The city of Beaverton Draft Master Plan
This page intentionally left blank
THE PURPOSE OF A MASTER PLAN

A Master Plan is a policy document for a city to use when faced with decision-making that affects the long-term well-being of its land, structures, and people. The master plan is an inventory of all the systems that comprise a city. That information is analyzed to determine if any trends have emerged that could be affecting the resident’s quality of life or if assets could be better leveraged to improve the community. Coupled with community engagement, a master plan compiles all of the findings to set goals, objectives, and prioritize actions that the City uses to make steady improvements. The plan should be referenced, for example, before developments are approved to ensure that it fits within the City’s vision and expectations. It is designed to be comprehensive, future-oriented, and accessible to the public.

REGIONAL CONTEXT

Beaverton is located in the central portion of Michigan’s lower peninsula and covers about one square mile of land. As part of this region, the landscapes surrounding the City are characterized by productive farmland and coniferous and deciduous forests. In fact, 53% of Gladwin County, where Beaverton is located, is covered by forests. These landscapes are most abundant in the eastern extent of the County, where much of the land is owned and managed by the State of
MAP XX: REGIONAL LOCATION

REGIONAL LOCATION

CITY OF BEAVERTON

Saginaw Bay
Michigan. The Tittabawassee State Forest is by far the largest contiguous state forest in Gladwin County is part of these state land holdings. Agricultural lands also encompass much of Beaverton’s surroundings, and these landscapes are prominent to the City’s west. The western area is characterized by small farms that produce wheat, soybean, or corn, and livestock. Together these characteristics contribute to Beaverton’s traditionally rural character and its strong ties to the natural landscape.

Other natural features near Beaverton make it an important destination for recreation and tourism. The Tittabawassee River runs from north to south to Beaverton’s east and forms the drainage basin for much of Gladwin County. The river is impounded at several locations in the County. Three water bodies are formed as a result of these impoundments: Pratt Lake, Wiggins Lake, and the Molasses and Cedar Rivers. All these features create appealing destinations for residents and visitors interested in fishing, camping, and boating. Additionally, clusters of housing and population are locating near these features at an increasing rate. Recent decades have seen the development of subdivisions and summer cottages, which have gradually been converted to year-round residences near these water bodies. Other features in Gladwin County include numerous campgrounds and parks that add to Beaverton’s appeal as a recreation destination.

Because of its unique position in central Michigan, Beaverton plays a diverse role in the region’s economy. Beaverton is one of only two cities in Gladwin County, the other being the City of Gladwin. This neighboring community, located ten miles to Beaverton’s north, is the most populous community in Gladwin County and functions as the County seat. These two communities form the major population and employment centers in Gladwin County. Beaverton is connected to several larger communities by highways M-18 and U.S.-10 and these links allow Beaverton’s residents to commute to jobs in cities such as Mount Pleasant, Midland, Saginaw, and Bay City. This connectivity also supports Beaverton’s robust manufacturing, retail trade, and agricultural sectors by providing access to markets and customers.

Gladwin County has a wealth of natural resources.
Source: Pure Gladwin County
HISTORY

As early as 1899, the first recorded settlers of European descent came to the area from Canada, naming the area after their native home of Beaverton, Canada. Before it received its current name, it was known as Three Forks because of its location at the confluence of three forks of the Tobacco River. Beaverton was established in 1903. Before the City’s incorporation, several factors likely prompted its city-status. It’s adjacency to the river made it an opportune location to receive logs that were used for sawmill and shingle production. The Pere Marquette Railroad, completed in 1890, allowed for the export and import of products needed to sustain the local economy. Typically, where resources were abundant and industry could generate jobs, settlements formed. Such is the case in Beaverton, and it has remained a small city in Gladwin County. While the industrial products and processes have changed over time, manufacturing and admiration for its beautiful surroundings have been Beaverton’s hallmark.

PREVIOUS PLANNING EFFORTS

1987 BEAVERTON MASTER PLAN

Beaverton’s most recent master plan was adopted in 1987. This plan functioned as the community’s roadmap by setting a variety of goals for the community, outlining its desired development patterns, and describing the ideal location for a variety of land uses within the City. This plan has been the City’s’ guiding policy document for over 30 years.

The City’s 1987 master plan described the location and desired development patterns for a variety of land uses within the community. According to the plan, industrial land uses should locate in the industrial park in the southern extent of the City and near points of high accessibility such as M-18. Commercial uses should continue to cluster in the City’s downtown and along highway M-18 in the central portion of Beaverton. The plan states that relatively high-density retail in need of parking facilities and pedestrian access should be channeled into the downtown while uses requiring more space should locate north along M-18.
Conversely, housing, according to the plan, would locate in Beaverton’s central neighborhoods near the Tobacco River and with access to employment in the town’s commercial and industrial districts. Space for both moderate density, multifamily housing, and single-family housing should be provided for in these districts. Additionally, open space and conservation zones should be provided in riparian areas, floodplains, and wetlands near the Tobacco and Cedar Rivers.

**GLADWIN COUNTY COMPREHENSIVE MASTER PLAN 2007 – 2012**

Gladwin County’s 2007 Master Plan set long-range goals for the county, outlined desirable development patterns within the jurisdiction and described the ideal future location for a variety of land uses. The County’s plan has functioned as a useful coordinating document between municipalities; this plan will continue to help implement the vision outlined in the County plan. The County’s future land use map illustrates the logical location of desired land uses. Residential-farming zones are the predominant land use. Commercial businesses and a small range of industrial uses are focused along high-accessibility corridors such as highways M-18 and M-61. Higher-density residential uses are designated along water bodies such as the Tittabawassee River.

**REGIONAL PROSPERITY STRATEGY: A 5-YEAR STRATEGIC PLAN FOR EAST CENTRAL MICHIGAN**

This 2014 planning effort puts forth a broad vision for continued economic growth within an eight-county region in the eastern portion of central Michigan. The economic development vision and strategies contained in the regional prosperity plan will be integrated into this master plan. One major analysis in the prosperity plan included a SWOT (strengths, weaknesses, opportunities, and threats) analysis of the County’s assets. The plan also identified key assets that local stakeholders, agencies and municipalities can use to promote economic growth. The resulting strategic plan focused on leveraging these assets to grow the region’s economy around several key sectors including higher education and research, professional services, healthcare, advanced manufacturing, and value-added agriculture and food processing.

**EMCOG 2016 COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGY**

The 2016 EMCOG Comprehensive Economic Development Strategy outlined a wide-reaching economic development strategy for a 14-county region in eastern Michigan. EMCOG also incorporated a SWOT (strengths, weaknesses, opportunities, and threats) analysis of the region for a variety of variables. The plan outlined a variety of goals and related actions that local governments can use to build on existing strengths, leverage opportunities, and address weaknesses. Key actions include improved place-making, expanding entertainment and recreation opportunities, building talent-attraction packages and marketing, and developing a regional approach to farmer’s markets. This master plan will evaluate and integrate those strategies that are relevant to the City of Beaverton.

**2019–2023 FIVE YEAR PARKS AND RECREATION PLAN**

The 2019-2023 Five Year Parks and Recreation Plan included an inventory of local and regional parks illustrating that Beaverton residents are surrounded by regional recreational opportunities. A majority of the City’s parkland sits along a riverfront. As a community with access to rivers, improving water quality is of critical importance for residents. The goals of this plan include focusing efforts on improving the current facilities before developing new ones. In that vein, specific actions are outlined for each park with a key element of accessibility repeated throughout, including closing gaps in the bicycle and pedestrian trails and implementing “complete streets” where possible.
This page intentionally left blank
Close examination of a community’s demographic characteristics is essential in understanding its unique challenges and opportunities. A people-centered approach to planning starts with an inventory of the characteristics of residents that live in the community. The following section highlights Beaverton’s demographic composition, compares these figures to other jurisdictions, and examines how the City’s characteristics have changed over time.

**POPULATION**

According to the 2016 American Community Survey estimates, the City of Beaverton had 1,138 residents, which is roughly a 3% increase from the city’s 2000 population of 1,106 people. In contrast, the City of Gladwin, Gladwin County, and the State of Michigan each experienced population decline during this timeframe (-1 %, -2.5 %, and - .04 %, respectively), which makes this figure even more noticeable. The City’s residents reside in 526 households. Beaverton’s racial make-up remains homogeneous with 96% of residents identifying as “white” in the most recent census estimates.

The average household size in Beaverton is 2.16 persons, which is comparable to the community’s neighbor, Gladwin (2.15 persons), but is smaller than average household size in Michigan as a whole (2.32 persons)). Notably, Beaverton’s average household size declined from its 2010 average household size of 2.81 persons, explained partially by the growth in the percentage of householders living...
alone; between 2010 and 2016 these households rose from 39.5% to 42.8%. The shrinking household trend could also be explained by Beaverton’s relatively low percentage of family households in 2016 (51.0%) when compared to Gladwin (58.1%), Gladwin County (65.2%), and Michigan (64.7%).

The median age of Beaverton’s population in 2016 was 38.8 years, which is only slightly older than the City’s median age of 36.6 in 2010. This would suggest that the City has been able to retain or attract younger individuals and/or families. While the age cohort of 65 years and older still grew between 2010 and 2016, it was only marginal. Their increase was overshadowed by a larger jump in younger “family formation” age groups.

This finding does not downplay the fact that nearly one in five residents are senior citizens, which typically have specific housing, recreation, and transportation needs.

This median age is comparable to Gladwin’s median age but is younger than Gladwin County and the State of Michigan (49.1 years and 39.5 years, respectively). Despite this younger average age, more Beaverton households have at least one resident over the age of 65 years (31.6% of households), compared with state and national figures (28% and 72% of households, respectively). Beaverton also has a relatively robust proportion (28.5%) of its population between the ages of 20 and 39 years, which bodes well for the community’s
economic prospects, considering that these age ranges are economically productive. These figures are particularly interesting when compared with similar age brackets for Gladwin and Gladwin County overall, where only 20.3% and 18.4% of the population is between the ages of 20 and 39 because it paints Beaverton as somewhat of a hub for younger residents.

**Socioeconomic Indicators**

The percentage of adults in Beaverton with at least a high school education (87%) is on par with graduation rates for the State of Michigan and the United States. Despite high levels of high school education, attainment of higher education is relatively low in Beaverton. Only 11% of Beaverton residents aged 25 and older have at least a bachelor’s degree, compared with 27% of adults in Michigan and 20% of adults nationally. This is less than half of the state and national rates!

**Household Income**

The linear correlation between educational attainment and income is demonstrated in Beaverton. It is no coincidence that fewer college graduates translates to a median household income that is lower than adjacent municipalities with a higher number of bachelor’s degrees. The median household income of $27,500 per year is considerably lower than median incomes in Gladwin County, Michigan, and the United States ($39,629, $50,803, and $55,322 per year, respectively). Another typical component of low educational attainment is higher unemployment rates. The unemployment rate is hard to calculate at a city scale but for Gladwin County, the rate is 6.2% compared to the State of Michigan at 4.0%.

Within this, 48% of households in the City earn $25,000 per year or less, which likely contributes to low homeownership rates within the City. A relatively large portion of Beaverton residents (39.9%) have social security or retirement incomes, another indication of the growing share of retirement-age residents in Beaverton, but also that for some, their income is stagnating against a rising cost of living.

Data on employment by sector in Beaverton reveals that the City’s population is relatively reliant on manufacturing employment in addition to service industry jobs in arts,

<table>
<thead>
<tr>
<th>Employment Sector</th>
<th>Beaverton</th>
<th>Gladwin County</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agricultural and mining</td>
<td>0.5%</td>
<td>2.8%</td>
</tr>
<tr>
<td>Construction</td>
<td>2.7%</td>
<td>9.9%</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>34.6%</td>
<td>18.6%</td>
</tr>
<tr>
<td>Wholesale Trade</td>
<td>5.9%</td>
<td>1.9%</td>
</tr>
<tr>
<td>Retail</td>
<td>9.1%</td>
<td>12.6%</td>
</tr>
<tr>
<td>Transportation &amp; utilities</td>
<td>2.0%</td>
<td>4.2%</td>
</tr>
<tr>
<td>Information</td>
<td>3.2%</td>
<td>0.9%</td>
</tr>
<tr>
<td>Finance, insurance, real estate</td>
<td>3.7%</td>
<td>5.0%</td>
</tr>
<tr>
<td>Professional &amp; managerial services</td>
<td>2.7%</td>
<td>5.6%</td>
</tr>
<tr>
<td>Education and healthcare</td>
<td>17.2%</td>
<td>21.3%</td>
</tr>
<tr>
<td>Arts, entertainment, recreation</td>
<td>17.0%</td>
<td>8.3%</td>
</tr>
<tr>
<td>Other services</td>
<td>1.5%</td>
<td>5.3%</td>
</tr>
<tr>
<td>Public administration</td>
<td>0.0%</td>
<td>3.5%</td>
</tr>
</tbody>
</table>

Source: Decennial Census, ACS 2016 5-Year Estimates
entertainment, and recreation. Thirty-four percent of Beaverton residents age 16 years or older are employed in manufacturing, or almost double the State of Michigan (18%). A similarly large percentage of the City’s population (17%) is employed in arts, entertainment, and recreation. Together, manufacturing and arts, entertainment, and recreation comprise 51% of the total employment for Beaverton residents. The resident’s employment composition signifies that a college education is not required to find work locally, but it does show that residents are making a tradeoff between job accessibility and the potential for long-term wage growth. In equal proportion to the arts sector, Beaverton workers are also largely employed in “education services, and health care and social assistance,” known as “eds and meds.” This makes sense considering that an aging population will need additional care, combined with the fact that in small cities, schools make up a large percentage of jobs. While “eds and meds” are considered “new economy” jobs because of their knowledge-based services (as opposed to extractive and commodity-based), the median earnings for these jobs are only slightly higher than the median household incomes at $30,147.

In terms of income, employment in manufacturing leads to incomes that are slightly higher than the median household income for Beaverton’s workforce at $31,250 per year for Beaverton residents which demonstrates the appeal of this sector. However, compared to the national median earnings in manufacturing, they are earning about $11,000 less per year. Employment in arts, entertainment and recreation consistently rank among the lowest-paid of all occupations and contribute to Beaverton’s modest household income overall. Median earnings in arts entertainment and recreation are $12,083 per year within the City. A comparison of median incomes between these two sectors presents a stark contrast; average earnings in arts, entertainment and recreation are just 38% of median earnings in manufacturing among Beaverton workers. The proportion of full-time, year-round employment in manufacturing compared to year-round, full-time employment in arts, entertainment, and food service is six to one within the City, which is advantageous to the workforce overall.

As is expected when unemployment rates are high and educational attainment is low, poverty status for households in
Beaverton is high; 30.2\% of the City’s population lived in households below the poverty threshold in 2016. Further, poverty rates were particularly high for youth and elderly populations; 34\% of Beaverton’s population age 18 or younger were in poverty status in 2016 and 17.9\% of the City’s senior population age 65 years or older in 2016. Likely contributing to high rates of poverty are the high rates of disability. Almost 23\% of residents have a disability, but that rate is almost double for those aged 65 and older. That is to say that some of the most vulnerable populations are facing economic hardship because they have physical or mental constraints that keep them from earning more.

**COMMUTING**

Almost all residents are dependent on a vehicle for commuting to work. Over 81\% of workers drive to work alone and 9.5\% carpool, totaling close to 91\% who need a personal vehicle. On the other hand, more residents walk to work than the county and the state. On average, residents commute 22.8 minutes to work which takes them as far as Clare and the outskirts of Midland. An estimated 4.6\% walk to work which is a testament to the City’s compact layout and walkability which makes that a desirable option.

![Figure XX: Commute Shed in Beaverton](image-url)
HOUSING

According to the housing study conducted by Community Research Services, LLC in 2018, a strong housing market would be described as having the widest range of options for the widest range of household types. While shelter is something that we need to survive, its production is still dependent on market forces which include the area’s demographics and economic conditions.

The history of housing construction in Beaverton reflects the City’s rapid growth between 1960 and 1999. In fact, 62% of all housing units in the community were constructed during this timeframe. Housing units built between 1980 and 1999 comprise a particularly large share of the City’s housing stock (36.9% of housing units). The national mortgage crisis resulted in considerable job loss and housing development. However, the local economy has made a consequential recovery, which has, in turn, provided a degree of stability and wages that are rising above inflation. But the housing market still lags, evidenced by little new construction contributing to housing stock with a median age over 40 years old.

CURRENT CONDITIONS

Housing data shows Beaverton has a relatively large share of rental housing. Almost half (49%) of the town’s housing units are renter-occupied. This share of renter-occupied units is comparable to levels in Gladwin (46%) but is considerably larger than levels in Gladwin County and the State of Michigan as a whole, 16% and 29%, respectively. The problem is not necessarily in the number of rentals but in the cost to income ratio; 50% of Beaverton renters and 40% of homeowners spend more than the recommended 30% of their gross monthly income on rent or mortgage. This phenomenon refers to households as “cost-burdened” and happens in poor and wealthy metros alike. When such a high proportion of income goes to housing costs, it signifies in Beaverton that these households are low-wage earners. This can be seen when looking at the household income distribution by tenure: the lower the income, the higher the rate of renter-occupied units. While the median income, $38,277, is lower than the county and the market area, it has grown by 68% since 2010. Forecasts predict incomes will continue to rise,

FIGURE XX: HOUSING CONSTRUCTION OVER TIME, 2016

Source: Decennial Census, ACS 2016 5-Year Estimates
MAP XX: PERCENT OF RENTALS BY BLOCK

PERCENT OF RENTALS BY BLOCK

DATA SOURCES: Michigan Open Data Portal, Gladwin County GIS, US Census Bureau

No Renters

10.0% - 21.4%
21.5% - 33.3%
33.4% - 51.4%
51.5% - 74.2%
74.3% - 100%
as most homeowners overestimate the price the property will sell for. The 3.4% discount rate on the price of the homes does not indicate that demand is abnormally low. It is maintaining a normal housing market that has wide variability in the quality of homes for sale.

