The City of BEAVERTON
Master Plan 2020

CITY OF BEAVERTON
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MICHIGAN

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Master Plan 2020

THE CITY OF BEAVERTON
GLADWIN COUNTY, MICHIGAN

RESOLUTION 2020-6

CITY OF BEAVERTON CITY COUNCIL
ADOPTION OF THE
BEAVERTON COMMUNITY MASTER PLAN

WHEREAS, the Michigan Planning Enabling Act ("MPEA," PA 33 of 2008) authorizes municipal planning commissions to prepare a "Master Plan" pertinent to the future development of the municipality; and

WHEREAS, the City of Beaverton Planning Commission has prepared a draft master plan for the municipality, to update and replace its previous community master plan, meeting all statutory requirements set forth in the MPEA; and

WHEREAS, the Beaverton City Council authorized the distribution of the draft Community Master Plan to the general public and the various entities as required by the MPEA, for review and comment purposes; and

WHEREAS, the proposed Community Master Plan was made available to the various entities and the general public as required by the MPEA, and a public hearing thereon was held by the Planning Commission on February 27, 2020 pursuant to notice as required by the MPEA; and

WHEREAS, the Planning Commission finds the proposed Master Plan as submitted for the public hearing is desirable and proper, and furthers the land use and development goals and strategies of the City, and has passed a resolution recommending adoption of the plan to the City Council;

NOW, THEREFORE, the Beaverton City Council hereby resolves to adopt the new City of Beaverton Master Plan as submitted for the public hearing, including all the text, charts, tables, maps, memos with requests made from relevant entities, and other matter therein intended by the Planning Commission to form the complete Master Plan, including the Future Land Classification Map.

CERTIFICATE

I hereby certify the foregoing resolution was approved by a majority of the members of the Beaverton City Council by a roll call vote at a regular meeting held on March 16, 2020 in compliance with the Open Meetings Act.

Motion by: _Terry McCartney_

Seconded by: _Tim Danielak_

Ayes: _5_

Nays: _0_

RESOLUTION DECLARED ADOPTED

Janelle Keen
City Clerk

ACKNOWLEDGEMENTS

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BACKGROUND ①

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 trends that affect the residents' quality of life or assets that could be better leveraged to improve the community. Coupled with community engagement, a Master Plan compiles all of the findings to set goals 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 Michigan. The Tittabawassee State Forest,

REGIONAL LOCATION
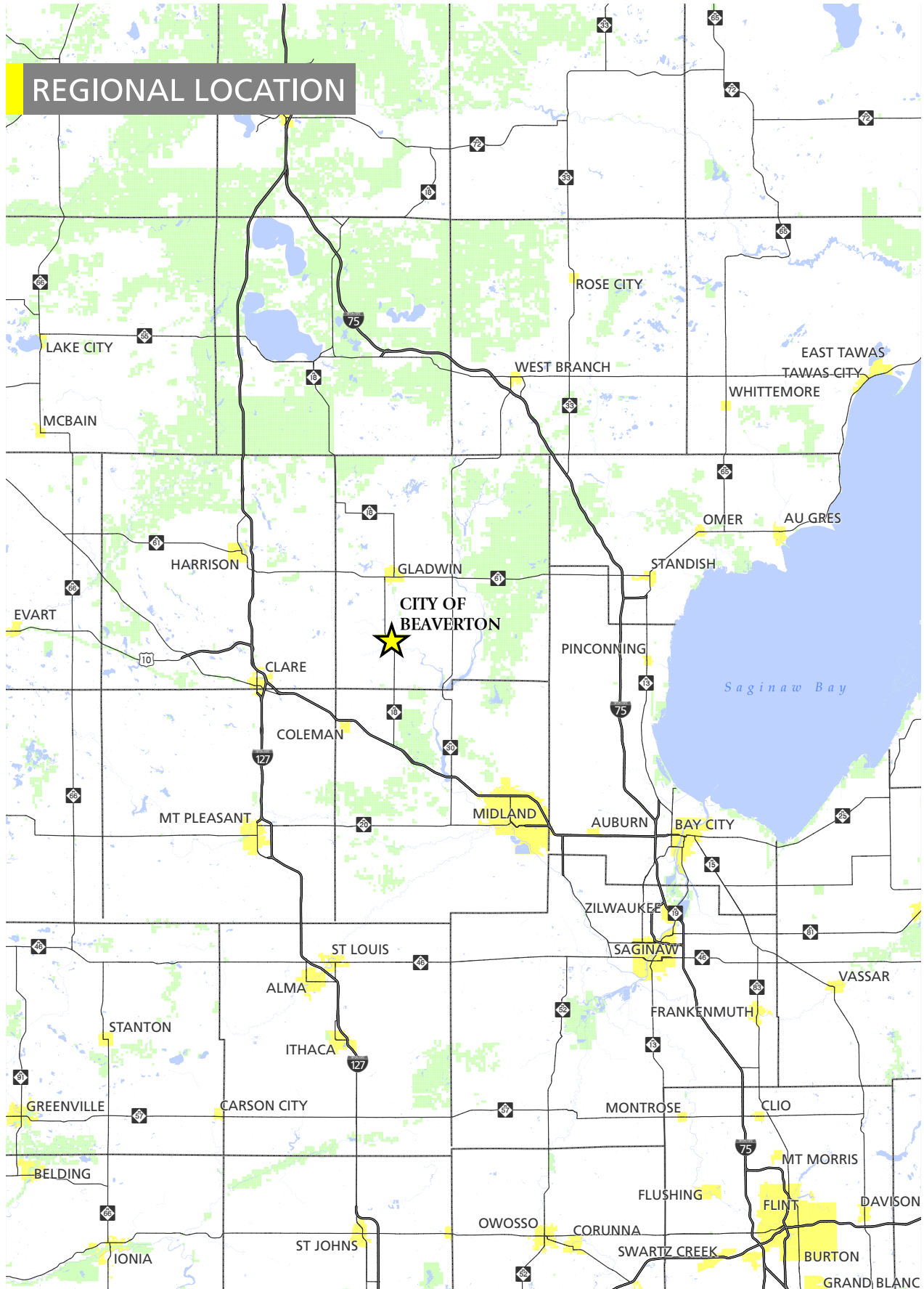
by far the largest contiguous state forest in Gladwin County, is part of these state land holdings. Agricultural lands also encompass much of Beaverton's surroundings, and these landscapes are prominent to the City's west. The western area is characterized by small farms that produce wheat, soybeans, 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. To the east, the Tittabawassee River runs from north to south to form 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, along with 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 US-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.
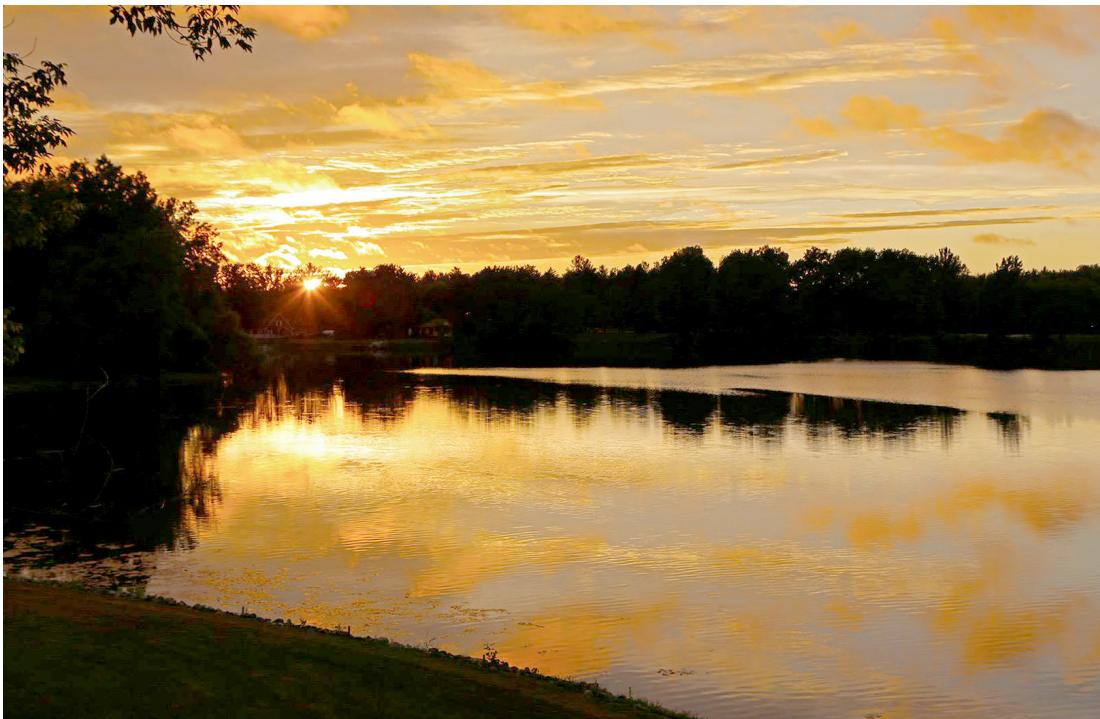
Gladwin County has a wealth of natural resources.
Source: Pure Gladwin County

