M-69 collectively span 114.6 miles within the county and represent 8.3 percent of the total road mileage.

US-2 is a major east-west route extending from the northern Maine / New Brunswick border to Puget Sound in Washington State. Eastward from where it intersects with US-41 in the village of Powers, it carries both numeric designations (US-2/41). It is a two-lane highway with four lanes through the Spalding-Powers area and passing relief and turning lanes in Harris (casino), Wilson and between Powers and Hermansville.

US-41 stretches from Miami in south Florida to Copper Harbor on Lake Superior and is a major north-south roadway in the county. It is included in the priority north-south highway corridor from Wisconsin to Marquette. As such, guidelines and recommendations have been developed to better manage access and improve safety and capacity along the route (problem traffic movement areas are discussed in Section 9.8). It includes four lane sections through Powers and Menominee and is widened through parts of Carney and Stephenson. Bidirectional passing relief lanes have been added along congested areas on Hwy 41.

A study published in 1997 concluded that US-41 is the preferred north-south highway connection between Menominee and Escanaba. Although some 12 miles longer than highway M-35, US-41 is preferred because adjacent areas are more populous, have more existing and potential economic activity, and present lesser environmental impact. Bidirectional passing relief lanes have been added along congested areas on M-35.

State trunkline M-35 originates in the city of Menominee and shadows the Green Bay shoreline north to Delta County. The entire length of the roadway stretches from Menominee to Negaunee. Passing relief lanes near the Delta County line, Cedar River and Ingallston have been added in recent years to improve safety and flow. M-35 and Bay de Noc Road are historical and in some places they follow old Indian trails.

The State trunkline M-69 branches off US-2/41 in Delta County on a northwest course through northern Harris and Spalding townships into Dickinson County. Crystal Falls is the western terminus of this trunkline. Although not as heavily traveled as the other trunklines, this roadway is vital to the logging industry.

County Road System

The county system consists of primary and local roads with primary roads having the greatest general importance. County primary roads facilitate the traffic movement from smaller to larger population centers within areas not served by trunklines. Total county roads equal 1119.2 miles.

County roads not classified as primary are considered local. Local roads combine for a total of 731.1 miles, of the public road system. The roads in this category are typically considered township roads and are unpaved. The local road system carries the lowest volume of traffic with the greatest total mileage.

The Menominee County Road Commission has followed a policy of road improvement cost sharing with local governmental units. Local governments determine which road projects need improving and generally contribute about 20 percent of the total project cost. The road commission is committed to upgrading vital county roads, or "backbone" routes, to all-seasons (Class A) capability as funding allows.

Wetland issues frequently add cost and difficulty to making needed road improvements. Mitigation costs are substantial and growing as regulations have become increasingly stringent. The Menominee County Townships Association, in seeking relief from the Michigan Department of Environmental Quality, has taken the position that mitigation should not be required if construction work is contained within existing road rights-of-way.

9.3 Private Roads

There are many private roads throughout the county by which recreational, residential, agricultural and businesses properties are accessed. These roads are of varying lengths and condition. Road adequacy and identification are concerns for emergency responders.

In some cases, low volume county roads serving seasonal use dwellings have been gated by property owners and treated as private roads. These roads remain in the county system unless property owners consent to their abandonment. Landowners may be encouraged to request abandonment to maintain property privacy. As properties are converted for year-round residence, road improvements and services normally provided within the county road system are expected, a circumstance that places additional demands on Road Commission resources.

Construction of private roads crossing public rights-of-way requires permission through a permitting process. This applies to businesses, private parties and utilities. Each driveway is a point of contact with through traffic. State law requires this approval to assure the greatest measure of safety. Location, dimensions, type of surface, and drainage factors are among the factors to be considered in the permitting process.

9.4 National Functional Classification of Roads

The National Functional Classification is a planning tool developed by the Federal Highway Administration used by federal, state and local transportation agencies. Under this system, streets and roads are classified according to their function along a continuum that indicates the greatest mobility/access to property. Roads that provide the greatest mobility are classified as principal arterials. Minor arterials, major collectors and minor collectors follow in this continuum. Roads classified as local provide the greatest access to property. The placement of roads into these categories is determined by the relationship to traffic patterns, land use, land access needs, and traffic volumes.

The major difference between the functional classification scheme and that created under Act 51 is that the functional classification breaks down a county road system into more categories. A state trunkline can be a major or minor arterial and county primary roads can be major or minor collectors. This system is especially useful as a planning tool.

Principal Arterial

The main function of a principal arterial road is to move traffic over medium distances quickly, safely, and efficiently. Often the movement is between regions or major economic centers. Principal arterials in Menominee County include state trunklines except M-69. Although M-69 is short in distance in Menominee County it is still an important shortcut between M-95 and US 2/41.

Minor Arterial

Roads within this classification move traffic over medium distances within a community or region in a moderate to quick manner. They distribute traffic between collector roads and principal arterials. County minor arterials include M-69, CR581 from US-41 to CR577, and all or parts of several roadways south of CR581.

Collector Roads

A collector road provides access between residential neighborhood and commercial/industrial areas. Its function is to provide a more general service, e.g., area-to-area rather than point-to-point. A collector usually serves medium trip lengths between neighborhoods on moderate to low traffic routes at moderate speeds and distributes traffic between local and arterial roads. Usually, this involves trips from home to places of work, worship, education and where business and commerce are conducted.

Rural Local Road

The predominant function of roads in this classification is to provide direct access to adjacent land uses. A local road serves as the end for most trips within a community. Local roads include all streets not classified as arterials or collectors.

9.5 Complete Streets

Michigan Public Act 135, defines complete streets as "...roadways planned, designed, and constructed to provide appropriate access to all legal users in a manner that promotes safe and efficient movement of people and goods whether by car, truck, transit, assistive devices, foot or bicycle." Communities across the United States are instituting policies to "complete the streets" and provide "roads for all modes." All modes of transportation may not be appropriate for all of the roads in a community. Establishing a complete streets policy helps to ensure that transportation planners and engineers consistently design the entire roadway with all users in mind - including bicyclists, public transportation vehicles and riders and pedestrians of all ages and abilities.

Complete streets policies can improve safety for all users. A Federal Highways Administration review found that streets designed with sidewalks, raised medians, better bus stop placement, traffic-calming measures and treatments for disabled travelers improve safety. Complete streets also encourage walking and bicycling for health and address climate change and oil dependence.

These policies may also provide transportation options for residents who do not drive, including children under 16, elderly, disabled or low income residents. Complete streets also play an important role in developing a livable community; providing connections to key destinations is essential.