TABLE XX: LIFE STAGE GROUPS IN BEAVERTON

<table>
<thead>
<tr>
<th># FOR SALE</th>
<th>AVERAGE PRICE</th>
<th>MEDIAN PRICE</th>
<th>AVERAGE SIZE</th>
<th>AVG. PRICE / SQ. FT.</th>
</tr>
</thead>
<tbody>
<tr>
<td>One-Bedroom</td>
<td>2</td>
<td>$74,900</td>
<td>$74,900</td>
<td>1,084</td>
</tr>
<tr>
<td>Two-Bedroom</td>
<td>12</td>
<td>$77,333</td>
<td>$69,900</td>
<td>959</td>
</tr>
<tr>
<td>Three-Bedroom</td>
<td>20</td>
<td>$125,111</td>
<td>$109,900</td>
<td>1,536</td>
</tr>
<tr>
<td>Four+ Bedroom</td>
<td>6</td>
<td>$198,100</td>
<td>$207,450</td>
<td>2,140</td>
</tr>
<tr>
<td>TOTAL</td>
<td>40</td>
<td>$119,215</td>
<td>$97,400</td>
<td>1,855</td>
</tr>
</tbody>
</table>

Source: Community Research Services, LLC Housing Needs Assessment

HOMES FOR SALE: CHARACTERISTICS

The Housing Needs Assessment detailed the viability of housing options across a primary market area that includes the City, and the townships of Beaverton, Tobacco, and Billings in the southern part of Gladwin County. Like any market, it is not neatly tied to one geographic boundary but includes the area that is expected to draw the majority of its potential residents. Within these physical areas, two major submarkets were identified and are summarized in the table, “Submarket Descriptions” as senior and workforce housing. The remaining portions of the population are generally well-served by the available housing stock. For rental units, the calculation is based on 2018 data and projections through 2021 for the two target markets: open occupancy and independent seniors. Each market is then divided into affordable and market rate income levels.

SENIOR HOUSING SUPPLY & DEMAND

While an aging population would suggest that there is demand for senior housing, a study cannot recommend additional senior units without taking a look at the larger picture. A major consideration influencing the development of senior housing is proximity to a medical facility. Because Beaverton does not have accessible medical facilities that serve senior needs, seniors may look to other...
communities, such as Midland, for their housing options. Secondly, there is demand for approximately 24 units, 12 at market rate and 12 that are subsidized, which is insufficient to support typical senior housing development. Discussion with regional housing developers indicated that a minimum of about 30 units is needed to make the project feasible. With a relatively small number, competition from nearby cities’ housing and amenities, and senior’s fixed incomes, it would be difficult to feasibly provide such a small number of units in Beaverton.

WORKFORCE HOUSING SUPPLY AND DEMAND

Housing affordability estimates are based on the “area median income (AMI),” which is calculated by the Housing and Urban Development agency for every metropolitan region in the country. Affordability is then determined by the percentage of the AMI that a household earns where 100% is the baseline. In Beaverton, “workforce housing” roughly equates to households that make between 60% and 120% of the AMI, $50,000. The Housing Needs Assessment findings show that the Beaverton housing market suffers from an inadequate supply of moderate-income and upper-income rentals and homeownership options. Insufficient housing supply can hinder economic growth if entry-level professionals cannot find a place to live in the area. Part of the problem stems from a severe lack of market rate rentals; less than 30% of occupied apartments in Beaverton were available to moderate-income households. Best estimates from the Housing Needs Assessment find that there are not more than 35 market rate rentals in the area, primarily at Pohlman Apartments, Ross Lake Villages, and downtown above retail establishments. Their occupancy rate is so high at 98.9% that small waiting lists have formed for these units which indicate pent up demand for market rate rentals. Instead of looking at renting and homeownership as two different markets, it is helpful to see renting as a common precursor to homeownership, and that building rental housing could also be building a pipeline to buying a home.

In addition to renting, workforce homeownership options are needed. Moderate-income households’ price range is between $160,000-$200,000 for new construction. As was stated above, 67 total homes sold for six months in the Beaverton area, but only about 18 of them were in the moderate-income household price range. It is very difficult to predict a reasonable estimate for the number of owner-occupied homes that should be built in such a small geographic area. Several factors indicate that the market is warming up: homes are staying on the market for a shorter period, migration rates into the area are predicted to grow, major employers are expanding, and movership ratios into owner-occupied units are positive.

The housing variety for renter- and owner-occupied units are limited. The 2016 ACS five-year estimates report that 62% of the housing stock is single-family detached and that 12.2% are buildings with units of 20 or more. There is a spectrum in between that might help keep prices lower and be built into neighborhoods. Of these, some of the examples are shown in the “missing middle” range that includes duplex/triplex/fourplexes, garden apartments, townhomes, second-story units, etc.

FIGURE XX: MISSING MIDDLE HOUSING
TABLE XX: SUBMARKET DESCRIPTIONS

<table>
<thead>
<tr>
<th>SUBMARKET</th>
<th>DEMOGRAPHIC</th>
<th>INCOME RANGE</th>
<th>PRICING</th>
<th>ESTIMATED NO. UNITS</th>
<th>PROPOSED NO. UNITS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Senior rental housing</td>
<td>Single or married, aged 55+</td>
<td>Affordable: $18k-$24k Market rate: $48,000+</td>
<td>N/A</td>
<td>Rentals: 87 subsidized</td>
<td>N/A</td>
</tr>
<tr>
<td>Workforce housing</td>
<td>All ages that earn 60%-120% AMI</td>
<td>Affordable: $20k-$35k Market rate rent: $35k-$75k</td>
<td>$800 - 1BR $1,050 - 2BR $160k-$200k</td>
<td>Rentals: 22-35 Sold: Approx. 18</td>
<td>20 affordable rentals; 20-30 market-rate rentals</td>
</tr>
</tbody>
</table>

Source: Community Research Services, LLC Housing Needs Assessment

LOW-INCOME HOUSING

Developing low-income housing units is based on income and HUD or Rural Housing Service subsidies. “Affordable” units are project-based. A flat rent is paid, and the remainder is covered through tax credits to the developer or subsidized financing from a governmental unit, and normally a PILOT (payment in lieu of taxes). Of these, the Housing Needs Assessment found that there were 111 rental units. Besides, there were 72 “subsidized” units, which are income-restricted and residents pay a predetermined percentage on their income, some of which are housing choice vouchers. The demand for these types of units seems to be shrinking, indicated by smaller waitlists for these units.

ADD MSHDA MOD PROGRAM

HOUSING BLIGHT EVALUATION

SUMMARY

The review of census data highlights the community’s challenges as well as its prospects. Beaverton’s relatively large share of working-age population and its projected wage growth is a major asset that the community can leverage to grow its economy. However, a limited housing supply is stifling economic growth because it cannot attract new talent. The lack of market rate rentals housing is an economic burden for many Beaverton’s households, highlighting the City’s need to encourage enough housing units and sufficient diversity in housing types to accommodate the community’s needs.

SOURCES

2 Community Research Services, LLC. A Housing Market Analysis of Beaverton, MI. January 2019
Sunset over Beaverton High School.
Source: Pure Gladwin County
This page intentionally left blank
Land use is at the core of community planning because of the impact it has on residents’ daily life. In conjunction with demographic trends and resident input, land use analysis allows the city to plan in alignment with the City’s growth trajectory and expectations. The “Existing Land Use” map helps determine if the distribution and proportion of land uses support planning and development best practices and provides insight into whether the current land use distribution hinders or contributes to the City’s overall success. The map will become the basis for future land use policies known as the “Future Land Use” map where the community creates a visual representation of the City’s ideal land use guide for future planning. First, an inventory will begin using the assessor’s land use classifications:

- Residential
- Commercial
- Industrial
- Exempt
EXISTING LAND USE

City of Beaverton
Parcel Boundaries

Data Sources: Michigan Open Data Portal, Gladwin County GIS
0 1,000 2,000 Feet

Commercial Improved
Commercial Vacant
Industrial Improved
Industrial Vacant
Residential Improved
Residential Vacant
Exempt Vacant
Exempt State
Exempt School
Exempt Other
Exempt Religious
GENERAL LAND USE PATTERNS

Because the City was built at the turn of the 19th century, it follows historic development patterns: a compact traditional downtown close to Ross Lake and homes built on a grid system within proximity to its commercial core. Just outside of this nucleus, open land along the periphery, mainly on the west side, is open and available for the City need to expand. The City has avoided the mid-20th-century pattern known as “sprawl”, but it has used its main corridor, M-18, to develop larger commercial development, surrounded by parking lots on the southern and northern tips of the highway. In the way same, multi-family housing has been pushed to the westernmost expanse of the City that is farthest from any city activity.

RESIDENTIAL

Residential uses are typically the largest consumers of land. The residential sections run largely east to west through the center of the City, with small neighborhoods located on the northern and eastern sides of Ross Lake. Just over 69% of the parcels are dedicated to housing. According to the assessor’s data, 186 residential parcels are vacant. Most, if not all of those parcels, are wooded and do not have a structure on them, meaning that they are not unoccupied properties but rather still in a natural state.

The western corner of the City, behind the elementary school, is open land that is classified as residential, although no homes have been built there, yet. As the City continues to experience population growth, it is worth considering if this land is best used for housing or if infill development can be exhausted first.

COMMERCIAL

Commercial is the second largest land use in Beaverton. Covering 328 parcels and nearly 16% of the land, the commercial uses are spread out in the City. Smaller building footprints clustered around M-18 and Brown St constitute the downtown, but larger commercial enterprises sit along M-18 that are built primarily to provide services to vehicular traffic. Some of the larger commercial uses, for example on the southeastern quadrant of the City, are built to have little interface with residents. In terms of land use planning, it is best to give larger parcels more room on the periphery of the City so that the city center, and the walking radius around it, stays compact. Out of the total number of commercial parcels, 3.75% of them are vacant. Similar to the residential “vacancy” there are 77 vacant commercial parcels that are an opportunity for the City to accommodate commercial development.

EXEMPT

Exempt land uses refer to uses that do not generate tax revenue for the City. As the table “Existing Land Use Classifications” shows, these parcels are owned by governmental entities, religious institutions, or other public,
non-profit groups. The most prominent example in Beaverton is the land dedicated to schools, shown on the map in light purple. While not lucrative for the City’s coffers, exempt land uses are often invaluable community spaces that serve many positive functions in the way of hosting events, fostering civic engagement, and enhancing quality of life.

INDUSTRIAL

Industry takes up very little land, proportionally compared to residential and commercial land uses, taking up only 1.6% of the City’s land. The 32 industrial parcels are located near M-18, one cluster along the north side of Ross Lake and the other on the south side nestled between the highway and Terry Diane Street. More parcels can be used for industrial growth if the demand is there, nine parcels are considered “vacant” in this land use category.

SUMMARY

The City has a considerable amount of land that is available for development. Whether or how it is used will depend on the City’s attachment to preserving natural features and the market demand for housing, commercial, and industrial development in the coming years. The open space to the west of the school complex is ideal for neighborhood development.

The Beaverton Activity Center is an example of an exempt property that offers invaluable community services.

Source: Pure Gladwin County
The Dairy Bar is a long-standing commercial land use.

Saint-Gobain Performance Plastics industrial land use site.
Source: Pure Gladwin County
Historically, making the case for nature’s innate value has not always been compelling in the face of development opportunities. A city’s natural features are often thought of as barriers to streamlined development instead of assets worthy of preservation. The evidence for this kind of thinking is that 40% of Michigan’s natural wetlands were destroyed by the early 1800s. Only since the middle of the 20th century has there been a movement to understand the variety of beneficial ecosystem services that nature provides to cities. This section inventories what natural features exist in the City and discusses why and how to integrate nature into a built environment.

**Acronyms**

- MDEQ – Michigan Department of Environmental Quality
- FEMA – Federal Emergency Management Agency
- MDNR – Michigan Department of Natural Resources
- DDA – Downtown Development Authority
THE BUILT ENVIRONMENT

The color most associated with infrastructure is grey, a reference to manmade concrete networks that captures and conveys people and/or things to a final destination (i.e. roads, sewer pipes). While grey infrastructure is necessary for a modern city, it is not a flawless system. Most of the structures we rely on are made of impervious surfaces that disrupt the natural drainage cycle. In vegetative areas rainfall is absorbed into the ground as opposed to collected on top of asphalt where it will pond in urbanized areas. The water that hits hard surfaces carries all the contaminants it passes before it enters the storm drain. Sometimes called a “first flush,” the initial phase of a storm brings higher concentrations of pollution than the remainder of the storm as it pushes any buildup of sediment and other substances to wherever it is channeled.

Climate predictions are calling for increased flooding as a result of more intense and more frequent storms which means that improvements to stormwater management are needed to mitigate its negative effects. It may be that cities will have to expand their stormwater capacity or alter their methods to accommodate larger quantities of water, and some of those can be through natural design interventions.

GREEN & BLUE INFRASTRUCTURE

There is a natural spectrum of green and blue infrastructure that performs similar functions as manufactured infrastructure to manage excess stormwater. Below is a discussion of how blue and green systems can work together to not only protect nature but to build a more beautiful urban backdrop.

BLUE SYSTEMS: WATERSHED

Blue infrastructure are natural features linked to or made of water. Gladwin County is a part of the state’s largest watershed, Saginaw Bay which spans 5.5 million acres and 22 counties. A watershed is an area defined by drainage: it’s the land area that channels rain and snowmelt to creeks, streams, and rivers, and eventually to a common endpoint, usually a larger body of water like a Great Lake.
Lake. Because of its size and connection to Lake Huron, the health of all of its tributaries are of utmost importance as the effects are far-reaching. One indicator of the watershed's ecological health is the health of the fish that live in its waters. It is recommended that the City stay up to date with the Saginaw Bay Watershed's study on fish communities because of its importance to Beaverton residents. The research acknowledges that most of the harm to the watershed is a result of poor agricultural practices, and while Beaverton may not be a big contributor to this problem, its residents and local fish species are still at risk if the water is contaminated. People in direct contact may become ill and a major form of regional recreation, fishing, could be curtailed especially after the “first flush.”

The Natural Resources and Environmental Protection Act of 1997 contains a threshold for the amount of E. coli that is permitted over 30 days of taking water samples. If the sample exceeds the legally permitted limit, access to the water is prohibited. Since the summer of 2015 (and years prior), Ross Lake has consistently been closed when MDEQ’s monitoring system detected elevated levels of bacteria. MDEQ is still trying to locate the exact source which is very difficult when it likely comes from several non-point sources. Because the lake is a part of a greater watershed, the contamination may come from another jurisdiction where animal manure is used for farming and seeped into the water system. It is a good reminder for the City to review its infrastructure, zoning, and stormwater practices to see if it is contributing to this problem. Other common causes of E.coli are leaky septic tanks or combined sewer and stormwater systems that cannot handle the level of water intake during a storm and release partially untreated water into a local water body.

**BLUE SYSTEMS: WETLANDS**

Wetlands play a big role in keeping the watershed healthy. A wetland, for instance, is characterized by an area at least periodically inundated with water, also referred to as a bog or a marsh, commonly located along bodies of water or areas with a high water table. These unique ecosystems are nature’s sponge that provide many important services, such as stormwater retention, flood control, water purification, and an opportunity for recreation. Given that climate variability is likely to come in concentrated bursts of precipitation instead of regular distribution over the year, wetlands will play an even more critical role in mitigating flood risk and recharging groundwater to be thought of as the original retention basin.

The “Wetlands” map shows that most of the wetlands are categorized as
Most of Beaverton’s water supply comes from groundwater, and since October 2015, Beaverton has not violated health-based drinking water standards. Knowing that, it is important to keep track of any potential sources that could be affecting its quality, and one way to do that is to work with the Michigan Department of Environmental Quality (MDEQ) of a wellhead protection program that is a set of guidelines to protect groundwater from pollution. Another reason it is important to regulate development that might negatively impact the quality of groundwater is to ensure that areas are protected from contamination.

### Table XX: Contamination Sites

<table>
<thead>
<tr>
<th>Status</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Closed leaking underground storage</td>
<td>4</td>
</tr>
<tr>
<td>Open leaking underground storage</td>
<td>4</td>
</tr>
<tr>
<td>Environmental contamination</td>
<td>2</td>
</tr>
</tbody>
</table>

Sources: MDEQ, Act 451 of 1994 Natural Resources Protection Act

Ross Lake, an impoundment formed by the Beaverton dam, and the Cedar and Tobacco Rivers that converge in the City are examples of a blue infrastructure system that store and push water through the City and eventually out to Lake Huron. Immediately adjacent to Ross Lake and the two rivers is a FEMA-designation 1% annual chance floodplain. The floodplain bears this title because it is predicted that this area will flood one time per 100 years or 1% of that time period. Beaverton has protected its river shoreline from heavy development, which helps to keep the river stable (less chance of erosion) and clean from certain types of contamination. It remains important to keep a wide buffer along the river’s edge in case the floodplain expands over time, as it is projected to do. Currently, 71 parcels intersect the floodplain and are at heightened risk of flooding, although properties outside of the designated floodplain can (and do) experience flooding as well.
impact water quality is that many cities with an industrial past have a legacy of contamination. The MDEQ hosts an interactive map that keeps track of any parcels that are contaminated. Clicking on a parcel reveals what type of activity has taken place: open and closed underground storage tanks and environmental contamination (nitrates, PCBs, etc.).