1930s Electric Dam
Source: Gladwin County Historical Society

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 in Ontario, 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. 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. While the industrial products and processes have changed over time, manufacturing and beautiful surroundings have been Beaverton's primary resources.

PROJECT RISING TIDE

The Rising Tide initiative is a statewide program, envisioned by Governor Snyder). The mission is to provide at-risk communities with the necessary tools to design and build a successful economic framework. Through the technical assistance provided, the City updated its master plan, completed a housing study, and developed a branding strategy.

PREVIOUS PLANNING EFFORTS

1987 BEAVERTON MASTER PLAN

Beaverton's most recent Master Plan was adopted in 1987. This plan functioned as the community's road map 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. 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 with access to employment in the town's commercial and industrial districts. Space for moderate-density, multi-family housing, and single-family housing should be provided 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 various land uses. The County's plan has functioned as a useful coordinating document among 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 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 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.

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DEMOGRAPHICS & HOUSING

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 who 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.

DATA SOURCES

2010 US Census. This is the gold standard for demographic data. It measures 100% of the population and offers comparable data points at regular intervals throughout most of the United States' developed history. However, available data is limited to population and housing information, and the ten-year interval between data points means it is rarely "fresh."

American Community Survey. The ACS program replaced the "long form" Census questions beginning in 2000, collecting the same types of detailed information about social, economic, and housing conditions on a rolling basis instead of once per decade. Statistical validity of the ACS depends on sampling. For smaller communities, data is collected over the course of 60 months of to achieve a valid sample size, called a "five-year estimate." This system exposes the statistical trade off between the reliability gained by increasing sample size and the currency that is sacrificed in the time it takes to do so. The dataset used for this project was 2016 ACS 5-Year Estimates.

FIGURE 1: POPULATION OVER TIME
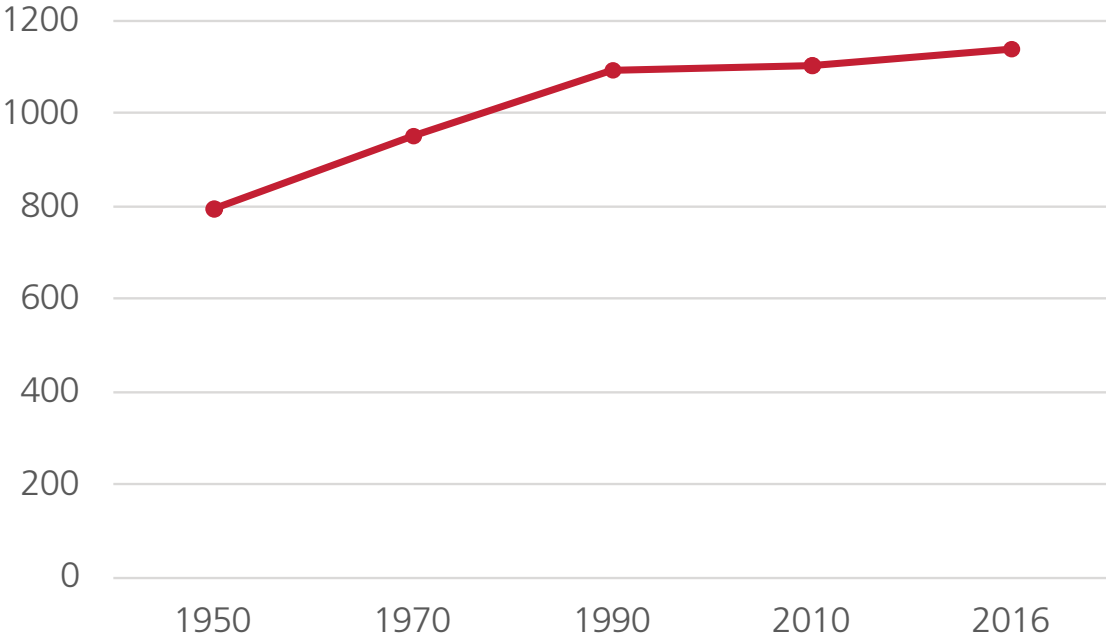
Source: Decennial Census, ACS 2016 5-Year Estimates

TABLE 1: LIFE STAGE GROUPS IN BEAVERTON

LIFE STAGE GROUPS	2010	2016
Preschool (under 5)	6.9%	5.5%
School-age (5-17)	20.2%	13.8%
Young adult (18-34)	~20.3%	23.8%
Adult (35-64)	34.2%	37.8%
Retirement (65+)	18.4%	19.1%

Source: Decennial Census, ACS 2016 5-Year Estimates

Esri Business Analyst. This proprietary software presents privately-generated market research data. In addition, it estimates Census and ACS data for geographic configurations other than Census-defined tracts, blocks, and places.