There is no one design recommendation for complete streets. Components that may be found on a complete street include: sidewalks, bike lanes (or wide paved shoulders), special bus lanes, comfortable and accessible public transportation stops, frequent crossing opportunities, median islands, and accessible pedestrian signals and curb extensions. One of the issues often mentioned when discussing implementation of a complete streets policy is the fear of additional costs. Careful planning can minimize costs. When complete streets policies are in place, engineers can incorporate facilities for all travelers into projects during the planning and design phase when appropriate. MDOT is currently using context sensitive solutions for their road projects, which creates road projects that blend with the current aesthetics and infrastructure in a community. The County may have the opportunity to work with MDOT and the Menominee County Road Commission to plan for and implement improvements related to non-motorized facilities, transit, carpooling and commercial vehicle infrastructure.

9.6 Road and Bridge Condition Evaluations

Preservation and maintenance of the existing road system is the highest priority of the Michigan Department of Transportation. Weather caused deterioration and heavy usage is the main reasons for most road repairs. Construction projects are often delayed due to limited funds to provide adequate labor and materials to complete the projects properly. The primary issue is funding. The County is working on a Three-Way Road program for cost sharing in the repairs of roads throughout the county.

The Michigan Department of Transportation evaluates road surface conditions using standard criteria such as ride quality, pavement conditions, friction and rutting. Trunkline segments are rated as to their remaining service life (RSL). PASER is the system used to assess road conditions.

<u>PASER System</u>:

> Using road funding efficiently requires good planning and accurate identification of appropriate rehabilitation projects. Assessing road conditions is an essential first step in the process. Asset management is a process used to strategically manage transportation systems in a cost-effective and efficient manner. Asset management consists of five major elements: developing policy goals and objectives, data collection, planning and programming, program delivery, and monitoring and reporting results.
>
> Roads under the jurisdiction of the Michigan Department of Transportation are evaluated on the basis of pavement condition, ride quality, friction and rutting.

Surface conditions are determined by the amount of deterioration such as cracking, faulting, wheel tracking, patching, etc. Determining ride quality is subjective, but is based on the degree of comfort experienced by drivers and passengers. Future state trunkline system conditions are forecasted using the Pavement Management System data in conjunction with the Road Quality Forecasting System. It is anticipated that the percentage of pavement in poor condition will decrease over the next ten years. Bridge rehabilitation and replacement is scheduled on a "worst first" basis, assuming that funding is available for construction.

Roads within the County are evaluated using the PASER (**PA**vement **S**urface and **E**valuation and **R**ating) system. Survey teams, including members of the County Road Commission, CUPPAD and MDOT travel the roads to inventory surface type, such as concrete, asphalt, gravel and unimproved earth and to evaluate road condition. The survey utilizes such characteristics as surface distress, pavement strength and deflection. Roadways are rated on a scale from one to ten. A rating of "10" indicates the pavement surface is in excellent condition, displaying no visible signs of distress, and having a quality rating of "new construction." A roadway given the rating of "1" represents the poorest roadway condition with visible signs of distress and extensive loss of surface integrity. The road conditions, displayed in the table below, are presented in three levels of asset management:

1. Routine maintenance (ratings of 8-10) Routine maintenance includes actions to be performed on a regular basis. Work activities would not significantly change the surface rating of the road. Some maintenance activities are: placing new aggregate on the existing gravel to replace the original material that has been worn off or the reconditioning of bituminous surfaces with less than ¾ inch.

2. Capital preventive maintenance (ratings of 5-7) Capital preventive maintenance will preserve the roadway by extending the life of the roadway without changing the original design, function or purpose. Roads would need repair due to the effects of weather, age and use. Some capital maintenance activities are crack sealing, chip sealing, concrete patch and bituminous overlay.

3. Structural improvements (ratings of 1-4) Structural improvements include activities taken to preserve the structural integrity of an existing roadway or where the safety or structural elements are improved to satisfy current design requirements. Structural improvement activities include reconstruction, resurfacing, gravel surfacing or limited rebuilding to improve grades or improve sight distances.

PASER ratings are often classified into three asset management strategies which are listed and described in the following table. The three strategies are color-coded with red being "poor", blue being "good", and purple being "excellent" condition. The asset management approach shifts from the traditional "worst first" approach to one that

incorporates a "mix of fixes." Investing smaller amounts of money in roads that are in "good" condition extends the life of the road.

Asset Management Strategies			
PASER Ratings	Asset Management Strategy	Description/ maintenance technique	
1-4	Structural Improvement	Total reconstruction, resurfacing, gravel resurfacing, patching with major overlay	
5-7	Capital Preventive Maintenance	Crack sealing, asphalt overlay, chip seal	
8-10	Routine Maintenance	Street sweeping, shoulder maintenance	

There are 71 road bridges in the county including some single lane structures. Structural evaluations are required every two years. Weight restrictions are in force for 9 bridges.

Seven interstate bridges connect Menominee County with Marinette County. The US-41 Interstate Bridge is the most heavily traveled, and most commercially important of the seven. It is among the leading traffic-carrying bridges in upper Michigan.

Special MDOT designations have been given to the US-41 Interstate Bridge and the Chalk Hills Interstate Bridge (Holmes Township) in view of their distinctive designs and historic roles. The US-41 Bridge was constructed in 1929 and is 850 feet in length; the Chalk Hills Bridge is 327 feet long and was built in 1927. Both bridges have been replaced. Replacement of the Menominee Street Bridge in Stephenson has also been completed.

9.7 Financing

Road classification, road mileage and population are factored into the distribution formula for the Michigan Transportation Fund. A percentage of the funding is reserved for engineering, snow removal and urban roads.

Major responsibility for construction and maintenance of the county road system rests with the Menominee County Road Commission. Road Commission funding comes principally from the Michigan Transportation Fund (Act 51) with additional revenues from local units, federal programs and miscellaneous sources.

The Michigan Transportation Economic Development Fund was established in 1987 "to enhance the ability of the state to compete in an international economy, to serve as a catalyst for economic growth of the state, and improve the quality of life in the state." Investing in highway, road and street projects necessary to support economic expansion is the purpose of the TEDF. The specific funding categories are as follows:

- Category A - target industries
- Category C - urban congestion
- Category D - rural primary
- Category E - forest road
- Category F - urban area

Federal assistance for state highways is supported mainly through motor fuel taxes. Construction and repair costs associated with state trunkline systems are generated from these taxes. The Intermodal Surface Transportation Efficiency Act of 1991, and its reauthorization as the Transportation Equity Act for the 21st Century (TEA-21), have resulted in allocation changes that have benefitted Michigan. Under the concept of "intermodalism", transportation planning is supposed to engender cooperation among the different transportation modes that interconnect at shared hubs, or intermodals.

Ten (10) percent of each state Surface Transportation Program allocation is set aside for transportation enhancements. Enhancement activities are meant to be such things as landscaping, bicycle paths, historic preservation, storm water runoff mitigation and other quality-of-life projects. A formal process of application has been established by the Michigan Department of Transportation for local and state jurisdictions.