Where some commercial and industrial establishments have relied on petroleum to operate their business, they store some of it below ground in what is known as an “underground storage tank” (UST). An UST refers to any tank or underground piping connected to that tank that has at least 10% of its combined volume underground. Before the 1980s, USTs, most of which contain petroleum, were made of bare steel which in several instances have corroded and the contents have leaked into the soil. The consequences of this vary, while it is never a good thing, it is most threatening if it contaminates soils where people grow food or groundwater that people drink. There is a backlog in the state to process these sites and holding accountable parties liable.

GREEN SYSTEMS

In cities, incorporating green spaces where possible is a win-win investment. Some cities wish to divest in parks and open space because of the maintenance costs. This represents a limited view on the role of vegetation. Places that are already built out or have a dense core may feel that the addition of trees and gardens is a frill expense but to make a City functional and inviting requires that brick, concrete, and asphalt are broken up with natural features.

GREEN SYSTEMS: TREES

While Gladwin County is largely full of second growth forests, the city limits contain much less forestry. In small patches there are deciduous forests in the southeast corner of the City near the river, the western part of the city in a residential area, and the very northern tip that provide the stunning autumn colors and flowering spring and summer leaves. Trees’ value cannot be exaggerated. They are hard workers, checking off several important tasks that improve residents’ quality of life. These benefits include increased property values, improved water and air quality,
reduced instances of flooding, and public safety.9 Some of these benefits can be quantified, for example, the City of Ann Arbor’s Forest Management Plan found that their tree canopy cover provides a net of $2.3 million in benefits to the City annually. Half of those benefits come from energy savings for cooling structures in the warmer months, and the rest from improved air quality, aesthetics, and stormwater and water quality improvements. Also, it boosts property values which can help the resale value of homes on the market.

Some guidelines help communities target where trees will make the most impact. American Forests, a reputable conservancy nonprofit, recommends cities strive for 40% tree coverage, focusing on new plantings in urban areas with less than 20% coverage, land around industrial properties, riparian areas, central business districts, and near highly impervious surfaces.10 In Beaverton, this would be most prevalent along Ross Lake could help remove contaminants finding their way to the water, and as a way to buffer unsightly industrial uses. Expanding tree canopy coverage is a question of updating zoning standards to require that all uses are responsible for beautifying the parcel or at least blocking visually unappealing uses. The DDA has already recognized the boundless advantages of trees and has made it a priority to plant them over the last decade throughout the downtown.

GREEN SYSTEMS: GARDENS

Another way to mitigate flooding is to strategically build rain gardens to collect run-off. This will reduce the amount of water that grey infrastructure handles, it purifies water that has carried contaminants from the streets and sidewalks, and it is an aesthetic improvement to the area. On major roads or corners that flood, stormwater bump outs jut out into the street to increase the amount of water diverted into a garden to absorb the water before it hits a storm sewer or ponds. In downtown environments, planter boxes along sidewalks can serve the same purpose.

SOURCES
5 U.S. Environmental Protection Agency. Wetland Restoration. 2002
8 Michigan Department of Environmental Quality. Environmental Mapper. https://www.mcgi.state.mi.us/environmentalmapper/#
Rain garden example
Source: University of North Carolina School of Government
This page intentionally left blank
When individuals or families decide where to live, access to employment is an important factor, but so are the community-based services, local and regional, that add value to day-to-day life. Beaverton not only offers a host of excellent community resources, but it is also embedded in a larger county system that supports its residents in various ways. People tend to stay in place for reasons for more than a paycheck such as access to a good school system, to recreation, to medical assistance, and to a safe place where they feel connected to their neighbors and their surroundings. This section will inventory some of the larger services and facilities at the regional, county, and city-level to showcase its strengths and also determine where there is room for improvement.

REGIONAL

Clare and Gladwin Counties formed the Regional Education Service District (RESD) in 1962 to provide programs and services that more cost-effectively serve its region in several crucial areas. Together they coordinate programs around career and technical education (CTE), homelessness, pre-school, SPARKS, and special education. CTE programs play a pivotal role in helping students who are not college-bound explore diverse professions that used to be offered as a part of the high school curricula. This program is offered to high school upperclassman during their regular school day. RESD also has programs that help children who have become homeless and help them to stay at their same school, and provide
meals, clothing, school supplies, and tutoring. SPARKS is a program focused on developing youth’s leadership skills and prepare them for careers or college with after-school tutoring, educational field trips, and enrichment activities. RESD also has a department dedicated to providing services to special education students, a service that is not always easy to come by.¹

Mid-Michigan Health is a non-profit health care system affiliated with the University of Michigan, headquartered in Midland but serves a 23-county region. During the 2018 fiscal year, Mid-Michigan Health provided over $144 million in charity care which is a boon for residents that cannot afford their healthcare bills.²

Mid-Michigan has an office in Beaverton that offers a range of preventative medical services and managing acute and chronic illnesses. Another office is located in the City of Gladwin specializing in rehabilitation services like occupational, speech and physical therapies, and cardiac rehabilitation.

**GLADWIN COUNTY**

The Gladwin County Community Foundation is a philanthropic organization with the mission of fostering collaboration among its communities. To accomplish this, they provide grants to non-profits up to four times a year, student scholarships, support projects, and provide a platform for residents to open funds to donate on someone’s behalf. The Endowment Fund spans several major areas to include the Beaverton Activity Center, Beaverton Public Schools as well as Gladwin County health initiatives, the Youth Action Council, and scholarships for post-secondary education, among others.³ To have this social infrastructure as the backbone of the region is a tremendous benefit.

**BEAVERTON**

**CHILDCARE AND PRE-K**

During the Project Rising Tide community engagement process, it emerged that access to childcare is a reoccurring problem for Beaverton families. A survey was issued to determine the extent of the problem and the results found that while families are generally happy with their childcare provider, there is still room for improvement. For example, some parents have had to miss work due to a sick child or the hours of operation did not suit the parent’s working schedule. The highest proportion of families rely on a relative for childcare (42%) followed by a licensed childcare center (27.5%) or group home (12.5%). The City is in the process of looking for potential sites and partners to expand the childcare services provided to assist working families.

Currently, Mid-Michigan Community Action Agency offers the Great Start Readiness Program (GSRP) held at the Beaverton Activity Center for three and four-years-old. Students must qualify for this program based on need. In addition, there is a twice weekly, half-day, program known as Miss Jean’s preschool that is held at a local church in Beaverton and is fee-based. RESD also helps families connect children that are eligible for free

### CTE Programs

- Advanced Manufacturing
- Agricultural Science
- Auto Technology
- Construction Trades
- Criminal Justice
- Culinary Arts
- Digital Media
- Education Occupations
- Health Occupations
- Welding Technology
to low-cost preschool programs. The BAC in partnership with Mid-Michigan Community Action Agency offers free pre-school services for children aged 3-5 years old. The program covers several topics from the more traditional like literacy and mathematics to emotional skill-building.4

BEAVERTON ACTIVITY CENTER
Built in 1935, the Beaverton Activity Center (BAC) was formerly a high school that was converted to a community center. Its long-standing history in the City and its multi-faceted programming is a true treasure for its users. For children, it provides educational opportunities outside of the classroom through arts and culture field trips in the summer as well as fitness classes like ballet and gymnastics. The Beaverton Branch library is co-located in the BAC with an attached café, Sweet B, run entirely by volunteers. The library has full monthly programming with book clubs, STEM workshops for youth, and storytime.

For adults, there is a membership-based fitness center with classes, a gymnasium, and equipment as well as conference rooms for rent for local organizations to use that have whiteboards, a podium with a microphone, flat screens, and internet connection. Residents can rely on this center for exercise, business, and socializing.

EDUCATION
The Beaverton Rural Schools District maintains two magnet schools: Beaverton Elementary School and Beaverton High School that serve about 1,019 students with a staff of 112.5 Between the two sites, the school district is responsible for 65 acres and 10 separate buildings. The school district was ranked in the top 50% of Michigan’s 855 schools based on math and reading proficiency testing.6 The Beaverton Rural Schools will be adding a young 5’s or developmental kindergarten program starting in fall 2019. It is not considered a preschool because it is for children who turn five after September 1, who may have been to preschool but not fully ready for kindergarten yet.

WATER & SEWER
Beaverton’s water supply comes from groundwater. Annually, water was tested at two groundwater wells that were over 80 feet in depth to determine
the susceptibility of the water source to contamination and found that susceptibility is moderate. However, the 2017 water report found that there were no violations found in the samples tested. The groundwater is pumped into and stored in the water tower. The City provides drinking water to all residents and businesses in Beaverton as well as two manufacturing companies and Fire Hall in Beaverton Township. Sewer is also provided to households in the City limits and wastewater is treated at the Aerated Lagoon Wastewater Treatment Facility.

STORMWATER WATER

Ideally, there are two different systems to collect the sources of water a city handles: a system to collect stormwater and a system to collect and treat sewage. In some older cities, these two are combined and can lead to problems in the case of heavy rainfall- if the system is overloaded with excess water, then some of it is released into local water bodies before it is fully treated. In Beaverton, there is only one known spot where these two systems intersect.

Another potential issue is that some homes have footing drains that are installed to prevent basements from flooding. The problem is that footing drains pump water back out onto the pavement that enters the stormwater system, possibly contributing to a system overload. It is uncertain how many homes in the City have a footing drain and the extent that it is having a negative impact. The system as it is set up now can handle the amount of water it receives except for one to weeks every spring when Tonkin Street floods between M-18 and Church Street.

HYDROPOWER

The Beaverton hydroelectric dam was built in 1919 to replace the original wooden dam, and again in 1985, it was refurbished. The City’s Department of Public Works operates the dam and has made improvements to it in 2002 and 2009. The dam produces about 500 KW throughout most of the year except for the during a deep freeze or in late summer. Ross Lake is an impoundment caused by the dam that covers about 294 acres. There are systems in place to alert appropriate agencies if a potential problem were to occur and the County notifies the public using NIXLE via text or email. A movement nationwide has
been to remove dams so that waterways can return to their natural state, but in some communities the effects are complicated. Beaverton currently sells the electricity the dam generates to Consumers Energy and is contracted to do so until 2023. The City would like to continue this contract because the dam yields city revenue and has become a part of the City's identity; the City also owes about $1 million still for dam renovations and removing the dam would impede debt repayment.9

BROADBAND SERVICE

In 2015, Gladwin County created a Technology Action Plan understanding that technology is so deeply entwined in modern society that falling behind in this area would detract from a high quality of life. As the plan states, broadband infrastructure is a building block to 21st century living. The County conducted an assessment and found that 21 providers were serving the area. Using an index that assessed the access, adoption, and use on a scale of 0 to 120, Gladwin County scored well at 108. The County scored well in households with access to mobile wireless and that up to 98% of homes have access to 3 megabits per second and 84% of homes county-wide have access to at least 25 megabits per second for nonmobile service. This does not refer to access on smartphones which are a popular way to access the internet.

Digital literacy and public access to computers received the lowest scored due to low level of computer hours for low-income residents per week and relatively few graduates from the three digital literacy programs. Adoption had a perfect score as major institutions in the County have used broadband for economic opportunity, education, government, and healthcare. One of the priority projects is to develop a technology mentorship program that recruits local students to lead training and outreach efforts to help close that knowledge gap.

Broadband service inventory map
Source: https://connectednation.org/michigan/county-maps/
PUBLIC SAFETY

The Beaverton Police Department has one chief, one school resource officer, and one road officer. On an annual basis they are trained in the use of force that includes shooting guns, using a taser, and hands on force. In the summer of 2019, the department will purchase a new patrol car. The department also runs a few community-based programs, the largest is the thanksgiving dinner giveaways where the department supplies about 60 families with complete dinners and delivers them to their residence. In addition, the department host one big community event a year. In 2017, they adopted Leo Ross Park and cleaned the whole park and put mulch down. The department helps crime stoppers, an organization that enables people to report crimes anonymously to help prevent crime. As a way to assist them in their endeavors, the police department competes in an annual fundraiser known as the “Big Game” vs the Detroit Lions.

The Beaverton Area Fire Department started in 1897. Today, it runs on 20 part-time volunteers that cover Beaverton, Beaverton Township, and Tobacco Township 24 hours, 7 days a week. The volunteers are trained to meet state standards but the pool of reliable volunteer labor is dwindling. To fund any full-time staff, the municipalities would likely to have to pass a millage, which may be warranted with expanding plastic companies in the City.

The fire station houses six trucks, none of which are aerial to reach second stories or higher on a building. Beaverton has a mutual aid agreement with Gladwin to use aerial trucks if needed and provide further support should there be an emergency that surpasses Beaverton’s fire-fighting capacity.

OTHER ORGANIZATIONS

Beaverton Lions Community Center is the local club’s headquarters. As a part of the international organization, the Beaverton Lion’s Club is a service organization that focuses on eye care primarily as its charitable endeavor. They run a local Project Kid Sight where they analyze children’s eyes for potential problems as well as fundraise and complete charitable projects within the County. With over 50 members they can accomplish a lot, for instance, Adopt-a-Family for Christmas, enhance community parks, and sponsor the local Boy Scout troop.

The Beaverton Area Business Association is a membership-based organization that is dedicated to the growth of Beaverton area businesses, major institutions, and residents. As a group, they work to build a network to share information to its members and assists businesses with forward-looking program and services that promote their growth. They host events that bring the community together such as the annual golf outing, “Say Yes to the Dress” prom event, Christmas Tree lighting ceremony, the Holiday Hunt, among others.
Thanksgiving Dinner Giveaway Event
Source: Beaverton Police Department Facebook page

SOURCES
1 Claire-Gladwin Regional Education Service District. Programs. https://www.cgresd.net/
10 Beaverton Lions Community Center. About Us. https://www.beavertolsonlinecommunitycenter.com/about/
The outdoor recreation industry is critical to the State of Michigan’s economy and represents an equally important and growing sector in Beaverton. According to the Outdoor Recreation Association, Michiganders spent $26.6 billion on recreational gear and experiences in 2017. Correspondingly, outdoor recreation generates $2.1 billion in state and local tax revenue and 232,000 direct jobs in the state. Aside from the economic benefits that parks and recreation infrastructure provide, these facilities provide healthy alternatives for Beaverton residents. Access to recreation is one element that a city can provide to improve residents’ physical and mental health by encouraging active lifestyles and providing places for the community to come together. The City of Beaverton, surrounded by a river, lake, and forest, has strong existing ties to the recreation industry and a unique position to develop this sector further.

INVENTORY

Parks and recreational opportunities in the City of Beaverton are provided by multiple levels of government and by the private sector. All of these actors are needed to continue to support a balance of recreational programming and resources for the community. The following section describes the community’s recreation assets by the operator of that land.
The State of Michigan owns eight facilities in or near the City of Beaverton, including four campgrounds. Holster Lake Campground is located on Holster Lake in Sherman Township to the northwest of Beaverton and includes amenities for swimming, beach fishing, boating, picnicking and camping. House Lake Campground lies roughly adjacent to this site and includes swimming and boating features as well as a campground with 41 sites. Trout Lake Campground, on an inland lake to Beaverton’s northwest, has camping, 35 boating sites, and fishing facilities. Meanwhile, Wildwood Campground includes similar features and is located on the East Branch of the Tittabawassee River in Bourrett Township to Beaverton’s northeast.

Also falling within the State of Michigan’s purview is the management of a variety of parks and forests near Beaverton. Clement Township Roadside Park is located where M-30 meets the west branch of the Tittabawassee River to Beaverton’s northeast. Included are facilities for picnicking, fishing, as well as scenic overlooks. Tittabawassee State forest encompasses nearly half of Gladwin County and is primarily managed for wildlife, forest products, and recreational activities including trail riding and some dispersed camping. The Department of Natural Resources also maintains fishing and public boat launch sites on Pratt Lake, Wiggins Lake, Lake Four, Wixom Lake, Secord, and the North Tittabawassee River. The City is fortunate to be surrounded by several places that have water and forest access.

Gladwin County also owns and is responsible for the maintenance of several recreational facilities near Beaverton. While they are not located within the city limits, they are easily accessible for Beaverton residents and add to the variety of recreational opportunities nearby. Gladwin County Recreation area, in Sage Township, consists of 160 acres of rolling hills. On this site is a lodge, hiking and walking trails, and frontage on the Cedar River. Meanwhile, the Gladwin County fairgrounds occupies 43 acres in the southeast corner of the City of Gladwin and includes a grandstand, merchant buildings, and a racetrack. The Gladwin Community Arena is located nearby in the City of Gladwin and includes an indoor ice rink and gymnasium.

The City of Beaverton owns and maintains several parks within its boundaries and has done an amazing job of concentrating them along the river to preserve that ecosystem. As rivers flood and contract, it is best to leave the land adjacent in its natural state to protect people and structures from negatively impacting that natural cycle. However, when looking at the spatial distribution of the parks, few are centrally located. If the City is in the position to acquire and maintain smaller areas of parkland away from the river, it could improve residents’ walking distance to recreational space.

Another major public park in Beaverton is Leo Ross Park, which is located in a residential neighborhood East of M-18 and South of the Tobacco River. Ross Lake Park is one of the most prominent parks in the community and encompasses six acres of land on the northern shore of Ross Lake. This park also features a boat
launch, a beach, playground equipment, and a picnic area and is visited by many residents throughout Gladwin County. The City of Beaverton also operates Calhoun Campground which is located on Ross Lake in Beaverton Township. According to state recommended acres per 1,000 persons, Beaverton falls just short in terms of acreage. Acreage is not the only marker of a good recreational system, quality of facilities and accessibility also matter.