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 time frame (-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 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 median 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 27% 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 about 20% of adults nationally. This is less than half of the state and national rates!

TABLE 2: EMPLOYMENT SECTORS IN BEAVERTON & GLADWIN COUNTY

EMPLOYMENT SECTOR	BEAVERTON	GLADWIN COUNTY
Agricultural and mining	0.5%	2.8%
Construction	2.7%	9.9%
Manufacturing	34.6%	18.6%
Wholesale Trade	5.9%	1.9%
Retail	9.1%	12.6%
Transportation & utilities	2.0%	4.2%
Information	3.2%	0.9%
Finance, insurance, real estate	3.7%	5.0%
Professional & managerial services	2.7%	5.6%
Education and healthcare	17.2%	21.3%
Arts, entertainment, recreation	17.0%	8.3%
Other services	1.5%	5.3%
Public administration	0.0%	3.5%

Source: Decennial Census, ACS 2016 5-Year Estimates

FIGURE 2: PERCENT EMPLOYED IN ARTS, ENTERTAINMENT, & RECREATION
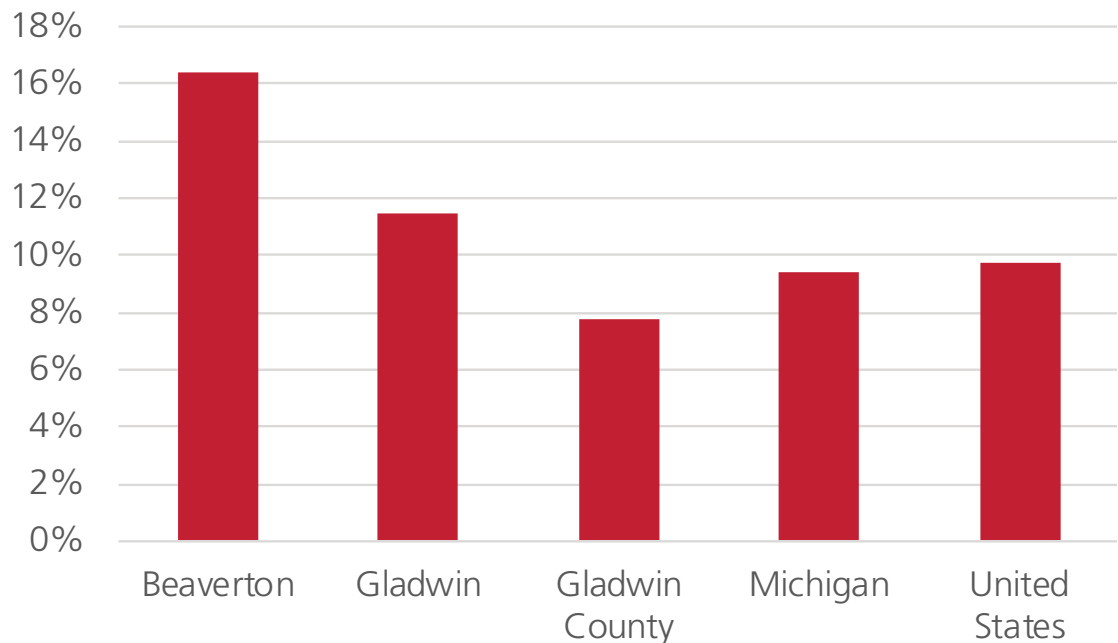
Source: Decennial Census, ACS 2016 5-Year Estimates

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 %.[1] 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, 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 is employed in arts, entertainment, and recreation. Together, manufacturing and arts, entertainment, and recreation comprise 51% of the total employment for Beaverton residents. The residents' employment composition signifies that a college education is not required to find work locally, but it does show that residents are making a trade off 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, a testament to the City's compact layout and walkability which makes that a desirable option.

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 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 time frame. 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

FIGURE 3: HOUSING CONSTRUCTION OVER TIME, 2016
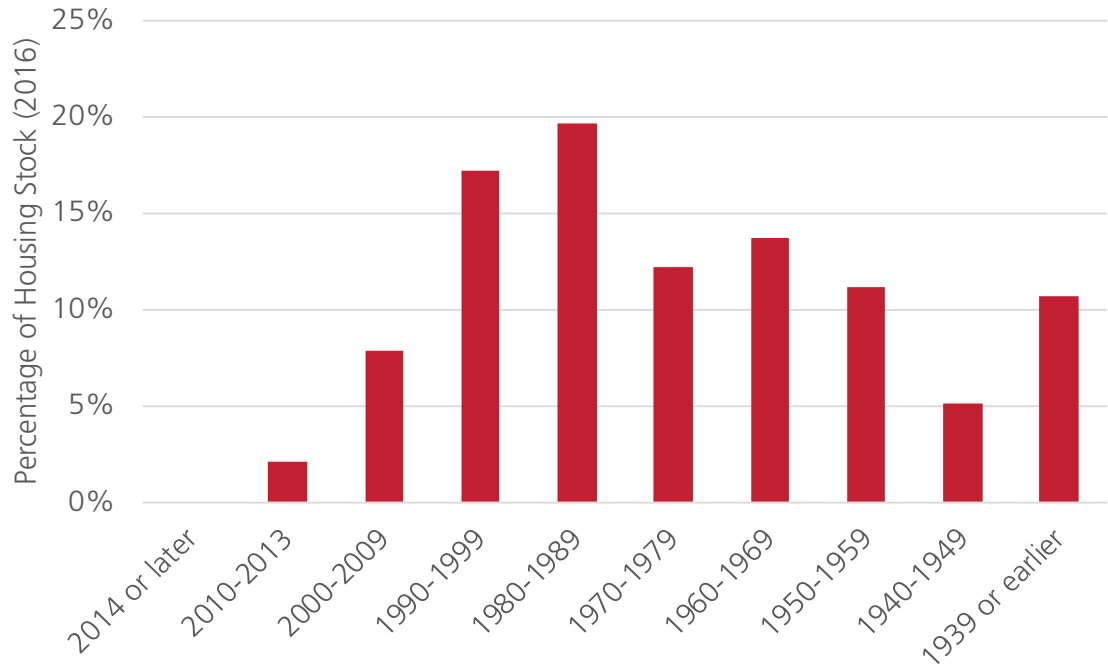
Source: Decennial Census, ACS 2016 5-Year Estimates

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, but slowly and just above the prevailing inflation rate of 1.7%.[2] A rising income bodes well for housing production.