9.8 Traffic Volume

It is anticipated that travel demand will grow by 50 percent in the next decade. Each year brings more cars, more drivers and a decreasing percentage of carpoolers. The largest population growth is occurring in suburbs where dependence on private automobiles is greatest. New road construction is not keeping pace with this growth and roads are becoming increasingly crowded which by extension creates more need for maintenance.

Traffic counting devices are used by the Michigan Department of Transportation to record volumes at set points along state trunklines.

Location is critical to the viability of commercial enterprises. However, such development may complicate the movement of traffic and heighten congestion and safety issues. Often, such development occurs with little if any attention to how entrances and exits will affect traffic movement.

Commercial traffic (heavy truck) counts are extrapolated from data collected at the counter locations. MDOT data shows sharp increases along M-35 and US-2.

Information from the Michigan Secretary of State shows that vehicle registrations of all types have been increasing. Along with rising vehicle registrations (car, truck and motorcycle), trailer registrations have increased.

9.9 Traffic Flow and Safety

Improving efficiency and safety along the US-41/M-35 corridor in the cities of Menominee and Marinette is a long-standing and difficult issue. Discussion of a bypass to divert through traffic has been addressed at many levels and among numerous groups in Michigan and Wisconsin, collectively and separately. The area of concern extends from the US-41/M-35 intersection in Menominee through Marinette and south to Peshtigo. Wisconsin constructed bypasses of both Oconto and Peshtigo between 2008 and 2010. US-41 now has four lanes from the Michigan border south into Wisconsin.

There is no convenient route alternative for north-south through-traffic. The Michigan area (Interstate Bridge north to the division of highways US-41 and M-35) is intensively developed, mainly with commercial establishments. The heavy traffic volume, road capacity and design, and multiple signal lights significantly impede commercial through-traffic.

Driveways and intersections are always a concern since traffic flow is interrupted as vehicles enter and exit a roadway. Where sight distances are limited, the potential for an accident increases. Hidden driveway signs are common in hilly parts of the county. These signs advise drivers of an approaching access where sight distances are limited.

9.10 Public Transportation

Menominee County does not have a general public transportation system. The feasibility of setting up a private, non-profit corporation to consolidate transportation services and expand to a countywide transit system was examined in 1982. There was not enough interest or support to create such a system. A subsequent study completed in 1996 encouraged transportation service coordination to eliminate duplication, improve vehicle operating efficiencies, and better meets the need for transportation services.

Commuter transportation efficiency is promoted by the Michigan Department of Transportation through car and van pooling programs. The program includes a computerized matching service for those interested in sharing rides to similar destinations. Through the MichiVan program, commuter groups can lease vans for low monthly rates. These initiatives are meant to reduce road congestion, parking demand and fuel consumption.

9.11 Intercity Transportation

There is no longer any bus service in the county.

9.12 Rail Service

All railroad trackage in the county (approximately 68 miles) is owned and operated by the Canadian National Railroad as part of its Wisconsin Central Division. A single line runs between Menominee and Powers. The north-south mainline diverges to single eastbound and westbound lines at Powers. The westbound line branches again at Hermansville; one to Iron Mountain generally just south of US-2 and the other into Wisconsin at Faithorn. All Michigan trackage of the Canadian National Railroad (159.35 miles) is in the Upper Peninsula. The Escanaba and Lake Superior Railroad retain trackage rights from its headquarters in Wells (Delta County) to Pembine, Wisconsin.

9.13 Air Transportation

The Menominee-Marinette Twin County Airport in Menominee is a "general utility" facility with paved runways of 6,000 feet and 5,100 feet (also discussed in Chapter 6). Passenger service has not been provided since 1996. The airport is certificated for commercial passenger service with aircraft seating up to 30 passengers although the Twin County Airport is primarily used for cargo service at this time.

The airport handles a significant amount of cargo.

9.14 Water Transportation

The Menominee River mouth provides a commercial port for the cities of Menominee and Marinette. The shipping channel is 21 feet deep. Tons of coal, lumber, pulp and waste paper, limestone, pig iron, and other nonmetal material are handled at the Menominee River harbor. Inbound and outbound commercial traffic is by ship, tug or barge.

9.15 Non-motorized Transportation Facilities

In recent years the construction of non-motorized facilities has increased in response to public interest. Walking and bicycling are among the top individual exercise activities. According to a survey conducted by the National Sporting Goods Association, walking is the most popular form of exercise. Alternate modes of transportation are encouraged and can be made safer by facilities such as bike lanes and walking paths.

Transportation Equity Act for the 21st Century (TEA-21) of 1998 has a 10 percent set aside provision for enhancement projects such as bike paths and pedestrian walkways (discussed in section 9.7). County road commissions and city and village road agencies are eligible to apply for these funds through the Michigan Transportation Enhancement Program.

Paved county roads west of US-41are favored routes for road bikers. Light traffic, varied terrain and scenic landscape all contribute to the attraction for bicyclists.

9.16 Issues and Opportunities

Public Act 51, with revenues derived through taxes on fuel and registration fees, is the primary funding mechanism for county and local roads. Construction and maintenance costs are generally rising faster than funding allocations.

State trunklines, whose primary function is to move traffic quickly and efficiently, are becoming increasingly crowded as they serve more drivers and vehicles each year. As determined through local input, US-41 is the preferred north-south transportation corridor in the county.

Local road improvement projects are determined by townships in consonance with the Menominee County Road Commission and are cost-shared. Upgrading roads to all-seasons capability will further development potential along those routes. A three-way road program was implemented in 2012.

Wetland regulations add substantially to the cost and complexity of road improvements.
Age and condition restrict the load-carrying capacity of 14 of the 69 bridges in the county road system. Width limits some bridges to one-way traffic. Two of the seven interstate bridges (Interstate and Chalk Hills) were replaced. A new Nathan Interstate Bridge was completed in 2002.

The movement of traffic - especially truck traffic passing through - along the US-41 corridor in the cities of Menominee and Marinette is significantly impeded by congestion, roadway design and capacity, access points and traffic controls. There is no adequate routing alternative within the current road system to relieve the situation. US-41 in Wisconsin is all four lane trunkline to the Menominee.

There is no general public transportation system in the county.

Active rail lines connecting Canada and U.S. markets pass through the county.

Commercial air service is not available in the county presently although Twin County Airport retains the required certifications.

Waterborne cargo is delivered to industrial users at the port of Menominee-Marinette.

The popularity of non-motorized facilities - especially for walking and biking - has been increasing nationwide.