BEAVERTON SCHOOL DISTRICT FACILITIES
Schools have always played an important role in recreation. Their large campuses have dedicated spaces for passive and active recreation. Beaverton area students have experienced that integration into their curricula in the instances where Beaverton School District uses two nature areas for science classes. These parcels, in Beaverton and Tobacco Townships, are also used for hiking, snowmobiling. Meanwhile, Beaverton’s elementary, middle, and high schools encompass 20 acres in the City and fulfill key recreation needs that are not provided elsewhere in the community. Playgrounds located at the elementary school provide a key play space for the City’s youth while baseball fields located at the high school provide a space for youth athletics. While the school system can provide equipment and fields not found elsewhere, they are not always open to the public and therefore have limited access for the public at large. Collaboration between the school system and the City is crucial so gaps in the programming and events are addressed and worked on in partnership, rather than in silos.

NONPROFITS
The Beaverton Activity Center was founded in 2011 as an independent non-profit, volunteer-run organization intended to provide arts, cultural, and active lifestyle services to Beaverton residents. Programs offered by the organization include youth theater, youth and adult sports leagues, fitness classes, art classes, and book clubs. The facility is located in a former school building near Beaverton’s downtown and is an important space for the town’s residents to forge connections. It has been a tremendous addition to the community and its location near other civic uses is a prime location for such a versatile place.

PRIVATELY-OWNED FACILITIES
A variety of privately-owned facilities complement the range of amenities provided by the State of Michigan, County, and City. Both Lakeside Golf Course and Sugar Springs golf courses are located in Butman Township while Gladwin County Golf Course is located in Grout Township. All three 18-hole golf courses are open to the public. Several resorts are also located near Beaverton; some are open only seasonally while others provide year-round recreation. Curry’s Landing is a privately-run facility for camping, boat rental, and boat launch located in Tobacco Township. Good News Camp is a privately-owned summer youth camp encompassing 174 acres and located in Butman Township. Meanwhile, the Lost Arrow Resort is a four-season family resort featuring log cabins, suites, and motel rooms, a boardwalk, and river cruises. These types of facilities contribute more to regional tourism than smaller
public sites which serve a dual purpose: to offer locals this experience as well as draw seasonal recreationists to the area.

**PARKS AND RECREATION GOALS**

The City of Beaverton emphasized in its 2019 Parks and Recreation Plan that the community’s priorities should be to improve existing facilities first and to construct new ones second. With this broad vision in mind, the City set out the following four goals:

**Complete Improvements to Ross Lake:** Protect the environmental quality of Ross Lake and expand its potential as an economic driver. Re-invest in the lakefront as an asset.

**Complete Improvements to Park Facilities:** Implement improvements to parks within the City to support residents’ needs and tourism.

**Revive Recreation Programs and Partnerships:** Continue to seek partnerships with recreational agencies in adjacent communities to share ideas and forge common initiatives.

**Increase Walkability Within the Community:** Create a wide-ranging system of non-motorized infrastructure that connects destinations within the community.

**STATEWIDE GOALS**

At the state level, Michigan’s Department of Natural Resources is responsible for preparing a comprehensive Outdoor Recreation Plan, which is intended in part to guide local strategies for parks and recreation. The Department of Natural Resources prepared and adopted a new recreation plan in 2017 and this effort remains a key strategy link for local parks and recreation planning.

Broadly, the state’s initiatives are intended to protect Michigan’s cultural and natural resources and to leverage these aspects to support the recreation needs of the State’s residents and to foster economic development. This broad vision includes initiatives such as fostering effective stewardship of natural resources, meaning that residents protect these resources for future generations’ enjoyment. Another objective is improved recreational access so that the state’s recreation system should serve the widest possible range of residents, including those with diverse backgrounds, abilities, and means. Improved collaboration is also an important initiative within the State’s vision, meaning that stakeholders and organizations responsible for recreation should cooperate where possible.

The City of Beaverton’s 2019 recreation goals align with several of the broader objectives within the Michigan Department of Natural Resources’ 2017.

**TABLE XX: CITY AND STATE PARKS & RECREATION GOALS**

<table>
<thead>
<tr>
<th>CITY OF BEAVERTON 2019 PARKS &amp; RECREATION MASTER PLAN</th>
<th>MICHIGAN DNR COMPREHENSIVE OUTDOOR RECREATION PLAN, 2018–2022</th>
</tr>
</thead>
<tbody>
<tr>
<td>1) Complete improvements to Ross Lake</td>
<td>1) Foster stewardship and conservation</td>
</tr>
<tr>
<td>2) Complete improvements to park facilities</td>
<td>2) Improve collaboration</td>
</tr>
<tr>
<td>3) Revive recreation programs and partnerships</td>
<td>3) Raise awareness</td>
</tr>
<tr>
<td>4) Increase walkability within the community</td>
<td>4) Improve recreational access</td>
</tr>
<tr>
<td></td>
<td>5) Provide quality experiences</td>
</tr>
<tr>
<td></td>
<td>6) Enhance health benefits</td>
</tr>
<tr>
<td></td>
<td>7) Enhance prosperity</td>
</tr>
</tbody>
</table>
Beaverton’s stated goals to implement improvements to park facilities include the construction of facilities for seniors, youth, and residents with special needs. This reflects the State of Michigan’s initiative to have parks and recreation facilities to serve the broadest range of users possible. Likewise, the City defined initiatives to closely monitor the environmental quality of Ross Lake in its 2019 plan and to implement capital projects that prevent erosion and the Lake’s ecosystem loss. This reflects long-term environmental stewardship set forward in the State’s 2017 plan.

### NEEDS AND RECOMMENDED ACTION

Although Beaverton and its surrounding communities contain a wide variety of recreation amenities, several improvements could help provide adequate opportunities for visitors.

### ACCESSIBILITY

A major issue pertaining to parks and recreation in Michigan communities is that facilities do not adequately accommodate visitors with special needs. In general, most public community facilities are required to include features for users with disabilities since the enactment of the Americans with Disabilities Act in 1991. The act sets forward guidelines that public entities must follow when improving public facilities to promote access for users with disabilities. Following this federal law, the City of Beaverton has undertaken projects since 1991 that have forwarded universal access, however recent planning efforts show that the City’s facilities are still lacking many of these essential features.

The City undertook a recreation inventory as part of its 2019 Parks and Recreation Master Plan, which showed that many municipal parks continue to lack universal access features. Using a scoring system of one to five where one means that none of the facilities meet accessibility standards and five means that the facilities can be universally used, the City fared on the lower end of poorly to moderately accessible. Ross Lake Park received the highest score which means that most of the park met accessibility guidelines. A score of one was given to the unimproved and unpaved East Ross Lake Boat Launch.

In recognizing these challenges, Beaverton set forth several projects to improve access for all users. Improvements to the restrooms, water fountains, and grills at Ross Lake Park are among the highest priority projects. The inclusion of improved lighting and wider nonmotorized paths at the park are high-priority initiatives defined by the City to further universal access. Improvements to Leo Ross Memorial Park including upgrades to the play equipment, and the construction of sidewalks and improved access from the parking lot are also needed to meet the federal guideline. The City has also planned improved paths and parking at Calhoun Campground to promote greater access.

### TABLE XX: PARK ACCESSIBILITY SCORES IN BEAVERTON

<table>
<thead>
<tr>
<th>FACILITY</th>
<th>ACCESSIBILITY SCORE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Calhoun Campground</td>
<td>1</td>
</tr>
<tr>
<td>E. Ross Lake Launch</td>
<td>2</td>
</tr>
<tr>
<td>Leo Ross Memorial Park</td>
<td>2</td>
</tr>
<tr>
<td>Ross Lake Park</td>
<td>3</td>
</tr>
</tbody>
</table>

Universal design
Source: playgroundprofessionals.com
IMPROVED CAPACITY

As recreation and tourism industries continue to grow in Beaverton, expanded capacity and modernized facilities are needed to help ensure that residents and visitors can enjoy the great recreational opportunities. Improvements to Ross Lake Park are planned to expand the facility’s recreation choices. The City plans to conduct a study exploring the possibility of a water trail connecting multiple facilities on the lake. Larger docking facilities and staging areas for kayaks, paddleboards, and canoes are needed to enable visitors and residents to pursue these forms of recreation. Expansion to Ross Park’s electrical infrastructure is needed to support increased use while improvements to the park’s pavilion are prioritized to support the farmer’s market.

Although improvements to Ross Lake Park are needed to leverage this facility as a key asset in the community, improvements to other community parks are also needed. Upgraded play equipment, benches, and tables are needed at Leo Ross Memorial Park to widen the facility’s range of uses. In a similar vein, active recreation facilities, including basketball courts, are needed at Calhoun Campground to expand the location’s appeal to visitors by widening its range of recreational opportunities.

BIKE AND PEDESTRIAN FACILITIES

A variety of nonmotorized connections between Beaverton and surrounding communities are needed to enhance the City’s range of recreation opportunities and improve the community’s connections with neighbors that do not require a car. Some of the proposed nonmotorized trails were links between Beaverton and Coleman, including sections in the City of Beaverton along Tonkin Road. Additionally, a nonmotorized connection to Beaverton’s northern neighbor Gladwin along Porter and Knox Roads would improve connections and strengthen Calhoun Campground’s link with nearby communities.

On a more local level, a complete streets ordinance in Beaverton is a start to improving nonmotorized transportation options within the City because they include wider sidewalks, bike lanes, uniform signage, and improved landscaping and tree canopy coverage.2

Complete Streets

“They are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists, and transit riders of all ages and abilities. Complete Streets make it easy to cross the street, walk to shops, and bicycle to work.”

SOURCES


MAP XX: COMMUNITY FACILITIES

COMMUNITY FACILITIES

City of Beaverton
Parcel Boundaries

Data Sources: Michigan Open Data Portal, Gladwin County GIS

0 500 1,000 Feet
Transportation infrastructure is essential in establishing links within a community and enables interaction with other communities separated by distance. This infrastructure allows goods, services, and information to move between these locations, a necessity for fostering a healthy economy. This section discusses such networks and how they can be improved for all users.

Beaverton’s location in ‘near north’ Michigan makes roads and highways its major transportation assets. In particular, M-18 carries the City’s freight traffic and provides connections to state highways 61 to the north and 10 to the south. This chapter inventories the City’s infrastructure, as well as its geographic location, and highlights planned improvements to the system.

**ROADS**

**OWNERSHIP AND TRAFFIC**

The Federal Highway Administration has a classification for roadways called the National Functional Classification (NFC), which categorizes roads based on their traffic numbers. This system is commonly used by federal, state, and local agencies to categorize their roads. These classifications are important because they determine whether a road is eligible for federal funding. All of Beaverton’s roads fall into one of three NFC categories. M-18 is classified as a “minor arterial,” which are roads that carry larger volumes of long-distance and provide access to and from commercial establishments. Meanwhile, Brown Street and Porter Streets are “major collectors” that
MAP XX: TRANSPORTATION

Transportation

City of Beaverton

Annual Average Daily Traffic

Data Sources: Michigan Open Data Portal, Gladwin County GIS, MDOT

City of Beaverton

Minor Arterial

Major Collector

Local

Unclassified

Miles

0 0.17 0.35 0.52

4583

5510
Transportation

carry lower traffic volumes and serve to connect commercial and residential properties to arterial roads. All other streets in the community are classified as local streets, which carry small volumes of traffic and provide access mainly to residential properties. Beaverton’s arterials and collectors are the only roads that qualify for federal aid, although local roads may be eligible for Community Development Block Grants and other funding opportunities administered by the state. The Michigan Department of Transportation (MDOT) also calculates the average number of vehicles that travel on its roads daily throughout the year, a figure known as Average Annual Daily Traffic (AADT). Corresponding with its arterial classification, M-18 carries the largest traffic volumes in Beaverton, with average vehicle counts totaling 7,336 per day in the City’s center and dropping off to its north and south as the density of land uses dissipate.

Beaverton’s roads are owned and maintained cooperatively by state and city governments. M-18, which traverses the community from north to south, is the only roadway owned and maintained by MDOT. As such, the City has little to no control when maintenance takes place on this road. Meanwhile, Brown Street, which forms the community’s downtown, and Glidden Road, are maintained by the Gladwin County Road Commission. All other roads in Beaverton, including Brown Street, which forms the community’s downtown, and Glidden Road are maintained by the City itself and are therefore funded locally.2

CONDITION

A 2019 summit with Michigan transportation leaders estimated the State’s annual funding gap on road maintenance was between 2 and 2.5 billion dollars annually.3 Further, state transportation experts found that costs from this under-funded infrastructure are transferred to businesses and residents through added vehicle maintenance and lost productivity. This scenario is often worse in communities where roads are financed by county and local governments and resources are further constrained.

The Eastern Michigan Council of Governments (EMCOG) created a report in 2016 which highlighted the major economic challenges throughout the organization’s 14-county service area. The report identified the lack of capacity to finance maintenance to transportation infrastructure as a major weakness facing the region’s economy.4

The Transportation Asset Management Council, which is an organization affiliated with MDOT, uses a standardized system known as PASER to rate and compare the conditions of road pavement on major roadways. Because, M-18 and Brown Street are the only two roads in Beaverton that qualify for federal funding, these are the only two roadways rated consistently, however, according to the metrics, large portions of both roads are degraded to some extent. For instance, the entire portion of M-18 in Beaverton, which handles the community’s largest traffic volumes and forms connections with surrounding communities, was in either “poor” or “fair” condition. Meanwhile, the entire extent of Brown Street was rated in “poor” condition. Most of the City’s commercial businesses are located along these two roads, which means that maintenance will have bearing on the community’s economic health. Porter Street, which is located in the community’s east, was also found in “poor” condition, although this improved to “good” before the street becomes Knox Road and crosses the community’s eastern boundary. Critically, the M-18 bridge over Ross Lake was rated in “poor” condition, while the Porter Street bridge over the Tobacco River was in “fair” condition.5

PUBLIC TRANSPORTATION

In low-density areas, the geographic area that public transportation serves and the frequency at which it can operate are challenges. Gladwin City-County Transit provides door-to-door bus service available on a call-in-advance basis that groups ride requests together to utilize one vehicle. The service is mainly used for medical appointments and to accommodate reoccurring trips. The service does not extend outside of
Gladwin County but the agency will coordinate with transit services in the surrounding Counties of Midland, Clare, Roscommon, Ogemaw, and Arenac to provide connections.6

EMCOG also reported that public transportation “does not adequately serve the region’s workforce and adult education needs.”7 Although Gladwin County Transit provides a valuable service to elderly passengers, its dial-a-ride format and schedule do not extend into the evening, which limits its ability to serve commuters and passengers seeking to run household errands. The lack of a fixed-schedule service prevents workers from taking the bus to work. Simultaneously, most Beaverton households drive to work and the expenses associated with constant automobile use are a major financial burden. The Center for Neighborhood Technology, a reputable community-based non-profit, hosts an interactive mapping tool that estimates that households spend an average of 31% of their monthly income on transportation-related costs, which is even higher than their typical housing expenses (26% of their monthly income).8

As a solution to the region’s public transportation difficulties, the EMCOG plan suggests that municipalities work with residents and stakeholders to define the goals of public transit service, whether it should serve commuters, and to identify gaps in service provision. The plan also recommends that municipalities work with public transportation providers to serve key destinations including colleges and universities and major employers.9 The City of Beaverton should continue to consider the transit recommendations put forward by EMCOG in 2016, bearing in mind the potential benefits of lowering transportation costs and connecting workers with jobs.

COMPLETE STREETS

The Complete Streets movement is a relatively recent development in transportation planning and has been pushed by national organizations seeking to make community roadways accommodate all users, regardless of travel mode and personal mobility. These advocates encourage the design of streetscapes that prioritize safe access to bicycle users, pedestrians, public transit users, and in Beaverton would be extended to accommodate traditional travel modes of Amish communities, including the horse and buggy. To do this, Complete Streets offer a range of specific design features including but not limited to traffic medians, bicycle lanes, widened sidewalks, benches, and planted vegetation.10

Although the automobile remains the predominant mode of travel in Beaverton, as it does in most Michigan communities, a considerable percentage of City residents (7.5%) reported traveling to work via alternative transportation modes including pedestrian, bicycle, or other in 2016.11 In keeping with these patterns, Beaverton’s street network is well on its way to resembling complete streets; the community’s small size blocks, traditional sidewalks, abundant street trees, and gridded street patterns are all elements that accommodate transportation choices

Elements of Complete Streets

- Wide sidewalks
- Bike lane and racks
- Safe crossings
- Medians
- Curb extensions
- Benches
- Bus shelters
outside of the automobile. The City’s downtown along Brown Street include vegetation and street trees and widened sidewalks that extend the entire width between the street and storefronts. Beaverton could continue to build on this existing infrastructure by adding small-scale improvements over time including bicycle racks in popular destinations, installing benches and seating that is set back from the street, and installing bike lanes between residences and common destinations. One important beginning place is a well-connected and maintained sidewalk network. Some residential streets throughout the community do not have pedestrian amenities and the City’s system of sidewalks and crosswalks does not extend south along Ross Street to the community’s school facilities. The City should consider opportunities to improve this including the “safe routes to school” program, which is administered by the State and awards grants to community schools for nonmotorized transportation projects between schools and residences.12
This page intentionally left blank
The composition of a community’s economy is driven—to some degree—by the region it is situated in, and more broadly by national and international trends. This chapter begins by examining the economic patterns that are characteristic of the eastern Michigan region. It then examines the profile of industries and employment in Gladwin County and the City of Beaverton and summarizes the community’s existing institutions and initiatives to leverage for continued economic growth.