Community Research Services' housing study looked at the market for housing sales between mid-July and mid-January of 2018. The most common type of home for sale was single-family, three-bedroom, with an average size of 1,855 square feet. The median price was just under $110,000 for the 40 homes up for sale within the market area and adjacent townships. The price per square foot and the trend of higher-priced homes near water are congruent with the rest of Michigan. According to Realtor.com, 53% of homes were priced below $100,000, but more startling is that a home sits on the market for an average period of 111 days, extending up to one year in some cases. Homes that sold tell a slightly different story. A higher proportion (61%) sold for less than $100,000, meaning that homes sell for less than the asking price. This is common, and the 3.4% discount rate on the price of the homes does not indicate that demand is abnormally low. Beaverton is maintaining a normal housing market that has wide variability in the quality of homes for sale.

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,

TABLE 3: SUMMARY OF DATA, HOMES FOR SALE

	# FOR SALE	AVERAGE PRICE	MEDIAN PRICE	AVERAGE SIZE	AVG. PRICE / SQ. FT.
One-Bedroom	2	$74,900	$74,900	1,084	$69.10
Two-Bedroom	12	$77,333	$69,900	959	$72.89
Three-Bedroom	20	$125,111	$109,900	1,536	$71.55
Four+ Bedroom	6	$198,100	$207,450	2,140	$96.94
TOTAL	**40**	**$119,215**	**$97,400**	**1,855**	**$95.29**

Source: Community Research Services, LLC Housing Needs Assessment

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, the major submarkets of senior and workforce housing were identified and summarized in the table, "Submarket Descriptions." 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, indicating 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.

TABLE 4: SUBMARKET DESCRIPTIONS

SUBMARKET	DEMOGRAPHIC	INCOME RANGE	PRICING	ESTIMATED NO. UNITS	PROPOSED NO. UNITS
Senior rental housing	Single or married, aged 55+	Affordable: $18k-$24k Market rate: $48,000+	N/A	Rentals: 87 subsidized	N/A
Workforce housing	All ages that earn 60%-120% AMI	Affordable: $20k-$35k Market rate rent: $35k-$75k Market rate homes: $50k-$95k	$800 - 1BR $1,050 - 2BR $160k-$200k	Rentals: 22-35 Sold: Approx. 18	20 affordable rentals; 20-30 market-rate rentals

Source: Community Research Services, LLC Housing Needs Assessment

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 reported 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 can 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.

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 pre-determined 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.

MSHDA MOD PROGRAM

The Michigan State Housing Development Authority awarded Beaverton funding for its new program for modular home construction due to the shortage of moderate income housing in the City. The City received nearly $200,000 to place modular homes that serve the local workforce earning equal to or less than 120% of the area median income. While this program is still in pilot stages, it remains capped in the number of units it can provide, nevertheless, is a helpful step in increasing housing options at the needed price point.

FIGURE 4: MISSING MIDDLE HOUSING

DETACHED SINGLE-FAMILY HOMES

DUPLEX · TRIPLEX & FOURPLEX · COURTYARD APARTMENT · BUNGALOW COURT · TOWNHOUSE · MULTIPLEX · LIVE/WORK · MID-RISE

MISSING MIDDLE HOUSING

MissingMiddleHousing.com is powered by Opticos Design.
Illustration © 2015 Opticos Design, Inc.

HOUSING QUALITY

RESIDENTIAL BLIGHT EVALUATION

In order to systematically assess blight, an on-the-ground inventory was conducted. Over 364 home exteriors in Beaverton were evaluated based on the amount and severity of damage visible on the home's major features: building frame structure, roof, chimney, gutters, windows and doors, siding and paint, porch and driveway. The types of repairs recorded as major or minor and the final score depended on the combination of those types of repairs. Homes were scored on a scale of "poor" to "excellent" and mapped to determine if there were any concentrations of blighted residential structures.

While only about a dozen of homes were considered in "poor" condition, they were concentrated on a highly visible corridor: Brown St. A greater proportion of homes were considered in "fair" condition that are spread more evenly in the City's neighborhoods. These properties are also worth monitoring because they could be on their way to becoming blighted. The majority of homes in the "poor" or "fair" ranking suffered from unwashed or chipped siding. The next most common repairs were collapsing roofs and missing shingles, and then doors and windows that need to be replaced.

The value of this data is as the baseline for a reasonable blight ordinance, as

TABLE 5: RESIDENTIAL HOUSING CONDITION SCORING

RATING	DESCRIPTION
Poor	Needs two or more repairs
Fair	Needs three or more minor repairs, but no more than one major repair
Good	Needs two or fewer minor repairs
Excellent	Needs no repairs

well as a baseline for monitory housing conditions, and considering assistance for specific repairs that are regularly occurring amongst homeowners.

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 are major assets 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

1   Michigan Department of Technology, Management, and Budget. Michigan and U.S. Jobless Rates. http://milmi.org/

2   Community Research Services, LLC. A Housing Market Analysis of Beaverton, MI. January 2019

FIGURE 5: DEMOGRAPHIC DASHBOARD

Income

- Very low income
- Low income
- Moderate income
- High income
- Very high income