10.0 TRENDS, ASSUMPTIONS AND ALTERNATIVES

10.1 Introduction

Trends identified in the preceding chapters of this plan help to frame the issues and opportunities as they pertain to future growth and development. Based on these trends and the body of information contained in each chapter, reasonable assumptions can be inferred that will be helpful in the decision making process. From these assumptions, strategy alternatives can be formulated to address identified issues and opportunities.

10.2 Trends

Trends identified earlier in this plan are summarized as follows:

Population

Despite dramatic demographic change, little change has occurred in the overall population for the past 100 years. Population projections indicate small decreases. The historical census data demonstrates that Menominee County tends to have an average population +/- of 25,000 annually.

The median age has increased significantly over the past 40 years.

Overall, the number of households has been increasing while the average household size has decreased.

Population losses are occurring in historical population centers with corresponding growth in rural areas. Further dispersion of population concentrations is likely.

Economic Base

Manufacturing and retail trade followed by healthcare, lodging and food services, and wholesalers are the largest employers in the area.

Agriculture and forest products continue to play prominent roles in the county economy. In terms of assessed valuation, the agricultural class is second to residential - and nearly equals the combined assessed values of commercial and industrial properties.

Fewer but larger farms have been the trend for several decades. Much of the county land area is utilized for farming. The average age of farm operators is increasing. As retirements inevitably occur, a resultant decrease in the number of farms is anticipated with fewer but larger operations.

Enterprises of the Hannahville Indian Community make it the county's largest employer. The Hannahville Indian Community has spent $8 million on the expansion of its recreational facilities within the past several years and attracts 3.4 million visitors annually.

Unemployment rates in the county are traditionally among the lowest in Upper Michigan. The biggest projected job growth is in the service sector where lower wages are generally expected.

Natural Features

A market exists for parcels affording water frontage and large parcels for private recreational uses.

Elevations in the county range from 580 feet above sea level at the lakeshore to 1,100 feet in the northwest.

The Menominee River and the bay of Green Bay serve as the county's major watersheds.

About 75 miles of Menominee River shoreline forms the far western boundary of the county. Along this section of the river are five hydro projects.

Flood hazard zones are identified along portions of Lake Michigan and inland streams. A few local governmental units participate in the National Flood Insurance Program.

Potential mineral deposits along the Menominee River have resulted in exploratory activities by commercial mining interests.

Forest resources include almost 300,000 acres of timberland.

Land Use

Residential development is occurring principally outside of historic population centers on roomy parcels where public sewer and water are not available. Little infill development is occurring.

Much of the county land area is held in parcels of at least 40 acres. Recreational or seasonal use - particularly for hunting - is extensive.

About half of all township governmental units in the county regulate land use through local zoning ordinances.

Wetland areas cover about one-third of the county land area, a natural condition that can limit development.

Changing lifestyles, family structure, and an increasing percentage of older residents impact land use types and patterns.

Sound land use practices include evaluating all known hazards prior to any developmental activity and must include an analysis of all environmental and socio-economic impacts.

Community Facilities and Services

Approximately 40 percent of county residents are served by public water and wastewater systems.

Volunteer fire departments provide fire protection for the county. All are signatory to mutual aid agreements.

County-wide emergency dispatch is compliant with new Federal Communications Commission rules.

Police agencies and emergency medical responders provide service within the county for incidents, accidents and medical emergencies.

Medical clinics exist at several locations throughout the county.

Declining public school enrollments have resulted in some (school) building closures.

Housing

More than half of all county housing units were constructed before 1960.

Single-family detached units and mobile homes account for the largest percentage of all county housing units.

Twenty percent of county residential units are occupied by renters.

Housing units used as camps or cottages account for 20 percent of the entire county housing stock.

Recreation

The county parks system includes facilities of varying size, function and capacity.
There are many public and private outdoor recreation areas throughout the county. For a complete listing of facilities, please refer to the current county 5-Year Recreation Plan.

Museums and numerous historical sites provide recreational, educational, and cultural points of interest.

Transportation

The transportation network of Menominee County includes 1,375 miles of state, county and local roads and 71 bridges.

The complexity and cost of road improvements is impacted by wetlands protection regulations. Traffic safety issues are compounded by the ever-increasing number of vehicles on a road system that is not expanding. Points of entrance and exit along roadways (access points) are a major

safety concern.

The most heavily traveled road segment in the county is US-41 through the city of Menominee.

A significant amount of rail traffic moves along the Canadian National Railroad from Harris to Powers to Menominee. Rail service is important to industrial and commercial operations in the county.

10.3 Assumptions

A number of assumptions can be made regarding future development which also guide the formulation of alternatives and development of goals and strategies. These assumptions are as follows:

A. Median age will continue to rise and the number of persons in older age groups will increase faster than those in younger groups.

B. Employment in the service sector will grow faster than other sectors.

C. Safety and security measures will remain at the forefront of public policy decision-making.

D. Government regulations, mandates and labor costs will increase municipal and private business operating costs at all levels.

E. Environmental impacts will be a critical factor when assessing potential development.

F. The influence of federal and state legislation will increasingly impact local decision-making.

G. Taxes have increased along with the property valuations creating public pressure to restrain spending and limit fees, surcharges, etc.

H. The vast majority of residential development will involve conversion of open land.

I. Opportunities to replace older homes and make communities more attractive places to live.

J. Lifestyle preferences will not be significantly deterred by commuting distances but rising fuel costs may be a larger concern.

K. There may be increased demand for out-of-doors recreational opportunities.

L. The rising number of single-parent families will continue to impact public services such as schools, court services, social services, etc.

M. The traffic pressure on local roads will increase.

10.4 Alternatives and Policy Variables

A number of courses of action are possible with regard to future development. Some aspects of this development, such as the provision of community facilities and services, will likely be directly influenced by municipal actions. Other developmental issues, such as housing and population growth as well as the influx of retirees, are more often the result of outside influences.

Possible policy variables appropriate to addressing the identified issues and opportunities for each of the elements are presented in the following.

Population

Population changes are usually related to circumstances over which the county and local governmental units have no control. Positioning the county as an advantageous place to live, work and do business could attract new residents. Effective marketing efforts would be required.

Implications: Infrastructure adequacies, suitable land and/or housing availability, and the impact on public services must be assessed. There is a growing need for connectivity services for personal communications as the population base is increasingly electronically oriented and many people travel from place to place conducting business while en route. There is the real possibility that telecommunication while actually on the move may become restricted in the near future due to the accident rate connected to using electronic devices while driving. However, those not behind the wheel and those who are sitting in waysides will still need telecommunication capabilities.

Population growth would provide more customers for local businesses and institutions, enlarge the local labor force, and bolster the tax base. However, the larger influx has been from the retirees moving back to the area to reside, hunt and enjoy the area for its natural beauty and outdoor recreational offerings.