ECONOMIC TRENDS IN EASTERN MICHIGAN

In 2016, the Eastern Michigan Council of Governments, (EMCOG), published a report titled “2016 Comprehensive Economic Development Strategy,” which defined the economic challenges and opportunities throughout the region’s 14 counties. The economic indicators compiled by EMCOG show that the region’s recovery since the Great Recession lags behind the nation’s; the 24-month unemployment rate was well above the national rate of 6.8% as of 2014, and similarly, one business moved out of the region for every business that moved in. According to the report, major challenges through 2040 include lack of lodging options to support the tourism industry, and weak workforce availability and training, sufficient and readily-available incentives for businesses, and quality buildings for new businesses. Despite these significant challenges, the region has many strengths to build on including anchor institutions such as...
as Central Michigan University (CMU), Saginaw Valley State University (SVSU), and Dow Chemical, access to highways and transportation infrastructure, and a low cost of living. The report acknowledges other strengths as the diverse existing concentrations of automotive, agriculture, food, processing, chemicals, materials, thermoforming, health care, tourism, high education, construction, and energy. Among those industries, it calls outs energy, higher education, “foodie” businesses, robotics, and software app development as potential targets as these are not only modern but could thrive in the region if resources and opportunity were provided to cultivate and grow them. Some threats to advancing these sectors are the loss of entrepreneurs who are unaware of the resources available to them, and the perception of the regions as a place for corporate headquarters and not a place to innovate.

GLADWIN COUNTY ECONOMY

WORKFORCE AND ECONOMIC INDICATORS

The dynamics of household employment, income, and expenses have changed substantially since the Great Recession. The American Community Survey indicates that out-migration has begun to outpace in-migration in Gladwin County; while the County had a net gain of 117 new residents per year in 2010, it reversed to a net loss of –395 residents by 2015 and even more by 2016. This trend, coupled with the County’s aging population, likely contributed to a decline in labor participation (those that are working or are available to work) by roughly 4% to only 45% of the total population by 2015. This is far below the statewide proportion of 61.3% in that year. This meant that only 41.2% of its residents were engaged in employment, which equates to a community with lower incomes and large segments of the population in need of social support and services. Correspondingly, the median annual household income for Gladwin County was $40,871, which was about 22.4% lower than the statewide median in that year.

TABLE XX: ECONOMIC INDICATORS IN GLADWIN COUNTY

<table>
<thead>
<tr>
<th>PERCENTAGE</th>
<th>2010</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population in labor force</td>
<td>49.2%</td>
<td>45.5%</td>
</tr>
<tr>
<td>Unemployment rate (within labor force)</td>
<td>13.7%</td>
<td>6.5%</td>
</tr>
<tr>
<td>Households in poverty</td>
<td>18.0%</td>
<td>18.0%</td>
</tr>
<tr>
<td>ALICE Households</td>
<td>19.0%</td>
<td>29.0%</td>
</tr>
<tr>
<td>Households with SNAP / food stamps</td>
<td>15.2%</td>
<td>20.7%</td>
</tr>
<tr>
<td>Households with Social Security income</td>
<td>43.3%</td>
<td>48.0%</td>
</tr>
<tr>
<td>Disconnected youth population</td>
<td>12.5%</td>
<td>21.9%</td>
</tr>
</tbody>
</table>

Source: American Fact Finder – American Community Survey 2010 and 2015, Federal Reserve Bank of St. Louis, United Ways of Michigan 2017 ALICE report
American Community Survey estimates show that 18% of Gladwin County households lived in poverty in 2015. Further, the United Way organizations throughout Michigan studied households termed ALICE (Asset Limited; Income Constrained; Employed). These are individuals or families whose incomes exceed federally-defined poverty levels but struggle to cover basic expenses such as housing, food, healthcare, and childcare in their community and often have no savings or long-term assets.3 In Gladwin County, ALICE households comprise nearly one-third (29%) of the total, a figure which has risen since the Great Recession, as it has throughout the state. Together, the County’s ALICE households coupled with those in poverty status amount to nearly half (47%) of the total and indicate large segments of the community are vulnerable to personal financial emergencies and economic downturns. A key determinant of a community’s future prosperity is the status of its youth population. The U.S. Census Bureau estimates residents in a community between 16 and 19 years of age who are not enrolled in high school or college and not employed, a group called the “disconnected youth,” the Bureau’s records show a growing and concerning large (21.9%) share of Gladwin County youth falls into this category.4 The high proportion of disconnected youth is the likely precursor to a continued high level of ALICE households in the next five to ten years.

### INDUSTRIES AND JOBS IN GLADWIN COUNTY

Several of the regional trends examined by EMCOG are reflected within Gladwin County. The “Industries in Gladwin County” graph shows the number of paid employees in Gladwin County within the County’s four major industries between 2006 and 2016. One major takeaway is the relative size of these industries in comparison to one another. The graph “Industries in Gladwin County” shows that although employment has fluctuated, the manufacturing sector has maintained the single largest share of jobs; in 2016 there were 919 manufacturing jobs, compared with only 712 in retail trade and 436 in arts, accommodation, and food services. The ratio of manufacturing to retail jobs in the County sits at about 2.1 manufacturing jobs for every job in retail. This is important and suggests that the County’s service sector jobs, including retail, rely to some extent on residents’ employment in higher-income industries such as manufacturing.

### TABLE XX: MAJOR EMPLOYERS IN GLADWIN COUNTY

<table>
<thead>
<tr>
<th>Employer Name</th>
<th>Industry Type</th>
<th>Employees</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gladwin Community Schools</td>
<td>Education</td>
<td>260</td>
<td>Gladwin</td>
</tr>
<tr>
<td>Brown Machine</td>
<td>Manufacturing</td>
<td>228</td>
<td>Beaverton</td>
</tr>
<tr>
<td>Saint-Gobain Plastics</td>
<td>Manufacturing</td>
<td>228</td>
<td>Beaverton</td>
</tr>
<tr>
<td>MidMichigan Health</td>
<td>Healthcare</td>
<td>187</td>
<td>Gladwin &amp; Beaverton</td>
</tr>
<tr>
<td>Beaverton Rural Schools</td>
<td>Education</td>
<td>150</td>
<td>Beaverton</td>
</tr>
<tr>
<td>Gladwin Pines Nursing and Rehabilitation Center</td>
<td>Healthcare</td>
<td>135</td>
<td>Gladwin</td>
</tr>
<tr>
<td>Loose Plastics</td>
<td>Manufacturing</td>
<td>120</td>
<td>Gladwin</td>
</tr>
<tr>
<td>East Jordan Plastics</td>
<td>Manufacturing</td>
<td>100</td>
<td>Tobacco Township</td>
</tr>
</tbody>
</table>

Source: Gladwin County Economic Development Corporation
Another key piece of information conveyed in the graph is the direction and rate at which employment has changed. The broad term “services,” a group of employment sectors that EMCOG forecasts to grow as a share of employment in the region, is healthcare and social services. The graph shows however that the countywide employment in this sector remained relatively flat during that decade, suggesting that Gladwin County communities have not captured sector growth despite aging populations and the corresponding need for healthcare. Accommodation and food service dipped in 2010 in the depth of the Great Recession and has rebounded to similar levels of employment as 2006. Manufacturing employment also rebounded by roughly 15% by 2016 from its low point in the recession. Although plastics manufacturing will likely remain an economic driver in Gladwin County, especially with the recent expansion of Saint-Gobain in Beaverton, the sector’s 2016 employment figures are still lower than in 2006, which follows the predicted long-term trend in Michigan.

**INDUSTRIES AND GENDER**

Gladwin County displays distinct patterns of employment and earnings by gender across industries. Manufacturing employment has historically been held by males. In Gladwin County men held over three-quarters (79.2%) of the County’s jobs in manufacturing in 2017, which is significant considering the sector’s median annual earnings is almost $10,000 higher than the County’s median annual earnings across all sectors. However, women in manufacturing earn 75 cents for every dollar a man earns in the sector. Meanwhile, over four-fifths (83.7%) of
Economic Development

the County’s employment in education, healthcare, and social assistance was held by females in 2016. Despite high levels of employment in that industry, females’ median annual earnings of $24,860 were just over half of the males’ in that industry. These findings are significant for the City of Beaverton where employment in the manufacturing sector is concentrated in Gladwin County, while healthcare and education comprise a smaller share of the community’s employment compared with the County as a whole. The American Community Survey indicates that a significant share of family households in Beaverton (13.7%) were headed by single females in 2016 and perhaps relatedly, the community’s poverty rate among residents under 18 years of age was nearly one-third higher than in Michigan overall.

GENDER (GEN) Z AND GLADWIN COUNTY

As younger generations enter young adulthood and are soon to be entering the workforce and housing market, understanding their preferences is essential to plan successfully for the future. Defined as the generation born between 1995 and 2015, they are the first group in mass to be native technology-users. Never has anyone grown up in an age of instant and international connectivity with such ease. As such, much of their emerging opinions have been formed in ways that are different than older generations. As a unique and important cohort, it is beneficial for cities to stay in touch with how to include and incorporate their values into the planning process if they have any hopes of retaining them or enticing them to return.

During May 2019, 190 students from Beaverton High School participated in a Gen Z survey which asked a variety of questions regarding opinions on national issues and after graduation plans. Results of the survey rendered the following:

» 44% of students plan to leave the community after graduation.
» Almost two-thirds of those who leave noted they will not be returning to the community after graduating college.

» The primary reason for not returning is related to not being able to find employment in the Beaverton area as reported by 35% of those not returning.
» No student reported that he/she will pursue a vocational trade and live in Beaverton after graduating from high school.
» Approximately 18% will seek local employment and remain in the area.

These truncated results from the Gen Z survey show that much of the workforce pipeline plans to build their skill set elsewhere, a loss to the local economy with compounding negative results if they do not return.

CITY OF BEAVERTON JOBS

Three major measures describe the composition of a local workforce and job availability:

» the portion of Beaverton residents employed each sector (Beaverton workers could be employed anywhere in the region),
» the number of establishments by sector
» the size of businesses (by the number of jobs provided, employees could be from anywhere in the area).

Industry categories are defined by the federal North American Industry Classification System (NAICS) codes, which categorize businesses based on their primary activity (highest revenue-generating activity). NAICS codes are used below. The data on the number and size of local establishments are found from the ESRI Business Summary Report from 2018. When wages are discussed, they are at the County level because wage data at the City level is too small of a sample to be unreliable.

RETAIL AND HOSPITALITY

As of 2018, about 28% of all establishments in Beaverton were in retail trade, or arts, entertainment, recreation, or accommodation, and food services.
These sectors represent much of the small businesses in Beaverton’s downtown and the M-18 corridor and combined, employ 22.6% of workers within the area. This illustrates that small businesses are at the core of Beaverton’s economy and that expanding the types of retail, dining, and entertainment establishments in the community’s core would dually increase the number of jobs and provide desired services to the area, however, jobs in these sectors offer some of the lowest median annual earnings in Gladwin County. In 2017, workers were earning $16,487 in retail trade and $11,468 in arts, entertainment, recreation, accommodation, and food services. Low wages can stymie local economies as these jobs are consistently difficult to fill and have a negative multiplier effect: low wages lead to lower discretionary spending power among households, and therefore less money to invest in their local community. Additionally, over half the jobs in both sectors in Gladwin County were either part-time or seasonal which means they likely lack benefits and suffer from high rates of worker turnover annually.\(^6\)

**MANUFACTURING, AND EDUCATION, HEALTHCARE, AND SOCIAL SERVICES**

Manufacturing, education, and healthcare services sectors contribute large shares of jobs to Beaverton and are provided by some of the community’s larger employers in terms of the number of workers. As of 2018, about one-fifth (19.4%) of the City’s jobs were in manufacturing, while nearly one-third (32.5%) fell into the category of educational services, healthcare, and social assistance. Together, two sectors account for over half of the City’s jobs. Many jobs in education and healthcare are provided through larger employers such as Beaverton Rural Schools, MidMichigan Medical Offices, and smaller rehabilitation facilities in Beaverton, while large manufacturing employers include the plastics companies Brown Machine Group and Saint-Gobain.

Large shares of employment in these two have the advantage of higher earnings. The median annual income among Gladwin County residents employed in manufacturing was over one-fourth higher than the countywide annual median income of $27,201 across all industries, while median annual earnings among education, healthcare and social assistance workers ($27,582) were roughly on par with the countywide earnings across all industries, but both remained well below the corresponding statewide median earnings in those industries. On a positive note, most of these jobs are year-round and full-time work; 84.5% of manufacturing jobs were full-time as were 54.9% of jobs in healthcare, education, and social assistance. In terms of a resilient economy, reliance on single large employers can make a locality vulnerable to national economic trends or legislative changes that curtail employment in certain sectors, or other trends that cause a business to reduce production.

Recent assessments of Michigan’s economy have documented labor shortages and setbacks in workforce education and training when it comes to retaining and attracting manufacturing firms. Throughout the 2010s, large proportions of the nation’s baby-boomer demographic, which long anchored manufacturing employment, reached retirement age and left the workforce. During the same years, fewer younger workers stepped in to take their place, in part because of perceived threats to the sector’s long-term viability instilled during the recession.\(^7\) Simultaneously, the nature of manufacturing firms and employment are changing. The days of factory jobs requiring only a high school education are fading as automation has replaced employees in sectors such as steel production, and new “advanced” production techniques that integrate technology, robotics, and green production have replaced old models.\(^8\) Manufacturing depends on a more skilled workforce than it once did, and with a lack of young workers educated in skilled trades and related fields, manufacturing employers throughout the state report a lack of qualified individuals to fill positions.\(^9\) This shows that partnerships between communities, higher educational institutions with professional trades
curriculums, and employers will likely be key in promoting the workforce training necessary to support new manufacturing in the region.

**INFORMATION, FINANCE, AND HIGH-SKILL SERVICES**

The number of establishments in knowledge-based service sectors including professional, scientific, and management services, information, and finance, insurance, and real estate make up 18.6% of businesses in Beaverton. Median annual incomes for Gladwin County residents working in these sectors was higher than the median income in 2017. For instance, County residents employed in finance, insurance, real estate, and rental and leasing services earned $34,808 on average compared with $28,458 across all industries. Critically, the information sector, associated with recently emerging “knowledge-based” economies and the future of prosperity remains relatively absent within both the City and County.

**THE ROLE OF PLACEMAKING, SERVICES, AND INFRASTRUCTURE ON TALENT RETENTION**

Several strategies exist for communities throughout the region to promote growth in knowledge-based industries. The ability to attract educated residents with the skills and training to support

### TABLE XX: SUBMARKET DESCRIPTIONS

<table>
<thead>
<tr>
<th>INDUSTRY</th>
<th>ESTABLISHMENTS IN BEAVERTON</th>
<th>EMPLOYEES IN BEAVERTON</th>
<th>MEDIAN ANNUAL INCOME IN GLADWIN COUNTY (2016)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture, forestry, fishing and hunting, and mining</td>
<td>0  0.0%</td>
<td>0  0.0%</td>
<td>26,350</td>
</tr>
<tr>
<td>Construction</td>
<td>0  0.0%</td>
<td>0  0.0%</td>
<td>37,394</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>6  7.0%</td>
<td>132 19.4%</td>
<td>36,774</td>
</tr>
<tr>
<td>Wholesale trade</td>
<td>1  1.2%</td>
<td>4  0.6%</td>
<td>33,947</td>
</tr>
<tr>
<td>Retail trade</td>
<td>18 20.9%</td>
<td>96 14.1%</td>
<td>16,487</td>
</tr>
<tr>
<td>Transportation and warehousing, and utilities</td>
<td>3  3.5%</td>
<td>32 4.6%</td>
<td>38,958</td>
</tr>
<tr>
<td>Information</td>
<td>2  2.3%</td>
<td>23 3.4%</td>
<td>18,333</td>
</tr>
<tr>
<td>Finance and insurance, and real estate and rental and leasing</td>
<td>11 12.8%</td>
<td>46 6.7%</td>
<td>34,808</td>
</tr>
<tr>
<td>Professional, scientific, and management, and administrative and waste management services</td>
<td>3  3.5%</td>
<td>7  1.0%</td>
<td>31,724</td>
</tr>
<tr>
<td>Educational services, and health care and social assistance</td>
<td>14 16.2%</td>
<td>221 32.5%</td>
<td>27,582</td>
</tr>
<tr>
<td>Arts, entertainment, and recreation, and accommodation and food services</td>
<td>6  7.0%</td>
<td>58  8.5%</td>
<td>11,468</td>
</tr>
<tr>
<td>Other services, except public administration</td>
<td>15 17.4%</td>
<td>39 5.7%</td>
<td>17,772</td>
</tr>
<tr>
<td>Public administration and industries not classified</td>
<td>6  7.0%</td>
<td>21 3.1%</td>
<td>37,576</td>
</tr>
<tr>
<td>Total</td>
<td>85 7.0%</td>
<td>679 3.1%</td>
<td>27,201 (Median, all industries)</td>
</tr>
</tbody>
</table>

Source: ESRI Business Summary, 2016 ACS 5 Year Estimates (Table 2413)
these industries is key and dependent on communities’ ability to provide a “high quality of life and place defined by vibrant desirable communities and environments.”10 Workers with the skills to support these industries are highly mobile and seek out environments with lifestyle amenities including entertainment and recreation all located within proximity to housing options before employment. Further, infrastructure including high-speed and low-cost broadband is key in supporting the communications needs of businesses in these sectors. Despite multiple internet providers to residences, there is still improvement to be made to speed and reliability.11 Considering the opportunities to leverage growth in this emerging sector, the City of Beaverton should consider strategies to improve placemaking amenities and supportive infrastructure for these sectors and should seek to follow its 2018 Parks and Recreation Master Plan and Gladwin County’s 2016 Technology Action Plan.

CITY OF BEAVERTON WORKERS

COMMUTING

In many parts of Michigan, small cities such as Beaverton are employment centers for residents living in surrounding rural areas. The U.S. Census Bureau’s online application called “On the Map” uses payroll data to estimate commuting patterns. The tool indicates that the City of Beaverton, despite its concentration of manufacturing jobs, does not have a net inflow of workers in line. The analysis indicates that the vast majority (94%) of the 329 workers employed within the City boundary commute in from outside the City daily. At the same time, most (95%) of the 366 employed Beaverton residents travel outside the community to get to work, while only 20 employed workers live and work within the City boundary. Taken together, this means that there is a net loss of 57 people from the community daily from work-related travel.