1%
10%
28%
46%
13%

Housing Tenure

- Owner-occupied
- Renter-occupied

50.4%
49.6%
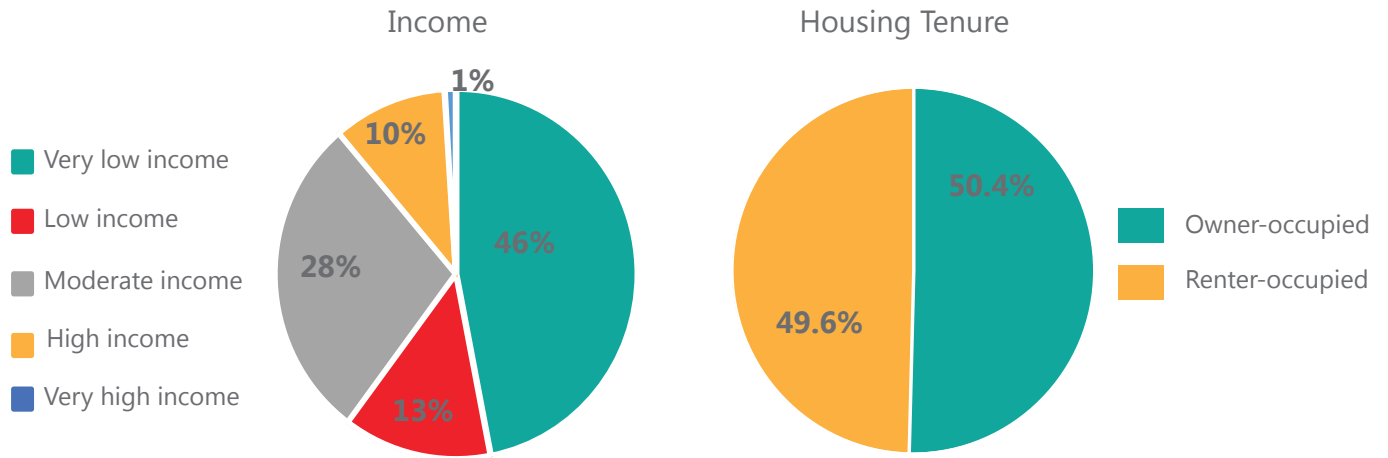
Beaverton Gladwin County Michigan United States

Bachelor's Degree or Higher

11.6% | 100%

Below Poverty Level- All People

30.2% | 100%

Disabled

22.5% | 100%

Labor Force Participation

47.9% | 100%

65 Years and Older

19.2% | 100%
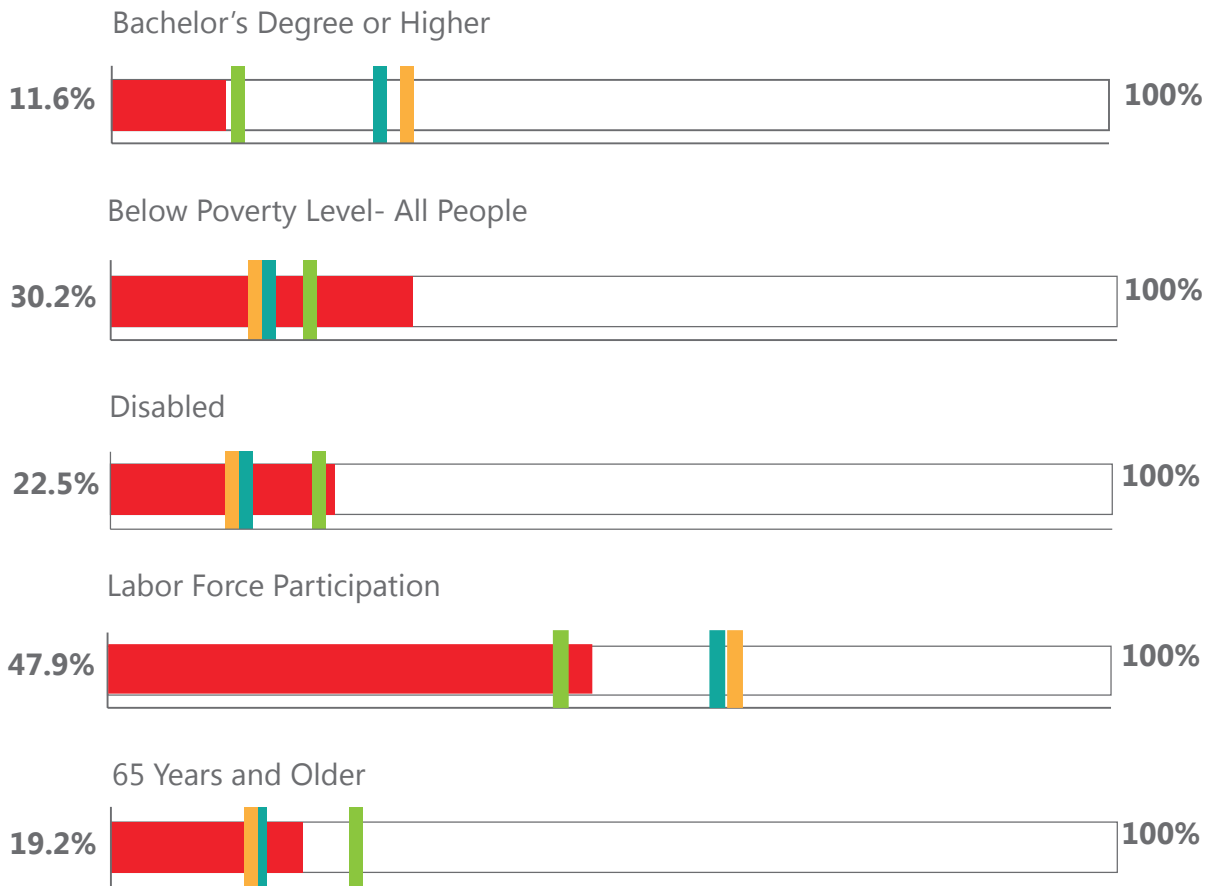
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EXISTING LAND USE

Land use is at the core of community planning. In conjunction with demographic trends and resident input, land use analysis permits planning that aligns 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 is the starting point upon which future land use policies are based, known as the "Future Land Use" map (FLUM). Discussed in the "Implementation" section, the FLUM is a community-created visual representation of the City's ideal land use guide.

The Existing Land Use inventory uses the following land use classifications:

» Residential
» Commercial
» Industrial
» Exempt

MAP 2: EXISTING LAND USE

EXISTING LAND USE

Ross Lake

BEAVERTON TOWNSHIP
TOBACCO TOWNSHIP

LANG

PORTER
SEARS
CAMPBELL
CENTER

BROWN
SEELEY
SAGINAW
TONKIN
CHURCH

BROWN
KNOX
1ST
2ND
3RD
DOANE
4TH
GLIDDEN

PARK

TERRY DIANNE

BEAVERTON TOWNSHIP

TOBACCO TOWNSHIP

Data Sources: Michigan Open Data Portal, Gladwin County GIS

0   500   1,000
Feet

City of Beaverton
Parcel Boundaries

Commercial Improved
Commercial Vacant
Industrial Improved
Industrial Vacant

Residential Improved
Residential Vacant
Exempt City
Exempt State

Exempt School
Exempt Other
Exempt Religious

TABLE 6: EXISTING LAND USE CLASSIFICATIONS

LAND USE CATEGORY	NUMBER OF PARCELS	% LAND CONSUMED
Residential	1,422	69.3%
Improved	1,236	60.2%
Vacant	186	9.0%
Commercial	328	16.0%
Improved	251	12.2%
Vacant	77	3.8%
Industrial	32	1.6%
Improved	23	1.1%
Vacant	9	0.4%
Exempt	270	13.2%
State	9	0.4%
City	197	9.6%
School	19	0.9%
Religious	31	1.5%
Other	14	0.7%

Source: City of Beaverton Assessor

IMPROVED AND VACANT

When assessors classify a parcel of land, it is given a subcategory: "improved" or "vacant." In general, improved means that there is a structure on the parcel and a vacant means that there is no structure on site. These subcategories help determine where there is available land, an important start to determine where new development could go.