Economic Base

The county is home to industrial and commercial enterprises. Employment is most heavily concentrated in and around the city of Menominee and the community of Harris.

Attracting more businesses to the county affords multiple advantages: more jobs, enhanced ability to weather economic slowdowns due to diversity, greater utilization of public and private services, more families, more students, and increased local tax revenues. Although some economic development activity is undertaken, it is limited and broad-based. The county can continue with this approach, focus and intensify efforts, or let matters happen as they may in a "hands off" approach.

Implications: A broad-based approach to economic development can be ineffective in its lack of a specific focus; a single focus may be too narrow of an approach and discourage expansion of an existing business or further diversification. Local economic promotional efforts must be mindful of the inherent complications and waste of resources caused when such efforts are not effectively coordinated.

Successful economic development will bring changes to a community. Changes that adversely affect the quality of life and/or the quality of the environment are not desirable. A value judgment, risk assessment and willingness to accept trade-offs are important modifiers in this approach. Determining the types of businesses and industries that will have a benign or small effect on the natural and cultural state of the county can be an important step as a means to strike a balance between industrial development and environmental quality. In all instances, development will have some impact on the landscape, land use patterns, and quality of life. There is a need for balance between environmental, economic and social factors.

Planning, persistence, and patience are required for successful economic development. Whenever possible or feasible, coordination among communities and organizations is beneficial. The public input process should always be encouraged for the best possible resolution.

Job retention is extremely important. Encouraging businesses and industries to remain in the area, as well as to grow and prosper, helps to insure stability in employment and tax revenues. Economic tools such as tax abatements, loans and improved public infrastructure are typically used.

Natural Features

Development activity is bound to impact natural features. Development is neither inherently bad nor good, but should be reasonably evaluated before being undertaken.

Implications: For all practical purposes, a decision to preserve existing natural settings precludes development. A carefully studied, balanced approach can address potential development and insure that it is both desirable and appropriate to the area.

Land Use

Zoning and land division regulations influence development type and location. What zoning there is in the county is administered by individual local governmental units. Currently, about half of the local governmental units have adopted zoning ordinances.

Implications: Identification of those areas best suited for commercial, industrial and residential uses should be clear. Without zoning, there is little control as to type or location of development.

Where zoning applies, it is important that compliance requirements not be overly excessive for the type of development at hand. For example, single family residential development should not require costly engineering plans and studies as may be appropriate with an industrial development. On the other hand, an industrial development must consider potential issues to operate without creating adverse impacts on the community or the environment.

Weak, excessively flexible and inconsistent enforcement of local zoning regulations are detrimental to the intended purpose of land use control measures, and jeopardize the public trust.

Community Facilities and Services

Direct county services are pretty much limited to those required by statute. A notable exception is county management of recreational facilities around the county. Current space available for county operations is inadequate and expansion may not be practical or possible.

Implications: Partnerships forged of mutual interest can ease the financial burden of acquiring more space.

Privatization or public-private partnerships may provide lower direct costs for services.

Housing

Population trends, contemporary lifestyles, and household size have a direct bearing on housing demand. Moreover, local employment conditions have a major influence on the demand for housing.

Implications: For the most part, the provision of housing is a function of the private sector with minimal local government involvement. Exceptions exist when a local government owns and manages housing, or participates in programs which offer purchase or rehabilitation assistance to private homeowners.

Recreation

While the county does provide recreational opportunities throughout its park system, there are many more activities and facilities - both public and private - available throughout the county. County park facilities can be expanded or maintained at current levels.

Implications: Effective management of recreation facilities requires periodic capital improvements that will meet park users' expectations. An awareness of current demographics should precede new or expanded facilities. If possible and feasible, coordination should be initiated with other recreational facility providers to avoid costly duplication of effort.

Preservation and restoration of historic sites have intrinsic value in a community. Loss of historic features means a loss of a community's connection to the past.

Transportation

A road system of some 1,375 miles serves the expansive county. The Menominee County Road Commission is directly responsible for maintaining all roads except state trunklines, city and village streets, and private roads.

Limitations of the local transportation system should be considered in determining developmental goals. Development should not be encouraged in areas with inadequate transportation facilities unless needed improvements can be funded as or before development occurs.

Implications: The transportation system is a primary determinant of development and land use patterns. The provision of adequate roads is vital to future development and public safety. If roads are allowed to deteriorate, or if unsafe traffic patterns emerge, the long-term effect can discourage further development.

If local zoning ordinances and development efforts disregard the capability of the transportation system, problems such as traffic congestion and other hazardous conditions can result.

11.0 GOALS AND STRATEGIES

11.1 Introduction

Historical information is detailed in the foregoing chapters. This information is helpful in gaining an understanding of the forces that have shaped county growth and development over time.

To avert - or at least reduce - helter-skelter growth and development that deepens problems or creates new ones, it is essential to set a course for the future. This can be accomplished by establishing goals that reflect desired future conditions. Goals are stated in broad terms and take into account the circumstances and conditions discussed in the earlier chapters. The actions and means by which goal attainment is possible are detailed as strategies.

Following a period of review and comment by neighboring governmental units and private entities and a public hearing to adopt the plan formally, implementation can get underway. It is vitally important that the plan be flexible enough to respond to changing needs and conditions while it retains the authority to guide future development.

To assist in understanding the nature of goals and strategies, the following definitions are presented:

Goals: Broad statements of desired future conditions, the generalized end toward which all efforts are directed. Goals are often stated in terms of fulfilling broad public needs or alleviating major problems. They are often difficult to measure and tend to be idealistic.

Strategies: Statements that set forth specific means or functions related to goal attainment. A strategy can be a task, step or action that supports achieving the stated goal.

11.2 POPULATION

Discussion: While the total number of county residents has remained fairly steady over the past 100 years, the composition of the population has changed significantly. A rising median age indicates a rapidly aging population. There are fewer family households, but more households overall as single parents and persons living alone increase. The average household includes 2.26 persons; and the majority of the population is Caucasion. Veterans make up about 10% of the population.

GOAL #1:	Achieve a population growth rate that is manageable, demographically- balanced, and optimally utilizes the private and public facilities and services available in the county.

Strategies:

A. Encourage communities, neighborhoods, businesses, and public entities to maintain or improve structures and grounds and offer services sufficient to meet existing and future residential and commercial growth requirements.

B. Market advantages of small community living such as housing and living costs, lower crime rates, smaller schools, proximity to large tracts of public land, strength of communities, etc.

C. Market available services and infrastructure and locational advantages, including moderate climate.

11.3 ECONOMIC BASE

Discussion: A diverse employment base has helped the county keep unemployment rates well below those of most other Upper Peninsula counties. Manufacturing, retail, forest and agricultural production, and services are the largest sectors of employment. Strong economic ties exist with Wisconsin. Enterprises of the Hannahville Indian Community have made it the county's largest employer.