FIGURE XX: COMMUTING PATTERNS IN BEAVERTON
Further, the time spent commuting between home and work is a major expense for working households, both in terms of time costs and money. The “On the Map” analysis shows that nearly one third (32%) of Beaverton workers commute 50 miles or greater to get to work. Relatedly, the mean commute time for Beaverton workers was 22.8 minutes in 2016, which resembled the statewide average of 24.3 minutes. For a complete discussion of households’ transportation costs, refer to the transportation chapter.

**INDUSTRIES**

This section inventories the jobs that residents of Beaverton hold, which are likely to be outside of the City. In places where commuting between communities is heavy, there can be a major difference between the employment and jobs located within the City and the jobs that its residents hold. Data from the American Community Survey suggest, however, that employment among Beaverton residents generally follows the profile of the community’s establishments and employees, with a few key differences.

Although the margin of error in these measurements leads to some uncertainty, community survey data suggest that City residents take advantage of the region’s large share of manufacturing employment; over one-third (34.6%) of Beaverton workers were employed in this sector as of 2019. This large

### TABLE XX: CITY AND STATE PARKS & RECREATION GOALS

<table>
<thead>
<tr>
<th>RESIDENT LABOR FORCE</th>
<th>CITY OF BEAVERTON</th>
</tr>
</thead>
<tbody>
<tr>
<td>Percent of residents in the labor force</td>
<td>47.9%</td>
</tr>
<tr>
<td>Number of residents in the labor force</td>
<td>451</td>
</tr>
<tr>
<td>Labor force unemployment rate</td>
<td>9.8%</td>
</tr>
<tr>
<td>Number of employed residents</td>
<td>407</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>PERCENT OF EMPLOYED RESIDENTS BY INDUSTRY</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture, forestry, fishing and hunting, and mining</td>
<td>0.5%</td>
</tr>
<tr>
<td>Construction</td>
<td>2.7%</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>34.6%</td>
</tr>
<tr>
<td>Wholesale trade</td>
<td>5.9%</td>
</tr>
<tr>
<td>Retail trade</td>
<td>9.1%</td>
</tr>
<tr>
<td>Transportation and warehousing, and utilities</td>
<td>2.0%</td>
</tr>
<tr>
<td>Information</td>
<td>3.2%</td>
</tr>
<tr>
<td>Finance and insurance, and real estate and rental and leasing</td>
<td>3.7%</td>
</tr>
<tr>
<td>Professional, scientific, and management, and administrative and waste management services</td>
<td>2.7%</td>
</tr>
<tr>
<td>Educational services, and health care and social assistance</td>
<td>17.2%</td>
</tr>
<tr>
<td>Arts, entertainment, and recreation, and accommodation and food services</td>
<td>17.0%</td>
</tr>
<tr>
<td>Other services, except public administration</td>
<td>1.5%</td>
</tr>
<tr>
<td>Public administration and industries not classified</td>
<td>0.0%</td>
</tr>
</tbody>
</table>

Source: American Fact Finder – American Community Survey 2017
share is particularly striking compared with neighboring Gladwin, where manufacturing employment makes up only about 15% of residents’ jobs. The employment sectors educational services, healthcare, and social assistance and arts, entertainment, and recreation comprise employ similar proportions of Beaverton workers around 17.0%. Few Beaverton workers are employed in the professional sectors of information, finance, insurance, and real estate, and professional and scientific occupations (6.9%).

BEAVERTON’S COMMERCIAL DISTRICTS

DOWNTOWN BEAVERTON

Beaverton’s downtown district extends east and west for approximately two blocks. Between Pearson Street and M-18, this key downtown block features a mix of retail, dining, and services, all of which are housed within single-floor and two-floor structures. The buildings on this block of downtown, some of which feature historic brick construction, are attached on narrower lot widths, although a couple of properties with long single-floor structures break up this pattern. Critically, the high-visibility lot on the southeast corner of M-18 and Brown Street intersections is public parking, a less than inviting gateway into the downtown. Other features, including window displays, street trees, and street lighting enhance the downtown character.

Although Beaverton’s downtown houses a prosperous mix of businesses, vacant spaces, and aging buildings are also characteristic of these two blocks. The City could consider small changes to its municipal zoning policies to promote the revitalization of these spaces. All properties in downtown fall under the City’s C-2 zoning designation, which is intended to provide space for retail and businesses that require ample window space. Several second floors along Brown Street appear vacant. Considering that younger millennial demographics with skills and training needed to support “knowledge-based” industries prefer high-density housing options and proximity to entertainment, the City

should consider investing in converting those units to apartments or condos. Beaverton officials could then work with property owners to market spaces to current and new residents. This could, in turn, provide additional patronage for the district’s businesses and incentivize for new establishments by placing residents and commercial spaces in proximity.

Other small adjustments to Beaverton’s zoning code, including parking regulations could help make better use of downtown space. As of 2019, all commercial uses within the City’s C-2 zone are subject to inflexible parking requirements, which mandate that developers provide a specified minimum number of parking spaces based on the square footage of commercial space or size of the commercial facility. For instance, the code requires six parking spaces per alley for a bowling facility constructed within the zone. The City could instead allow developers to choose the “correct” amount of parking based on the needs of their prospective tenants (within a flexible threshold). Doing this could provide dual benefits; it could spur redevelopment by allowing developers to maximize floor area and could make downtown more pedestrian-friendly by minimizing unnecessary off-street parking that breaks up a denser walkable environment. Since the City has engaged in the state’s Redevelopment Ready Communities, parking maximum should be considered to align with the program’s best practices.

Other ways to liven up the downtown are to provide outdoor seating. This is complicated in Beaverton because the sidewalks are not wide enough for restaurants to offer outdoor dining, but some alternatives are possible. The property behind City Hall could be

Over one-third of participants in the community visioning process selected “housing” as a priority
converted to public space that offers outdoor seating related to events like food truck rallies, recreation, community-based activities. The downtown would also be enhanced if building design followed a consistent architectural theme. The downtown's structure is ideal as buildings have zero build-to lines, rear parking, and the streetscape has many positive features such as historic light poles, trees, banners, planter boxes, and benches. However, the facades vary greatly by style. The two-story brick buildings have historic charm but they are often adjacent to shorter buildings with wood or vinyl siding with varying roof and awning styles that span mid-20th-century architectural characteristics. It is recommended that design standards are updated, consistently enforced, and that façade improvements are focused on bringing stylistic cohesion to the downtown.

ROSS STREET/M-18 CORRIDOR
A second major commercial thoroughfare extends north and south along M-18 for approximately 1.4 miles through the center of the City. This corridor’s low-density character contrasts with the two-story buildings and narrow lot widths in Beaverton’s downtown. Most of the corridor is oriented towards vehicular traffic, for example, the City’s only grocery store. South of the Ross Street Bridge, the Corridor encompasses a variety of retail and dining establishments, including the Gem Theater, the Beaverton Activity Center, as well as banks, offices, and institutional uses. It is important not to have the two commercial areas compete with one another, in that sense, Beaverton has done a good job separating commercial uses. The downtown permits uses and design standards that provide an experience whereas state trunk lines, like M-18, that the City has less control

Welcome to Beaverton banners
of, are host to commercial uses that are based on convenience. The difference between the two types of commercial zones is evident in the setbacks, parking, circulation, design, and building footprint.

**INDUSTRIAL PARK**

A third major district contains a variety of Beaverton’s industrial businesses in the southeastern extent of the City. Facilities including Saint-Gobain and Advance Engineering are located along Terry Diane Street within the district. Properties in this portion of the City fall under the City’s “Industrial” zoning category, which limits permissible uses to those related to industrial manufacturing and warehousing, and mandates large yards and maximum permissible building coverage areas.13

**RETAIL MARKET ANALYSIS**

One major concern for the economic health and vitality of downtown business

**TABLE XX: SURPLUS MARKETS**

<table>
<thead>
<tr>
<th>Industry</th>
<th>Surplus (Dollars)</th>
<th>Number of Establishments in Beaverton</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gasoline stations</td>
<td>2,956,915</td>
<td>2</td>
</tr>
<tr>
<td>Health and personal care stores</td>
<td>1,857,183</td>
<td>3</td>
</tr>
<tr>
<td>Food and beverage stores</td>
<td>1,305,938</td>
<td>3</td>
</tr>
<tr>
<td>Beer, wine, and liquor stores</td>
<td>1,059,211</td>
<td>2</td>
</tr>
<tr>
<td>Used merchandise stores</td>
<td>756,752</td>
<td>2</td>
</tr>
<tr>
<td>Grocery stores</td>
<td>480,630</td>
<td>1</td>
</tr>
<tr>
<td>Miscellaneous store retailers</td>
<td>313,836</td>
<td>7</td>
</tr>
<tr>
<td>Florists</td>
<td>72,003</td>
<td>1</td>
</tr>
</tbody>
</table>

Source: ESRI – Retail Market Profile

**TABLE XX: TOP 10 LEAKAGE MARKETS**

<table>
<thead>
<tr>
<th>Industry</th>
<th>Leakage (Dollars)</th>
<th>Number of Establishments in Beaverton</th>
</tr>
</thead>
<tbody>
<tr>
<td>Motor vehicle and parts dealers</td>
<td>5,627,739</td>
<td>1</td>
</tr>
<tr>
<td>Automobile dealers</td>
<td>5,024,041</td>
<td>0</td>
</tr>
<tr>
<td>General merchandise stores</td>
<td>2,918,602</td>
<td>2</td>
</tr>
<tr>
<td>Department stores</td>
<td>2,624,115</td>
<td>0</td>
</tr>
<tr>
<td>Building materials, garden equipment, and supply stores</td>
<td>1,886,532</td>
<td>1</td>
</tr>
<tr>
<td>Buildings materials and supplies dealers</td>
<td>1,704,688</td>
<td>1</td>
</tr>
<tr>
<td>Clothing and clothes accessories stores</td>
<td>866,313</td>
<td>1</td>
</tr>
<tr>
<td>Electronics and appliance stores</td>
<td>768,831</td>
<td>0</td>
</tr>
<tr>
<td>Sporting goods, hobby, book, and music stores</td>
<td>656,303</td>
<td>0</td>
</tr>
<tr>
<td>Auto parts, accessories, and tire stores</td>
<td>649,710</td>
<td>1</td>
</tr>
</tbody>
</table>

Source: ESRI – Retail Market Profile
districts is how well local demand for products and services are matched with businesses’ supply of those goods and services. The “Retail Market Place Profile” created by ESRI’s Business Analyst software aggregates demographic, payroll, and other public consumer data to estimate this. A “surplus” industry means that visitors from outside Beaverton come to the community for the good or service, while conversely, “leakage” markets indicate where community residents travel outside of the City limits to access the good or service. The Retail Market Place Profile also quantifies in dollar terms the value of surplus and leakage within a community and therefore enables comparison of supply and demand within a community’s submarkets.

The retail markets wherein Beaverton businesses attract customers from outside the community are few, but one major automotive-related industry, gasoline stations, rakes in more money than the rest. Customers buying everyday types of products of this type are less willing to travel long distances to procure them, and it follows that the community’s two gas stations likely attract patronage from surrounding rural townships. Similarly, Beaverton forms a hub for other types of everyday products, especially food-related ones including food and beverage stores, alcoholic beverage stores, and grocery stores, which attract sales from consumers outside the community, therefore exceeding Beaverton residents’ demand. As the marketplace profile suggests, however, the value of lost sales that “leaks” outpaces the community’s surplus by about a three to one ratio across all retail markets analyzed.

Retail markets in which local retailers’ provision of goods and services do not meet the community’s demand are many and range from essential, everyday goods and services to more specialized market segments. Interestingly, the top two leakage markets in the community in monetary value are automobile dealers and motor vehicle parts and dealers. The market report also shows that Beaverton residents also travel afield for building materials and garden equipment, clothing and clothes accessories, sporting goods, book, music and hobby stores, and electronic appliance stores. According to ESRI, the lost value from markets related to these four types of goods totals over $11,000,000 annually.

The City of Beaverton should consider these market findings and work cooperatively with business owners and related organizations to determine how to bring these retail sectors to the downtown. Distributing the market report’s findings to local businesses through networking organizations such as the Gladwin County Chamber of Commerce is a good first step to help local business owners better match their supply of goods with local demand, coordinate with one another, and revitalize their businesses.

PROGRAMS AND ORGANIZATIONS SERVING BEAVERTON’S ECONOMY

A variety of local economic development programs exist at multiple geographic levels to spur private investment and business development in Beaverton.

GLADWIN COUNTY ECONOMIC DEVELOPMENT CORPORATION

The Gladwin Economic Development Corporation provides a variety of measures to support local businesses throughout Gladwin County and to attract and encourage new ones. The organization maintains an online catalog of commercial and residential properties available for rent or purchase. The organization also operates a small business revolving loan fund, which makes more favorable credit available to County businesses seeking to start or expand operations than is typically available through private lenders. The County Economic Development Corporation is authorized by the State to administer a variety of tax incentives for the redevelopment of industrial and commercial properties. Businesses seeking to locate in Beaverton’s industrial park qualify for tax incentives administered by the County Economic...
Development Corporation and high levels of service provision including sewer, water, roadways, and underground infrastructure. The Gladwin County Chamber of Commerce is a partnership working to promote networking, information sharing, and cooperation among local businesses. Through the chamber, the County’s local businesses also promote the area as a place to live and do business. The organization holds community events and promotes others hosted by local clubs and organizations. The chamber also catalogs and disperses information on the County’s businesses for use by visitors, residents, and business owners themselves.

GLADWIN COUNTY CHAMBER OF COMMERCE

The Gladwin County Chamber of Commerce is a partnership working to promote networking, information sharing, and cooperation among local businesses. Through the group’s meetings, member organizations learn more about other local participants, their goals and services, and work to develop mutual solutions to shared problems in the business community. The organization also holds a variety of programmed events including golf outings and fishing derbies to promote greater integration between the business community and residents.

BEAVERTON DOWNTOWN DEVELOPMENT AUTHORITY

The City of Beaverton Downtown Development Authority (DDA) is a local board with the stated purpose to strengthen the character and economy of the community’s downtown. The organizations undertake strategic improvements to a variety of public facilities in the City including parking, pedestrian linkages and sidewalks, road resurfacing, and streetscaping projects and provide incentives such as façade grants to support business and investment in the community’s core. The organization is authorized to collect tax revenue to support these economic development projects in the form of tax increment financing. The DDA collects tax revenue and undertakes improvements in a defined geographic district that includes the entire business frontage along Brown Street and M-18 and extends south to the community’s industrial park.

BEAVERTON AREA BUSINESS ASSOCIATION (BABA)

The Beaverton Area Business Association brings a variety of businesses in the community together with community organizations and interests to promote networking, information sharing. Through the group’s meetings, member organizations learn more about other local participants, their goals and services, and work to develop mutual solutions to shared problems in the business community. The organization also holds a variety of programmed events including golf outings and fishing derbies to promote greater integration between the business community and residents.

MICHIGAN SMALL BUSINESS DEVELOPMENT CENTER

Access to capital and technical knowledge is often an impediment to potential entrepreneurs and to address this issue, the Michigan Small Business Development Center offers consulting services to potential business owners. The organization provides information on financing sources and assists entrepreneurs in accessing grants and loans for business ventures. It also provides training to new entrepreneurs including business plan creation, social media use and marketing, and human resources management. These services make the office a valuable resource for those seeking to expand or establish businesses.
**MID-MICHIGAN COMMUNITY COLLEGE**

The appropriate workforce training for manufacturing jobs is a major issue facing communities in Michigan and is a factor driving the relocation of manufacturing activities from the state. To this issue, Mid-Michigan Community College, which is located roughly 25 miles northwest of Beaverton, offers an array of industry-related and skilled-trades job training including welding, advanced integrated manufacturing, facilities, heating, and air conditioning maintenance, and computer-aided drafting and design. The College offers professional certifications and credentials and is, therefore, an asset in the development of a skilled workforce.19

**ECONOMIC OPPORTUNITIES**

**HIGH-SKILL INDUSTRIES**

The City of Beaverton should work to foster growth in healthcare and other high-skill industries by partnering with key institutions throughout the community and region. City leadership could actively network with and recruit emerging professionals at CMU and SVSU at events including university business competitions to market the community’s available space to retain and attract young workers. Further, the City could work with these same educational institutions to expand experiential learning and educational practicums in disciplines such as business and social work to foster student learning that is also rooted in the surrounding community. Other key organizations such as MidMichigan Health and the CMU Medical School are located in Beaverton or within the surrounding region. The MidMichigan Health’s Beaverton medical offices are often part of a broader organizational configuration such as the University of Michigan Health System, which leverages larger budgets to carry out research and development and other functions. The City could work with these institutions to expand life sciences research and other purposes carried out by their larger organizational framework at the local level in Beaverton.20

**MARKETING AND TOURISM**

Michigan’s tourism and recreation-based industry garner multiple billions of dollars on an annual basis, and the City of Beaverton could seek to partner with organizations including visitors and conventions bureaus, chambers of commerce, and the Michigan Department of Natural Resources to share in this growth. These organizations can collaborate to offer amenities for a “diverse, adaptable, and accessible set of outdoor recreation activities” coupled with lodging and transportation to facilitate their use.21 Considering that younger residents with the training to support emerging economic sectors seek out recreation opportunities, leveraging the region’s natural resources could also be instrumental in attracting firms and residents. Projects such as the nonmotorized trail connecting Midland, Beaverton, and Gladwin are a strong start.