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 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 parcels, 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, is farthest from any 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 in 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. There are 77

The Beaverton Activity Center is an example of an exempt property that offers invaluable community services.
Source: Pure Gladwin County

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 occupies very little land in comparison 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 commitment 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 Dairy Bar is a long-standing commercial land use.

Saint-Gobain Performance Plastics industrial land use site.
Source: Pure Gladwin County

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NATURAL FEATURES

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. An example for this kind of thinking is that 40% of Michigan's natural wetlands were destroyed by the early 1800s.[1] 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 the City's natural features and discusses why and how to integrate nature into a built environment.

Acronyms

EGLE – Environment, Great Lakes, and Energy

FEMA – Federal Emergency Management Agency

MDNR – Michigan Department of Natural Resources

DDA – Downtown Development Authority

THE BUILT ENVIRONMENT

The color most associated with built infrastructure is grey, a reference to man made 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" (vegetative) and "blue" (water) 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 refers to 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.[2] 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,[3] usually a larger body of

FIGURE 6: NATURAL AND IMPERVIOUS SURFACE COVER DIAGRAMS
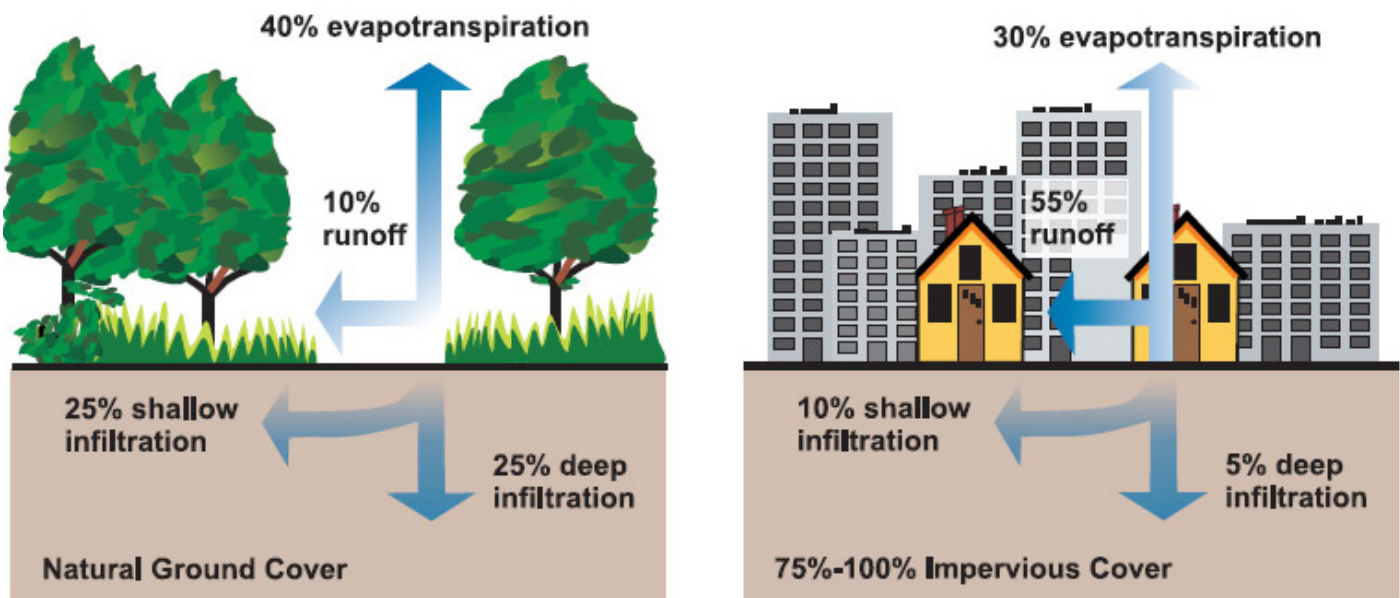
Source: EPA

FIGURE 7: GREEN AND BLUE INFRASTRUCTURE

| Grassland Woodlands Orchards Rain Gardens | GREEN INFRASTRUCTURE |
| Ponds Rivers Basins Wetlands | BLUE INFRASTRUCTURE |
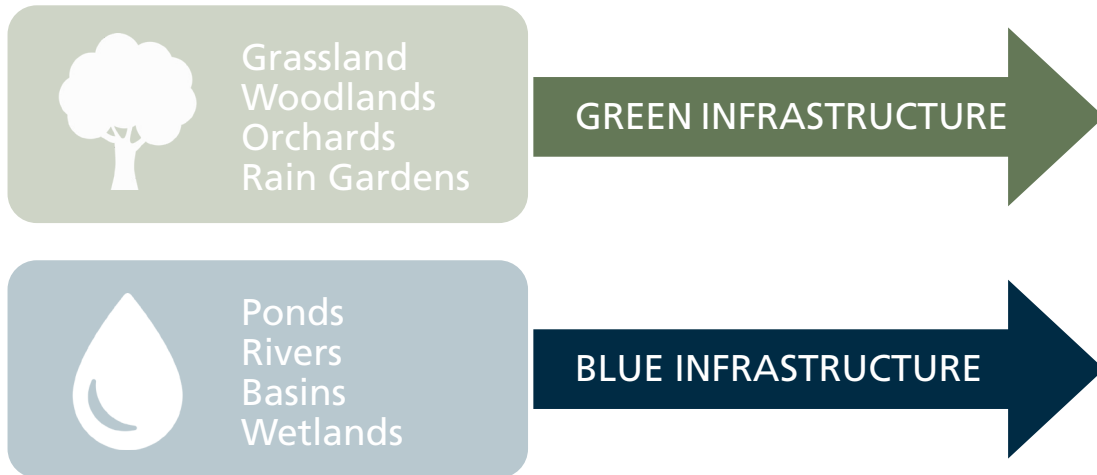
water like a Great Lake. Because of the watershed's size and connection to Lake Huron, the health of all of its tributaries are of utmost importance as the effects are far-reaching. One indicator of the watershed's ecological health is the health of the fish that live in its waters. It is recommended 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 EGLE's monitoring system detected elevated levels of bacteria.[4] EGLE 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— the original retention basin.