GOAL #2: Strengthen, expand and diversify employment and business opportunities throughout the county that are compatible with its character and natural environment.

Strategies:

A. Promote positive, proactive interaction with the business community through economic development efforts.

B. Fully coordinate economic development activities with local governmental units and the Hannahville Indian Community.

C. Encourage use of local, state and federal programs that provide grant, loan, tax relief or business counseling services for existing, expanding or new businesses.

D. Determine highest and best use of county property and facilities.

E. Seek to build, expand, improve, and maintain all infrastructure - including telecommunication systems - to support economic activity at all levels and in all sectors.

F. Encourage reuse of commercial and industrial sites wherever practical.

G. Encourage existing businesses to remain, improve and grow.

H. Encourage on-going exploration of technology sector opportunities than can broaden and expand employment opportunities.

Discussion: There are a large number of agricultural and forestry job opportunities.

GOAL #3: Enhance the viability and vitality of agricultural and forest-based industries within the county.

Strategies:

A. Vigorously oppose unnecessary or costly land use regulations that may adversely impact agriculture and forest production.

B. Actively support programs and efforts to increase efficiency and profitability through new technologies and production techniques.

C. Support the protection of prime farm lands for agricultural uses.

D. Discourage incompatible development in areas of agricultural and forest production.

E. Encourage non-conflicting multiple-use on agricultural and forest lands.

F. Give due recognition to the past, present and future value of agribusiness within the county.

G. Encourage retention and addition of value-added post-production processing capacities within the county.

H. Promote forest management practices that will produce a sustained yield and provide environmental, wildlife habitat, and recreational benefit.

11.4 NATURAL FEATURES

Discussion: Timberland covers about 45 percent of the county acreage and prime farmland soils are found over 30 percent of the land area. Wetland areas, which cover about a third of the county, represent a natural condition that limits development. Large and varied fish and wildlife populations generate considerable recreational opportunities. The major water features, Lake Michigan, the Menominee River, the Big Cedar River and the Shakey Lakes chain serve important commercial and recreational purposes.

GOAL #4: Encourage the conservation of the natural resources of Menominee County through land use practices that are environmentally appropriate and compatible.

Strategies:

A. Review, evaluate, and comment on the impact of proposed revision or formulation of regulations that impact the environment and/or land use whenever possible.

B. Actively support county-wide emergency preparedness planning efforts.

C. Encourage watershed management and protection activities.

D. Encourage protection of ground and surface water sources from point and non-point sources.

E. Encourage development in areas where environmental degradation can be avoided.

F. Encourage expanded wastewater collection systems and improved treatment capabilities.

G. Encourage the study and application of proven on-site sewage treatment techniques.

H. Participate in programs that have impact on invasive organisms.

I. Support programs that encourage active management on private lands.

11.5 LAND USE

Discussion: Currently, about half of the governmental units administer zoning ordinances. As economic and transportation patterns have changed, so have the ways in which land is used. Natural features and environmental considerations limit development options throughout much of the county. Intensively developed and populated areas are fairly well confined to the cities, villages, communities and areas adjacent to them. Much of the county land area is held in parcels of at least 40 acres. Consistent with prevailing homeowner preferences, new single-family residential development is occurring primarily outside of traditional population centers; little infill development is occurring.

GOAL #5: Foster land uses that minimize conflict while allowing commercial, industrial, and residential growth where adequate facilities exist or can be reasonably provided.

Strategies:

A. Review, evaluate and comment on the impact of proposed revision or formulation of regulations that impact land use whenever possible.

B. Promote measures to maintain prime farmlands for agricultural uses.

C. Promote the principal of best management practices with land use decision making.

D. Encourage safe, well-designed access to trunklines and other roadways embodied within established access management guidelines.

E. Promote a compatibility of land uses that will preserve agricultural land and open space.

F. Encourage development that is consistent with site characteristics and infrastructure availability.

11.6 COMMUNITY FACILITIES AND SERVICES

Discussion: County facilities are not large enough to meet current or projected future demands.

GOAL #6: Provide, maintain and continuously improve the efficiency and quality of necessary county services and facilities to serve the best interests of county residents.

Strategies:

A. Maintain a multi-year capital improvement plan to address facility and equipment maintenance, repair, and replacement in accordance with priorities identified through public discussion.

B. Insure that existing county structures, infrastructure and equipment are kept in good repair and provide for the greatest measure of public safety.

C. Insure that county services and procedures are coordinated to achieve the greatest level of service and the lowest possible cost to taxpayers.

D. Seek reuse of valuable public facilities such as schools when vacated.

E. Cooperate and collaborate with agencies and community organizations as facility and service issues arise.

F. Promote public participation in community events and facility care.

G. Support facility and service improvements and expansion in surrounding jurisdictions for which a common benefit can be realized.

H. Build public trust and confidence through clear, timely, and respectful communications.

I. Wherever feasible and practical, augment local resources with federal and state grant and loan programs to achieve facility and service improvements.

11.7 HOUSING

Discussion: Majority of residential housing units in the county are detached single-family dwellings or mobile homes with the occupants living in the residence for more than one year. Camps and cottages comprise a significant percentage of the total housing stock. Subsidized units provide affordable housing for low-income persons and families. New housing tends to be located in areas with low population densities where large land parcels are available. Many new homes contain in excess of 2,000 square feet.

GOAL #7: Develop, maintain and improve a housing stock that meets the needs, preferences and financial capabilities of county residents.

Strategies:

A. Maintain building permit and inspection program that insures compliance with all building codes.

B. Ensure cooperation and support of local zoning requirements as applicable.

C. Promote awareness of rehabilitation programs designed to upgrade existing housing units.

D. Promote citizen interaction that fosters good neighborhoods and community pride.

E. Encourage community and neighborhood beautification efforts.

F. Encourage owners and/or occupants to maintain dwellings and yards appropriately so as to avoid blighted or unsafe conditions.

G. Encourage development of residential housing types appropriate for elderly and persons with special needs.

11.8 RECREATION

Discussion: The County owns and manages several park facilities. It does not provide active recreational programming. Many more facilities, however, owned and managed by other public or private entities are open to public use. Altogether, many recreational choices are available in the county, most are free of charge. The availability of quality recreational facilities is important to residents as well as visitors.

GOAL #8: Maintain and improve recreational opportunities for residents and visitors of all ages.

Strategies:

A. Maintain a current recreation plan that is prepared in conformance with standards set forth by the Michigan Department of Natural Resources.

B. Develop and maintain recreation areas consistent with the recreation plan.

C. To the maximum extent possible and feasible, recreation facilities should be accessible to users of all ages and maintained for safety and cleanliness.