Vocational training at educational institutions such as MidMichigan Community College could be expanded to include hospitality. Beaverton could also partner with other communities in internal marketing efforts to promote a shared image and welcoming environment. This could include training sessions for service industry workers or engaging organizations such as visitors bureaus, chambers of commerce, and municipalities on shared marketing strategies. Other external marketing could include developing relationships with industry leaders and business executives throughout the state to better coordinate public and private investment and promote the region as a business environment.22

**REDEVELOPMENT READY SITES**

Redevelopment Ready Communities (RRC) is a program administered by the Michigan Economic Development Corporation as a voluntary, no-cost certification designed to help cities attract investment and residents. To participate, cities must follow a set of RRC best practices defined by the state agency to achieve certification. These best practices
include improving planning, zoning, and a streamlined development process to signal to developers and investors that the community is ready for reinvestment. One important part of the process is to identify and catalog sites that are vacant, obsolete, or underused and located in areas that have large impacts such as neighborhoods or downtowns. In the RRC process, the community takes this initiative and defines its selected sites and markets it to the private sector.

The municipality first defines its sites, collects information on them, convenes a process to define the community’s preferred vision for them, identifies potential resources and incentives that could be used to implement the vision, and then markets the sites to developers. The approach is designed to first establish community support ahead of time and proactively marketing a defined vision to developers with the expertise to implement it. The sites for RRC should be selected by consensus but the State’s guidelines can help in establishing promising options. The state recommends that redevelopment sites can be a range of poorly used parcels including:

- Vacant land
- Surface parking lots
- Former industrial sites
- Brownfields and contaminated sites
- Historic rehab or adaptive reuse

The initial step in the process is cataloging information and characteristics of underused properties that the community would like to see redeveloped. From this starting point, the City can begin a community-driven conversation to determine the desirable types of development in each location, the uses, and businesses that the community would like, the types of development that would be feasible, and the resources available to encourage the development. The City of Beaverton should continue to engage the community on preferred redevelopment locations and can use the information and economic trends depicted in this chapter to plan for the market realities and regional economic trends.
SOURCES
3 United Ways of Michigan. ALICE 2017 Update. Pg. 113-114
4 Federal Reserve Bank of Saint Louis.Disconnected Youth (5-year) for Gladwin County, MI. https://fred.stlouisfed.org/series/B14005DCYACS026051
5 ESRI 2018 Business Summary.
6 Networks Northwest. A Framework for Growth and Investment in Northwest Michigan. Pg. 25
7 Haglund, Rick. Is shortage due to skills or wages? Bridge Magazine
8 TWI. What is Advanced Manufacturing?
9 Networks Northwest. A Framework for Growth and Investment in Northwest Michigan. Pg. 24
10 Ibid. Pg. 23
12 City of Beaverton. Zoning Ordinance Article XI 5.164
13 City of Beaverton. Zoning Ordinance Article XI 5.155, 157
15 Gladwin County Chamber of Commerce. About the Gladwin County Chamber of Commerce. https://gladwincountychamber.org/about-the-chamber/
16 City of Beaverton Downtown Development Authority. Downtown Development Authority Webpage http://beavertonmi.org/dda-2/
21 Ibid. Pg. 20
22 Ibid. Pg. 19
This page intentionally left blank
The culmination of the master planning process is when goals, objectives, and strategies are formed and folded into an action plan—a “one-stop-shop” to see the who, what, when, where, and why of achieving goals. The strategies outlined in the master plan are reflective of the inventory, community engagement, and research, and then reconciled with the City’s capacity to implement. The action plan is divided by theme, but each action is attached to a rationale, a responsible party, a supporting party, and a timeframe for completion. The action plan starts with the vision statement, a broad community-backed statement that defines the desired direction for Beaverton to take over the next ten years. It’s the cornerstone of the action plan as the goals, objectives, and strategies are based on the aspiration established in the statement.

**Vision Statement**

Beaverton is a growing family-friendly city that highly values its strong and supportive connection to its school system and enriching youth activities. It is a place that provides quality housing options for residents throughout their life cycle in safe neighborhoods, it has a downtown with a variety of entertainment options that draws people from the region, and protects the natural assets that define its “near north” appeal.
COMMUNITY ENGAGEMENT RESULTS

The results of the visioning session are summarized here as a basis for the goals and actions discussed later in this section. The visioning statement is based on a series of exercises that were completed by the public. On June 4th, 2019, a community visioning session was conducted as part of the Community Master Plan process. Approximately 22 residents attended, representing the City and surrounding townships at the Beaverton Activity Center (BAC). These exercises were a crucial part of the process because it allowed residents to imagine what could be and to build consensus and on a collective vision so that Beaverton can confidently update its processes, practices, and policies in the right direction.

The visioning process focused on interactive group exercises designed to be discussion-based to determine actions the City should take to reach that vision. Attendees sat in groups of four to six people and were asked to brainstorm responses to a set of three questions. After each question, each person in the group voted on his/her top choices from the responses they generated. After the visioning session concluded, responses were analyzed and grouped into categories (outliers excluded) to capture the major themes that emerged; the votes for each response were totaled as were the number of times something was mentioned across the different tables. The purpose of counting both is to determine responses that were commonly written—popular among the residents—and then which ones made it to the top.

PERCEPTION OF BEAVERTON NOW

During the visioning session, attendees were asked to describe how they view Beaverton now using one word or phrase. When summarized using the word cloud, some positive descriptors come to the forefront (the larger the word, the more often it was said). The most common responses were that the community is community-minded, the execution of BAC serving as the prime example. It is felt that the community comes together to provide services and resources widely. Associated are words like “compassionate,” “inviting,” and “family.” On the other side, there is an acknowledgment that the City is economically challenged in that many households have low-incomes and that there are insufficient jobs and workers, and that the downtown has a limited presence.

BEAVERTON’S FUTURE

The question “What does Beaverton look like 10 years in the future?” was
FIGURE XX: ONE WORD DESCRIBING BEAVERTON NOW

Emerging
Supportive of educational system
Almost there
Always willing
Lacking daycare
No downtown presence
Friendly
Room for improvement
Industrious
Leadership
Safe Rural
Proud
Inviting
Family
Compassionate
Small town
the naysayer
Resourceful
Resourceful
Lacking housing
slow progress
Afraid to invest
Lack of leadership
Growing
Persistent
Insufficient jobs and workers
people connect those in need with resources
INSERT COMMUNITY ENGAGEMENT PHOTO(S)
The collective priorities were then brought to the 4th of July parade to reach a wider group of people to solicit more votes and feedback. In just one day, 175 people were “intercepted” at the event and submitted responses. The table “Comparative Collective Priorities” shows that there is substantial overlap in the priorities in the highest vote earners but also where preferences diverge.

Among the 14 total priorities (including “other”), there is substantial overlap in the top highest votes. The following priorities were shared across both events: top school in the region, live and work in Beaverton, a suitable and sustainable housing market, and increase youth activities. The message behind these votes is that the City is family-oriented and sees education and youth programming as a primary tenant of Beaverton’s desirability. It also explains that housing, the lack of supply and diversity of options, is a

<table>
<thead>
<tr>
<th>TOP PRIORITIES</th>
<th>4TH OF JULY INTERCEPT</th>
<th>VOTES</th>
<th>JUNE 4TH ATTENDEES</th>
<th>VOTES</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Top school in [the] region</td>
<td>70</td>
<td>Suitable and sustainable housing market</td>
<td>10</td>
<td></td>
</tr>
<tr>
<td>2 More restaurant variety (bar)</td>
<td>68</td>
<td>Top school in [the] region</td>
<td>7</td>
<td></td>
</tr>
<tr>
<td>3 Increased student enrollment</td>
<td>54</td>
<td>Increase youth activities</td>
<td>7</td>
<td></td>
</tr>
<tr>
<td>4 Live and work in Beaverton</td>
<td>50</td>
<td>Optimize available land [in the city]</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>5 Increase the housing supply</td>
<td>45</td>
<td>Live and work in Beaverton</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>6 Suitable and sustainable housing market</td>
<td>44</td>
<td>Recreation destination [for] waterway[s]</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>7 Increase youth activities</td>
<td>43</td>
<td>Affordable childcare</td>
<td>3</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>LOWER PRIORITIES</th>
<th>4TH OF JULY INTERCEPT</th>
<th>VOTES</th>
<th>JUNE 4TH ATTENDEES</th>
<th>VOTES</th>
</tr>
</thead>
<tbody>
<tr>
<td>8 Raise housing quality for all income groups</td>
<td>40</td>
<td>More restaurant variety (bar)</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>9 Recreation destination [for] waterway[s]</td>
<td>27</td>
<td>Raise housing quality for all income groups</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>10 Affordable childcare</td>
<td>25</td>
<td>Increase the housing supply</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>11 Age in Place</td>
<td>22</td>
<td>Age in Place</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>12 Optimize available land [in the city]</td>
<td>17</td>
<td>Increased student enrollment</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>13 Other</td>
<td>22</td>
<td>N/A</td>
<td></td>
<td></td>
</tr>
<tr>
<td>14 Fill vacant properties on [the] waterfront</td>
<td>7</td>
<td>Fill vacant properties on [the] waterfront</td>
<td>0</td>
<td></td>
</tr>
</tbody>
</table>
major concern. The results from visioning exercises will be discussed in more detail where they fall into goals.

GOALS, OBJECTIVES, AND ACTION PLANS

The following describes the goals by major theme and provides a more detailed explanation of why goals were selected and what actions can be taken, by whom, to accomplish the established goals. The desired timeframe was also selected to ensure that goals are scheduled so that it can be coordinated with the budgeting cycles.

HOUSING

Another way of looking at this table is to count the votes for similar themes among the entire list. In doing that, “housing” rises to utmost importance. Housing is mentioned from several different viewpoints when references to housing supply, format, and quality are combined. Over one-third of the votes (37.5%) from both groups were related to housing, which is more than any other topic. For example, “live and work” and “increase the housing supply” are tightly correlated, for more people to live in Beaverton, there needs to be more housing. The Housing Needs Assessment confirms the public’s observation when it found an inadequate supply of moderate-income and upper-income rentals and homeownership options. For example, much of the rental stock is subsidized which leaves a gap for market-rate rentals that young professionals and entry-level employees may need before they can purchase a home in Beaverton. In terms of homeownership options, the construction of homes in the $160,000-$200,000 range is needed for moderate-income households. This is the price range specifically for households earning $30,000 and $60,000. Given that new construction of a single-family lot may exceed this price range, options that fall along the Missing Middle spectrum to bring the cost down.

The City’s population is expected to grow and now is the time to start preparing for that growth through the provision of housing types that are compatible with the target market’s needs. It is predicted that the population will continue to age so that senior citizens become a larger proportion of the population, and the youth a smaller proportion. With few market rate rentals available or smaller homes to downsize to, the youth and seniors have limited options. One way to address this is to permit accessory dwelling units in the rear yard. Smaller units expand the options for two groups that are underserved.

The City and residents were also concerned about residential blight. To collect data on the extent and severity of blighted structures, staff walked the neighborhoods taking photos and recording the condition of homes. Using a GIS Collector App, the data was stored and tied specifically to the residential parcel so that patterns could be analyzed.
GOAL: Expand housing options to include a greater diversity of formats that accommodate all ages, income levels, and disabilities based on the Beaverton Housing Needs Assessment.

1. Increase housing variety so that it matches the price points of the City’s target markets.
2. Optimize the City’s available land for infill development and planned neighborhoods.
3. Induce population growth through the provision of the housing types compatible with local needs.

<table>
<thead>
<tr>
<th>ACTION</th>
<th>LEAD PARTY</th>
<th>SUPPORTING PARTY</th>
<th>TIMEFRAME</th>
</tr>
</thead>
<tbody>
<tr>
<td>Permit accessory dwelling units in the rear yard of single-family zones</td>
<td>PC</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Create a new residential zone with small minimum lot sizes</td>
<td>PC</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Reduce minimum living space requirements in R-1</td>
<td>PC</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Update the R-2 zone to include missing middle housing types that comply with RRC requirements</td>
<td>PC</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Identify available land, and share the Housing Needs Assessment results to market to reputable developers for homes that meet the target markets needs</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Build new construction homes on a grid street pattern</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

GOAL: Create a system that fairly addresses residential blight and improves the quality of the housing stock.

1. Enhance the neighborhood’s appearance and improve property values
2. Hold property owners accountable
3. Assist property owners that struggle to maintain their structure and yard

<table>
<thead>
<tr>
<th>ACTION</th>
<th>LEAD PARTY</th>
<th>SUPPORTING PARTY</th>
<th>TIMEFRAME</th>
</tr>
</thead>
<tbody>
<tr>
<td>Develop a residential blight ordinance and enforce consistently; other considerations for homeowners who cannot afford blight violations should be included</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Develop a rental inspection program</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Create a one-pager handout and distribute to homeowners that detail all of the available programs to help with housing maintenance</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Apply for home repair grants and target neighborhoods with high concentrations of blight</td>
<td>MSHDA, USDA, GCCF</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

IMPLEMENTATION 87
The Housing Needs Assessment also expects that some lower-quality homes may convert to rentals. One way to slow the conversion to rentals, and to ensure that the rentals remain high-quality is to enact a rental inspection program. There are several ways to implement programs that reward good landlords with lower fees and few inspections and focus attention on landlords that have substandard homes. (ADD RESULTS FROM HOUSING EVALUATION)

YOUTH

Beaverton’s dedication to its youth and their education is noteworthy. The visioning session participants selected “top school in the region” as a priority, a testament to the community’s true deference for its youth. Because the school district is not operated by the City any municipal-led initiative around this topic is somewhat limited. However, the results are clear enough that a more effective partnership between the two entities is worth pursuing. Relatedly, both visioning groups selected “increase youth activities” as one of the top priorities, which goes hand in hand with the idea that quality of life for their children is highly regarded.

The City of Beaverton is projected to grow over the next five years but most of that growth is expected from the age cohort 65 and older. One of the largest drops is expected to come from the age group 20 and younger. When Generation Z was surveyed through the local high school, over half of them reported that they plan to stay in Beaverton after graduating and attend a college in the area. Of those that said they will leave, two-third of them said that they did not plan to return after college. Part of their reasoning was based on the perception that they cannot pursue a career in the Beaverton area. While these results are severe as other parts of Michigan, the outcome is still a shrinking youth population. Efforts to change that trajectory should begin now before the age pyramid is too imbalanced to repair.
GOAL: To meaningfully engage the City’s youth and incorporate their feedback into the planning process.

1. Actively and regularly engage high school students and young adults to determine younger generation’s values and what motivates them to choose where they live as adults.
2. Create and market opportunities for youth to work on City projects throughout their childhood, adolescents, and young adulthood.

GOAL: Provide affordable childcare for Beaverton families.

1. Make a long-term investment in retaining youth by providing families quality and affordable childcare.
2. Work with local providers to expand childcare hours that accommodate “after hours” work schedules.

<table>
<thead>
<tr>
<th>ACTION</th>
<th>LEAD PARTY</th>
<th>SUPPORTING PARTY</th>
<th>TIMEFRAME</th>
</tr>
</thead>
<tbody>
<tr>
<td>Youth Retention &amp; Engagement</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Modernize communication efforts to match Generation Z’s preferences for social media</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Meet with high school students annually in person to incorporate their values into planning efforts</td>
<td>City</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Invite youth and/or young adult to serve on a local committee</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Create a Youth Advisory Council that meets regularly with the City Council to discuss issues concerning them</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Identify local projects that the youth can assist, organize, and/or lead that accomplish City goals</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Childcare</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Inventory the number of childcare spots available to Beaverton residents</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Share results with local employers and childcare providers</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Identify sites where childcare is permitted and market them to local providers</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Their dedication to youth begins before children reach high school age. Residents have been vocal about needing affordable childcare options. A childcare survey was administered that shows that more locations with extended hours are needed (before 7 am and after 6 pm). Quality childcare is vital to attracting and retaining families. Often where both parents work, they must rely on outside help. With the potential for differing work schedules, childcare also has to be flexible so that parents can attend shifts outside of conventional working hours.

**DOWNTOWN**

One of the top priorities from the 4th of July survey-takers was a greater variety of bars and restaurants. According to the ESRI Business Analyst report, there were four “food services and drinking places” in Beaverton in the summer of 2019. The ESRI report also estimates that these establishments are losing money as residents leave the City to dine elsewhere. In addition, retail markets that “leak” money that are suitable for in a downtown environment are department stores, clothing and accessory stores, sporting goods, hobby, book, and music store, general merchandise stores, electronics, and appliance stores.

The Downtown Development Authority (DDA) is the body that oversees downtown improvements using tax increment financing. However, the downtown suffers from commercial vacancy on the ground and second story floors which affects how much revenue the DDA can capture. Building density in the downtown is one strategy for building a clientele for local businesses and easing cash flow concerns for building owners. The structure and layout of the second stories may not be easily converted to residences, but it worth inventorying the units and determining the potential cost and impact of filling those units with residents. For the ground floor, the City can use the findings from the ESRI reports to focus business recruitment on “leaky” retail sectors. Business recruitment is a full-time job, and in order to see transformational change in a downtown, it is recommended that the DDA hire a full-time Director.
GOAL: To become the lively social and entertainment hub of the City

1. Be a place where businesses want to locate and/or expand to serve the community
2. Provide a safe, fun, and convenient place for visitors and residents to spend time

<table>
<thead>
<tr>
<th>ACTION</th>
<th>LEAD PARTY</th>
<th>SUPPORTING PARTY</th>
<th>TIMEFRAME</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hire a full-time DDA Director</td>
<td>DDA</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Assist building owners in converting second story units to residential</td>
<td>DDA</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Invest in public wifi downtown</td>
<td>DDA</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Commission local artists to paint murals downtown</td>
<td>DDA</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Plan and coordinate regularly scheduled events that extend business hours and take place year-round</td>
<td>DDA</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Convert the waterfront on Ross Lake into usable public space</td>
<td>DDA</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Improve signage on M-18 to direct passers-by to downtown destinations</td>
<td>DDA</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Identify underused spaces and temporarily test to news to activate them</td>
<td>DDA</td>
<td>Michigan Municipal League</td>
<td></td>
</tr>
<tr>
<td>Install a pavilion for the farmer’s market</td>
<td>DDA</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

4th of July festival banner
The DDA understands the importance of “placemaking” in creating a destination. Over the last decade, the DDA has made parking and sidewalk improvements, planted trees, started a farmer’s market, offered façade improvement grants, update signage, among other things. Some other recommended improvements are to install art in public spaces, fence and landscape parking lots, improve signage along M-18 to direct passer-by to the downtown, expand the public realm, and create coordinated events that draw people downtown.