MAP 3: WETLANDS

WETLANDS

Ross Lake

BEAVERTON TOWNSHIP
TOBACCO TOWNSHIP

BEAVERTON TOWNSHIP

TOBACCO TOWNSHIP

LANG
PORTER
SEARS
CAMPBELL
CENTER
BROWN
BROWN
SEELEY
SAGINAW
CHURCH
KNOX
3RD
1ST
2ND
DOANE
4TH
TONKIN
GLIDDEN
PARK
TERRY DIANNE

City of Beaverton
Parcel Boundaries

Data Sources: Michigan Open Data Portal, Gladwin County GIS

0   500   1,000
Feet

Wetland Type:
Freshwater Emergent
Freshwater Forested / Shrub
Potential Restoration Areas

NATIONAL FLOOD HAZARD LAYER, 2018

18

BEAVERTON TOWNSHIP
TOBACCO TOWNSHIP

LANG

PORTER
SEARS
CAMPBELL
CENTER

Ross Lake

BROWN

BROWN

SEELEY
SAGINAW
CHURCH
KNOX
1ST
2ND
DOANE
3RD
4TH

TONKIN

GLIDDEN

PARK

BEAVERTON TOWNSHIP

TERRY DIANNE

18

TOBACCO TOWNSHIP

City of Beaverton
1% Annual Chance Flood Hazard

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

0   0.2   0.4
                              Miles
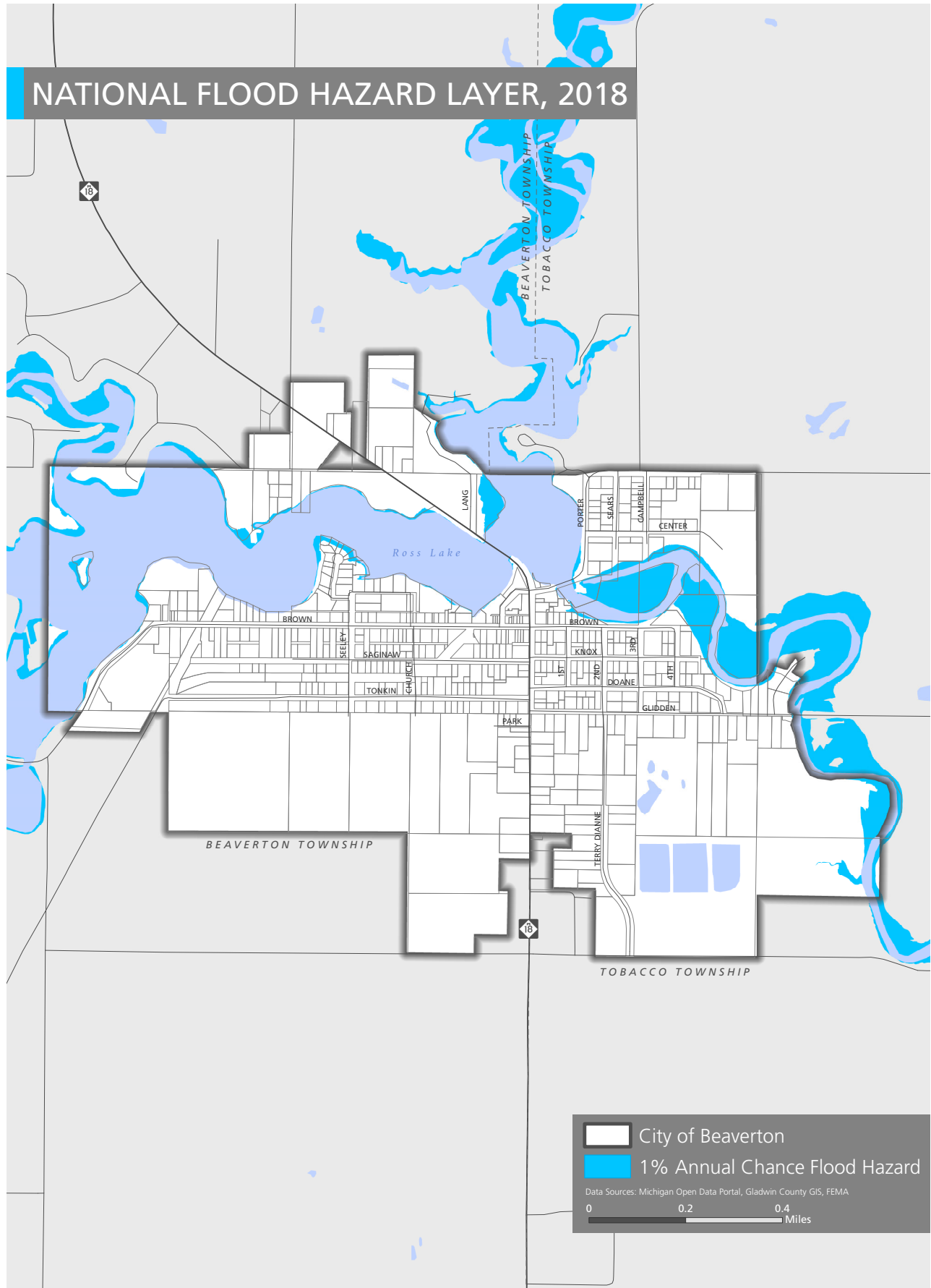
The "Wetlands" map shows that most of the wetlands are categorized as "potential restoration areas." There are 75 acres of land that fall into this category, compared to less than 13 acres of freshwater or forested wetlands. According to the Environmental Protection Agency (EPA), areas for potential restoration can return from their degraded state to their "pre-existing naturally functioning condition, or…as close to that as possible."[5] This designation means that they have been impacted by development or altered in some way previously but that there is still potential to rehabilitate them. Wetlands of a certain size are regulated by the State so that any activity that deposits, fills, dredges, removes, drains, or constructs on top of a wetland must first receive a permit through the EGLE.[6] However, a City can always enforce stronger regulations than the State if it feels that the permitting process has not adequately preserved its wetlands. The preservation of wetlands also couples nicely with best planning practices in that it compels cities to prioritize denser infill construction on parcels that are less sensitive to development.