D. Promote public participation in the provision of recreational activities and facility upkeep.

E. Encourage public participation in recreation planning.

F. Coordinate with other providers of recreational facilities to avoid costly duplication wherever possible and feasible.

11.9 TRANSPORTATION

Discussion: The people and businesses of Menominee County rely on an extensive network of roads and bridges to move about. Traffic volumes have been steadily increasing, a trend that is

GOAL #9: Provide a safe, well maintained, and efficient multi-modal transportation network.

certain to intensify. New roads need to be constructed to address added traffic pressures.

Strategies:

A. Review road construction, repair and maintenance projects for relevance with anticipated future land uses.

B. Support road construction, repair and maintenance projects that optimize efficient and safe traffic movement within and throughout the county.

C. Cooperate with road officials at all levels to eliminate or mitigate known traffic hazards.

D. Support efforts to gain regulatory relief pertaining to wetlands within existing road rights-of-way.

E. Encourage interstate study and planning to alleviate traffic congestion on US-41 from Wisconsin to the M-35 junction; evaluate the feasibility of constructing a bypass, realigning the present route, and all other measures that might substantially relieve existing traffic hazards.

F. Encourage communities and agencies to utilize access management techniques to reduce and control the number of driveways in areas where traffic entering and exiting roadways presents potential traffic hazards.

G. Encourage non-motorized trail development.

H. Encourage upgrades and safety improvements along railroad corridors; increase rail usage.

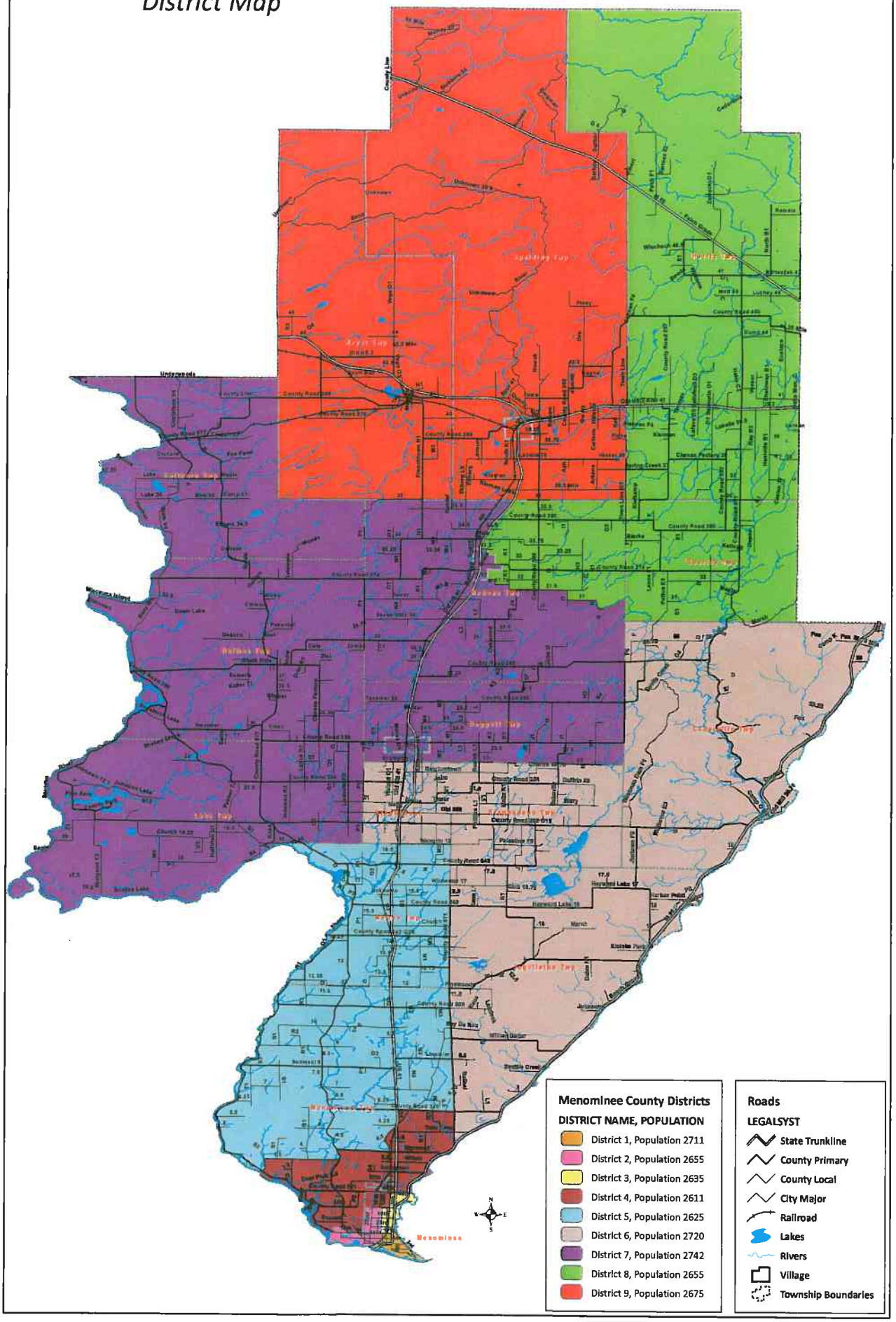
I. Promote traffic safety measures in school zone areas.