**ECONOMIC DEVELOPMENT**

Economic development extends beyond the downtown. For example, the Eastern Michigan Council of Governments’ Comprehensive Economic Development Strategies focuses on marketing, entrepreneurship and innovation, talent and workforce development, transportation and infrastructure, placemaking, equitable development, and community resiliency. Given the larger scope of a regional government that aligns more closely with the City’s market area, it is recommended that Beaverton works closely with EMCOG, in a supportive role, to help achieve these initiatives. As a small city embedded in a larger region, any major improvements to the 14-county region will likely benefit Beaverton. For example, when it comes to talent development, a partnership with employers, education institutions, and a regional government is essential for training youth for jobs that are located in Beaverton.

It is also worth investigating how to draw “new economy” jobs to the area. EMCOGs Comprehensive Economic Development predicts that manufacturing will continue to decline and calls for the attraction of growing and emerging industries. As the population ages, the next generation is poised to take over jobs in new industries as opposed to filling positions in declining markets. The report called out “energy” as an opportunity and industry to target. While it is commonly believed that northern Michigan is not a good candidate for solar capture, some cities up north have already conducted such analysis that shows the opposite. Exposure to the sun is sufficient for helping properties run on renewable energy. In addition, “software and app development” was listed as another target industry. However, high-skilled youth require social infrastructure in addition to physical locations to work: co-working space with cafes, gyms, and a network of other young like-minded people, along with recreation and entertainment should be simultaneously pursued to attract young workers.

The connection between economic development and planning centers on how land is used. To comply with

Saint-Gobain Performance Plastics facility construction.
Source: Pure Gladwin County
**GOAL: To reduce commercial and industrial vacancy with new economy enterprises and amenities.**

1. Diversify the local economic profile by investing in modern employment sectors and tourism.
2. Promote existing sites and opportunities for redevelopment widely.
3. Invest in social infrastructure that will help attract high-skill workers.

**GOAL: To build a stronger relationship with local and regional education and training institutions**

1. Market available jobs in Beaverton to colleges, universities, and training centers
2. Stay connected with the needs of the education system and support their endeavors to train workers for local jobs.

<table>
<thead>
<tr>
<th>ACTION</th>
<th>LEAD PARTY</th>
<th>SUPPORTING PARTY</th>
<th>TIMEFRAME</th>
</tr>
</thead>
<tbody>
<tr>
<td>Market and incentivize career tours and co-op experiences to high school students</td>
<td>School district</td>
<td>City, MiWorks</td>
<td></td>
</tr>
<tr>
<td>Align career and technical training with available jobs in Beaverton through education partnerships</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Build relationships with nearby colleges, universities, and technical training centers to market job opportunities available in Beaverton</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Work with local employers to develop a summer youth intern program</td>
<td>City</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Assist businesses with business plans, strategy, and networking</td>
<td>BABA</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>ACTION</th>
<th>LEAD PARTY</th>
<th>SUPPORTING PARTY</th>
<th>TIMEFRAME</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gather information about the site and create a vision for that property</td>
<td>City Manager, Assessor</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Create a property information package and market online to reputable investors</td>
<td>City Manager, Assessor</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>ACTION</th>
<th>LEAD PARTY</th>
<th>SUPPORTING PARTY</th>
<th>TIMEFRAME</th>
</tr>
</thead>
<tbody>
<tr>
<td>Conduct a solar suitability analysis to determine if there are areas of the city that can be used as a solar farm</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Induce demand for solar energy by permitting panels on residential, commercial, and industrial structures</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Consider where to locate a co-working space and maker space for the self-employed and entrepreneurs</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Redevelopment Ready Communities®, the City shall not only compile basic information about properties that are vacant, abandoned, or underutilized but shall proactively market these sites to investors. The difference in this approach is that the process is community-driven, as opposed to waiting for the private market to come to Beaverton. Each site should have a community-backed vision that signals to investors that the City is ready to receive this type of development to expedite the process and ensure it aligns with community expectations.

**INFRASTRUCTURE**

Beaverton’s grid street pattern is ideal for pedestrian and vehicular users. While the layout of the street system is efficient for getting to and from, the quality of the system, like in most cities, could be improved. The Michigan Department of Transportation uses a system known as PASER to systematically evaluate road conditions. Local governments are responsible for the maintenance of residential roads but often the budget cannot keep up with the level of disrepair. It is recommended that Beaverton train staff on the PASER system and use it to assess local roads and sidewalks annually. The assessment could then be mapped to see where there are gaps in the network and prioritize areas with the poorest conditions first. In addition to keeping up with maintenance, it is recommended that the City starts to rethink how streets are used. Complete Streets is a movement that has gain traction for improving design standards that make cities more walkable and safer for all its users.

Climate scientists predict that storms will intensify and fall with more frequency.

![Existing parking lot landscaping](Source: Pure Gladwin County)
GOAL: To main high-quality roads and sidewalks where all users feel safe.

<table>
<thead>
<tr>
<th>ACTION</th>
<th>LEAD PARTY</th>
<th>SUPPORTING PARTY</th>
<th>TIMEFRAME</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Provide public rights-of-way that accommodate vehicles, pedestrians, bicyclist, transit, and disabled persons.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Reward short trips by making the journey to destinations pleasant and convenient.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Train DPW on the PASER system and conduct on an annual basis</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Prioritize and budget for repair of roads and sidewalks in the poorest condition</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Close any gaps in the sidewalk network</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>When installing new sidewalks, use AASHTO’s guideline for accessibility</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Install protected bicycle lanes on residential streets that connect to the City’s assets</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Install bicycle racks at popular destinations</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Work with the school district to apply for Safe Routes to School</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Inventory lighting, benches, landscaping, access points to the street network to determine where to make pedestrian improvements</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

GOAL: To reduce the impact of flooding on people, property, and infrastructure.

<table>
<thead>
<tr>
<th>ACTION</th>
<th>LEAD PARTY</th>
<th>SUPPORTING PARTY</th>
<th>TIMEFRAME</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Invest in strategies that expand the City’s capacity to handle stormwater.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Educate homeowners on how they can capture rainfall onsite.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Update zoning ordinances and land use policy to mitigate the impacts of flooding.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Remove the last connection where the stormwater and sewer system intersect</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Determine how many homes have footing drains and to what extent they are contributing to stormwater system overloads</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Incentivize homeowners to plant rain gardens and/or use rain barrels to capture rain</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Expand tree canopy coverage in highly impervious areas of the City and riparian areas</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Identify flood prone areas and update the ordinance to require that pervious pavement is used in these areas</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Update the zoning ordinance to prevent development in wetlands that are not regulated by the state</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
From a planning perspective, cities must be prepared with expanded capacity to handle heavier rainfall. Some of these efforts may include updating grey infrastructure but also strategically using green infrastructure to reduce the amount of water that enters the stormwater system. In many cases, existing natural features are the best safeguard against excessive precipitation. As a City that is surrounded by water, it is Beaverton’s best interest to protect its residents, property, and infrastructure from the increased likelihood of flooding.

RECREATION

In 2019, a Parks and Recreation Master Plan was completed that includes an inventory, accessibility rating, community engagement results, and goals for improving the recreation system. With a projected budget that remains largely the same, the plan recommends the focus remains on the maintenance of existing parks over land acquisition or the construction of new facilities, although in some cases it is recommended to invest in recreation assets that bring tourists to the area. For example, the river is an example of a recreational asset that could be better leveraged to attract visitors. For the visioning attendees, “recreation destination for waterways” made it to the top half of priorities.

While recreation is sometimes thought of as “nonessential” and the first to cut from the budget, recreation has many positive ties to improved mental and physical health, increased property values, and capacity to handle excess stormwater. When considering its role in contributing to a higher quality of life, recreation opportunities should be maintained, and expanded when feasible. The Gladwin Community Heads Needs Assessment found that 61% of county residents have access to exercise opportunities, which is much lower than the state average of 85%, and that almost one-third of
**GOAL: Invest in the infrastructure necessary to expand the capacity of Beaverton’s popular parks.**

1. Expand recreation tourism at the City’s premier sites.
2. Create year-round recreation opportunities and work with partners to market Beaverton’s assets.

<table>
<thead>
<tr>
<th>ACTION</th>
<th>LEAD PARTY</th>
<th>SUPPORTING PARTY</th>
<th>TIMEFRAME</th>
</tr>
</thead>
<tbody>
<tr>
<td>Invest in the infrastructure recommended in the 2019 Parks and Recreation Master Plan to expand Ross Lake’s capacity to serve as a regional recreation asset</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Invest in the infrastructure recommended in the 2019 Parks and Recreation Master Plan to increase Calhoun Campground occupancy</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Build a database of volunteers and identify projects that they can assist the City</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**GOAL: Continue to build the blue and green nonmotorized trails network.**

1. Expand active recreation options to improve public health outcomes.
2. Improve regional nonmotorized connectivity.

<table>
<thead>
<tr>
<th>ACTION</th>
<th>LEAD PARTY</th>
<th>SUPPORTING PARTY</th>
<th>TIMEFRAME</th>
</tr>
</thead>
<tbody>
<tr>
<td>Complete a water quality study for Ross Lake to determine the source of pollution and how to mitigate it</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Work with the local watershed council to determine sites in Beaverton that could become a part of a regional water trail system</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Stabilized the eroding shoreline of Cedar River and Ross Lake</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Apply for MDNR grants to establish ADA-compliant kayak/canoe launches</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Install a canoe portage to increase safety as users navigate around the existing dam on the Tobacco River.</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Land “Green” Trails**

<table>
<thead>
<tr>
<th>ACTION</th>
<th>LEAD PARTY</th>
<th>SUPPORTING PARTY</th>
<th>TIMEFRAME</th>
</tr>
</thead>
<tbody>
<tr>
<td>Acquire easements along the proposed Coleman Rail Trail according to the specifications in the Bicycle and Pedestrian Trails Master Plan</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Continue installing the River Road Trail to connect with Gladwin’s South Park</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Install amenities that facilitate use such as signs, benches, water refill stations, lighting, and trash and recycling receptacles</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
residents do not have “leisure time for physical activity.”\(^1\) Obesity was selected as one of the top five focus areas by the Gladwin County Human Service Coordinating Board. The City can do its part to offer free and accessible public places for residents to exercise to help improve public health outcomes in the area. Considering the popularity of trails and the City’s investment in the Bicycle and Pedestrian Trails Master Plan, the City already has a framework to follow that would greatly improve the nonmotorized network.

**FUTURE LAND USE & ZONING PLAN**

The Future Land Use Map (FLUM) is another tool that helps the City visualize how it should develop over time. Similar to visioning exercises, this map represents the City’s vision for land use and development patterns. Unlike a Zoning Map, that is designed to be parcel-by-parcel map to enforce the legally binding zoning ordinance, the FLUM provides a direction on how future development can align with best planning practices. Many of the FLUM designations correspond to existing zones, although there are some departures concerning housing density and the conservation of institutional uses.

**TABLE XX: FUTURE LAND USE DESIGNATIONS AND PROPOSED CHANGES**

<table>
<thead>
<tr>
<th>FLUM DESIGNATION</th>
<th>CORRESPONDING ZONE</th>
<th>INTENT OF PROPOSED CHANGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture Residential</td>
<td>New</td>
<td>The intent of this zone is to protect remaining vacant land that could be used for agriculture by only permitting large residential single-family lots</td>
</tr>
<tr>
<td>Low Density</td>
<td>R-1</td>
<td>The intent of this zone is to preserve low-density single-family neighborhoods</td>
</tr>
<tr>
<td>Medium Density</td>
<td>New</td>
<td>The intent of this zone is to provide a more compact neighborhood that integrates single-family housing with denser units</td>
</tr>
<tr>
<td>High Density</td>
<td>R-2</td>
<td>The intent of this zone is to expand the options available in multi-family neighborhoods</td>
</tr>
<tr>
<td>Downtown</td>
<td>C-1</td>
<td>The intent of this zone is to provide a dynamic experience as the hub of retail, services, and entertainment</td>
</tr>
<tr>
<td>Commercial Corridor</td>
<td>C-2</td>
<td>The intent of this zone is to permit convenience-based retail and services that do not compete with the downtown and primarily serve highway bound vehicles</td>
</tr>
<tr>
<td>Institutional</td>
<td>New</td>
<td>The intent of this zone is to protect community-serving assets from development that could remove this use from the City</td>
</tr>
<tr>
<td>Conservation</td>
<td>Floodplain District</td>
<td>The intent of this zone is to protect naturally sensitive areas from development that would harm or be harmed in this zone</td>
</tr>
<tr>
<td>Industry &amp; Technology</td>
<td>IND</td>
<td>The intent is to serve an exclusive area for manufacturing, research, and technology that does not negatively affect its surroundings</td>
</tr>
</tbody>
</table>
MAP XX: FUTURE LAND USE

FUTURE LAND USE

Low Density Residential | Medium Density Residential | Regional Commercial
High Density Residential | Manufactured Housing | Downtown Commercial
Agricultural Residential | Industrial & Technology | Institutional

Data Sources: Michigan Open Data Portal, Gladwin County GIS
and natural sensitive areas.

As a key component of the Master Plan, the Zoning Plan is based on the recommendations of the Master Plan and is intended to identify areas where existing zoning is inconsistent with the objectives and strategies of the Master Plan and to guide the development of the Zoning Ordinance. The Zoning Ordinance is the primary implementation tool for future development. The Zoning Plan is the link between the two documents; its purpose is to align the Zoning Ordinance with the City's vision for its future laid out in the Master Plan.

**HOUSING**

**AGRICULTURE RESIDENTIAL**

In the eastern part of the City, there are a few large residential lots just south of an open field. This land was acquired in the last decade and has been used as an agricultural field and residential lots that are much larger than in the neighborhoods. As such, this type of development pattern warrants a separate zone that preserves the agricultural fields by permitting little other development, namely, single-family homes.

**LOW DENSITY**

The low-density single-family housing remains the primary type of housing in Beaverton. The lots are large for a city neighborhood, with a required minimum width of 80 feet. Because there is more land available to build more housing, it is not recommended that this zone change its current dimension. However, if there were a delay in new construction, one possibility is to reduce the minimum width to permit more housing in this neighborhood. It is also recommended that accessory dwelling units are allowed in the rear yard to alleviate some of the stress on the housing market.

**MEDIUM DENSITY**

As the zoning ordinance stands now, there are few medium density housing options. In this context, a medium-density zone could remain largely single-family but on smaller lots. A 50-foot width is sufficient to maintain a small yard and would permit several more homes to be constructed. It is also recommended that this zone permit duplexes, and even triplexes with high-quality design standards.

**HIGH DENSITY**

Currently, higher density housing is permitted in small zones, one near the downtown, and the other sandwiched on the periphery of the City next to industrial uses. The zone does not differentiate between the many types of multi-family units that may require different lot sizes. For example, townhomes, small condominiums, and courtyard apartments have different footprints, and to encourage this type of development more tailored regulations should be incorporated into this zone.

**COMMERCIAL**

**DOWNTOWN**

The downtown boundaries were not changed. This zone should continue to remain the mixed-use center of the City and try to densify within its borders by converting upper stories to residential uses. Part of the south side of Brown Street remains C-2 because the buildings have larger footprints and parking lots, and some single-family homes have been converted to businesses but do not follow the compact building footprint of a historic building. It is recommended that the design standards are reviewed and updated to enhance facades and the overall “look” of downtown.

**COMMERCIAL CORRIDOR**

This zone accommodates businesses that are auto-oriented and meant to be convenient for those traveling on the M-18 corridor. The zoning ordinance does a good job of separating the types of business uses between the
two commercial zones. The highway features drive-through services, lodging, gas station, among other uses that are better serviced by a wider right of way. This zone is expanded along the entire corridor.

INDUSTRIAL

INDUSTRY & TECHNOLOGY
The industrial zone is well located away from neighborhoods. As there is adequate space for industrial uses, the boundaries were not extended. The major update here is to include more than modern forms of industry such as robotics, server farms, solar farms, among others.

CONSERVATION
Where land is covered by wetlands or a floodplain, development should be restricted. The City already protects its floodplain. As floodplains are likely to expand and flood more often, it is a preventative measure that protects the land, people, and property from damage. Because this area is so narrowly defined in Beaverton, it is not foregoing much future development.

INSTITUTIONAL
The implementation of this zone is intended to protect community assets that serve the educational, health care, and/or social needs of residents. When they fall into residential or commercial zones, as they often do, they could be redeveloped as such if the community-based enterprise were to vacate. For example, without ample protection, a place like the Beaverton Activity Center, zoned commercial, could be converted to a private business if it were to become vacant and/or sold. Considerations for this zone's development standards should emphasize accessibility, public amenities, and/or an extended transition period post-closure to identify another building to re-locate and preserve this use. The purpose of this zone is to protect structures that hold high value to the entire community and gives the City time to determine how it could best be rezoned if another community-based service is infeasible.

SOURCES