J. Encourage carpooling and other means of attaining commuter efficiency.

K. Support continuation and expansion of service at the Twin County Airport as appropriate.

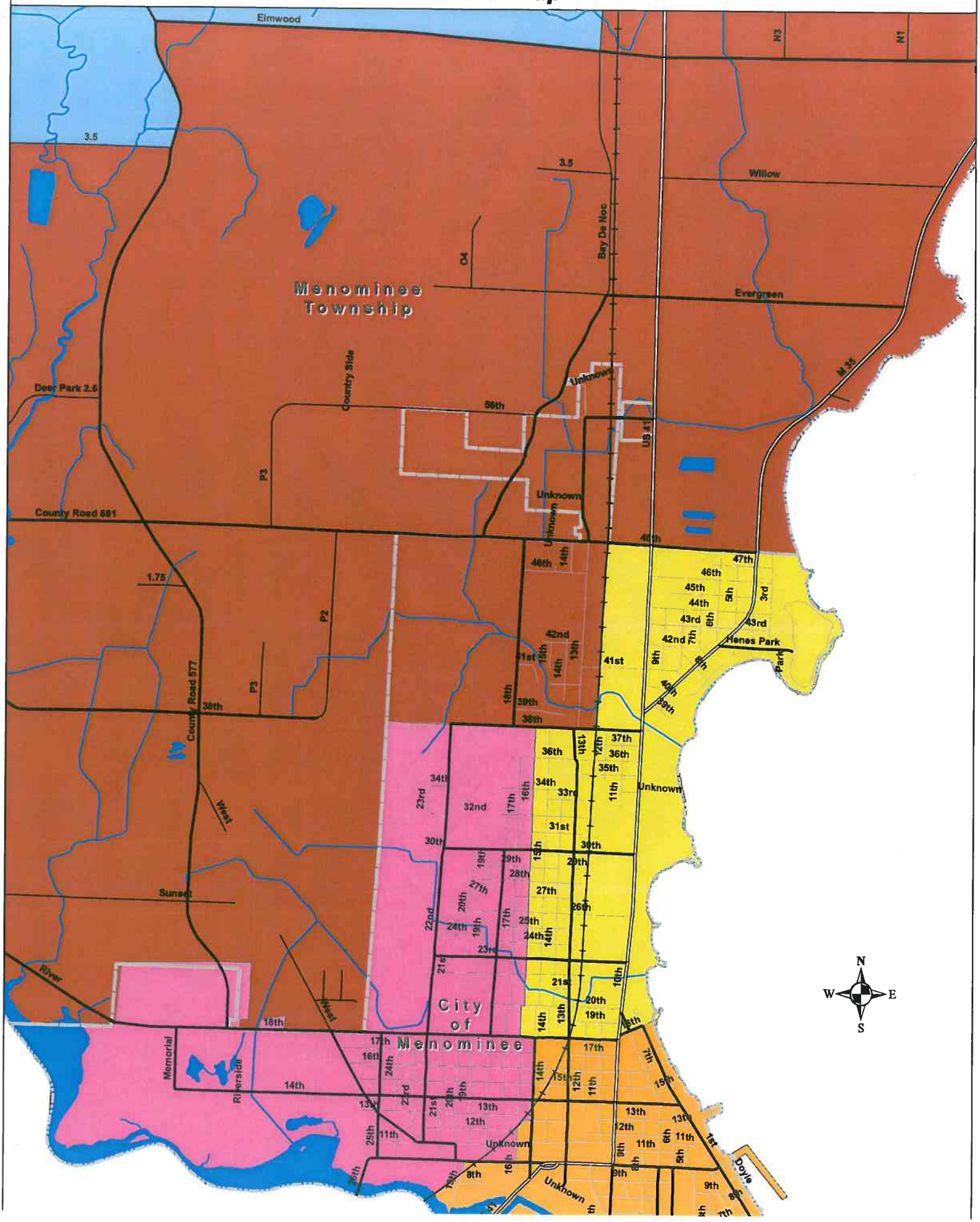
L. Maintain harbor ports for water transportation.

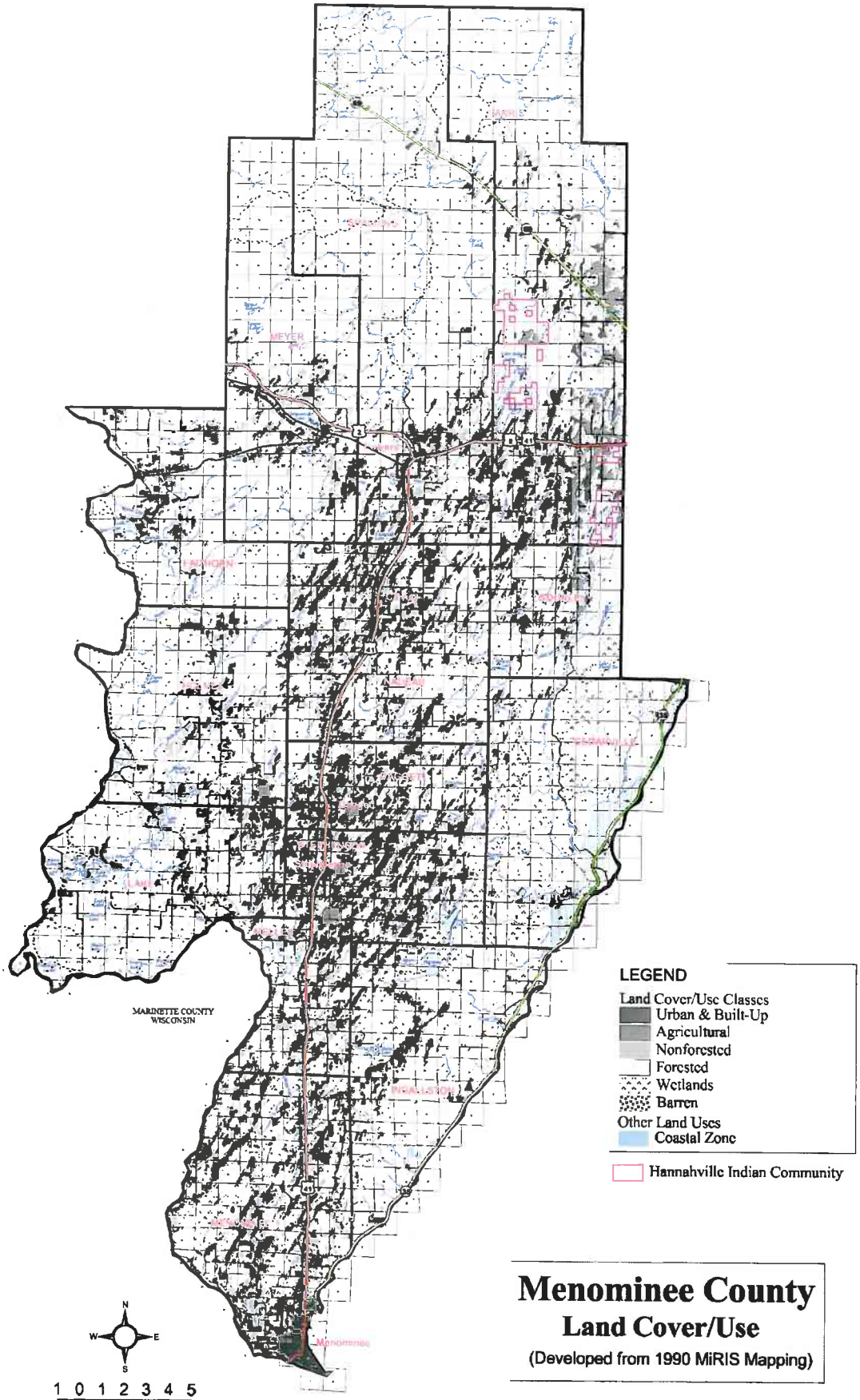
Menominee County
District Map



City of Menominee

District Map





Menominee County
Land Cover/Use
(Developed from 1990 MiRIS Mapping)

Compiled By: CUPPAD, 2002

*This map is designed for general planning purposes only and not for making site specific decisions.

MAP 5-1