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-designated 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 free 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.

LEAKING UNDERGROUND STORAGE TANKS

Most of Beaverton's water supply comes from groundwater, and since October 2015, Beaverton has not violated health-based drinking water standards.[7] 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's Environment, Great Lakes, and Energy (EGLE) on the development of a wellhead protection program that is a set of guidelines to protect groundwater from pollution. Another reason it is important

TABLE 7: CONTAMINATION SITES

STATUS	NUMBER
Closed leaking underground storage	4
Open leaking underground storage	4
Environmental contamination	2

Sources: EGLE; Act 451 of 1994 Natural Resources Protection Act

Open Leaking Underground Storage

a release has occurred, but no corrective action has been completed to meet the land use criteria.

Closed Leaking Underground Storage

a release has occurred, and corrective action has been completed to meet the land use criteria.

Environmental Contamination

the release of a hazardous substance, or the potential release of a discarded hazardous substance, in a quantity which is or may become injurious to the environment, public health, safety, or welfare.

Existing landscaping at Ross Lake.
Source: Pure Gladwin County

to regulate development that might negatively impact water quality is that many cities with an industrial past have a legacy of contamination. EGLE hosts an interactive "environmental mapper" that keeps track of any parcels that are contaminated.[8] Clicking on a parcel reveals what type of activity has taken place: open and closed underground storage tanks and environmental contamination (nitrates, PCBs, etc.).

When commercial and industrial establishments relied on petroleum to operate their business, they frequently 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 where it contaminates soils where people grow food or groundwater that people drink. There is a backlog in the State to process these sites and hold 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 making a City functional and inviting requires that brick, concrete, and asphalt are complemented 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 increasing 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 non-profit, 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 and could help remove contaminants finding their way to the water as well as buffering unsightly industrial uses. Additionally, adding trees along streets, particularly in the downtown and in residential areas, would help capture the many benefits that trees provide. One tool for expanding tree canopy coverage is 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

Rain garden example
Source: University of North Carolina School of Government

collect run-off. This will reduce the amount of water that grey infrastructure handles, purify water that has carried contaminants from the streets and sidewalks, and improves the aesthetics of the area. On major roads or corners that flood, stormwater bump-outs 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 when designed with drainage in mind.

SUMMARY

As a part of the State's largest watershed, the Saginaw Bay Watershed, Beaverton's land use decisions have an impact on water quality. This section largely discusses how to protect water quality and properties from excess stormwater. The City has some remaining wetlands that should be protected, if not by the State, then through the Zoning Ordinance. The floodplains already have relatively little development and it is recommended to remain primarily "untouched" to protect residents, potential property damage, and water quality. Like many cities in Michigan, some sites have underground storage tanks, some of which have leaked. Contaminants can migrate and seep into soil and groundwater en route. For these reasons, green infrastructure is mentioned as one way to capture more water before it hits water bodies or the stormwater system so that it can filtered first, and reduce the amount of polluted water that enters the City's natural and manmade systems.

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9   Naderi J., Kweon B., Maghelal P., " The Street Tree Effect and Driver Safety" The Journal on the Web Feb. 2008 https://www.naturewithin.info/Roadside/Tree&Driver_ITE.pdf

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COMMUNITY SERVICES 5

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 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

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 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-year-olds. 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 to low-cost preschool programs. The

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]

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

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. It also hosts the Mid-Michigan Community Action Agency pre-school program. 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. The BAC also hosts the MidMichigan Health's physical therapy program. Furthermore, the Center partners with regional entities in health and education, including Mid Michigan College and the Arnold Center, providing numerous learning, earning, and volunteer opportunities. Residents can rely on this center for exercise, business, health, education, and socializing.

EDUCATION

The Beaverton School 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] Beaverton students have several unique learning opportunities in that there are a number of student organizations actively involved in the BAC, and Beaverton students are able to take dual enrollment courses to receive college credit from Mid Michigan Community College.

The Beaverton School District will be adding a young 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 are not fully ready for kindergarten yet. Additionally, the District received a State grant under the Marshall Plan in 2019 to create a plastics STEM lab in partnership with Coleman schools and their agriculture program.

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

Beaverton water tower
Source: City of Beaverton

Beaverton hydroelectric dam
Source: Gladwin County Record

to contamination and found that susceptibility is moderate. However, the 2017 water report found that there were no violations found in the samples tested.[7] 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 was refurbished in 1985. 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.[8] There has been a movement nationwide 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 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. 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.

Digital literacy and public access to computers received the lowest scores 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.

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. 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" versus the Detroit Lions.

The Beaverton Area Fire Department started in 1897. Today, it runs on 20 part-time volunteers that covers 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.[10]

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.[11] They host events that bring the community together such as the annual golf outing, "Say Yes to the Dress" prom event, the Christmas Tree lighting ceremony, the Holiday Hunt, the 4th of July Homecoming Celebration with fireworks and a parade, among several others.

COUNTY HAZARD MITIGATION PLAN

Gladwin County completed a Hazard Mitigation Plan in 2016 to establish processes that reduce the impact of potential natural or manmade hazards and strives to establish proactive measures that boost community resiliency. An analysis for all major categories of hazards was conducted and an explanation of actions provided to minimize impacts on human life and property. The actions are categorized by high and medium priority. The plan examines the following areas:

» severe weather
» geological threats
» fires
» floods/droughts
» hazardous materials
» infrastructure problems
» public health emergencies

» transportation incidents
» seasonal population shifts
» civil unrest
» war

It is recommended that the City of Beaverton attend the Advisory Committee meetings when the 2016 plan is updated and to identify projects from the Hazard Mitigation Plan that would help the City alleviate damages should a catastrophe hit and work with the County to learn about options to fund such projects. A common planning example would include securing warming and cooling centers for days with extreme heat or cold which would require the purchase and installation of back-up generators for all municipal buildings and critical facilities.

SUMMARY

For a city of its size, Beaverton is well serviced by education and healthcare institutions. Where there is a shortcoming in daycare, the City is actively inventorying and planning for expanded service.

In terms of infrastructure, the City has some long-term projects to plan for, namely, disconnecting the stormwater and sanitary system and determining the feasibility of dam removal or repairs. The former can be mitigated with strong stormwater practices, especially accounting for the number of footing drains that contribute to the problem.

Thanksgiving Dinner Giveaway Event
Source: Beaverton Police Department Facebook page

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photo credit: Pure Gladwin County

PARKS & RECREATION

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.[1] 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.

36% of adults in Gladwin County are sedentary, and the same percent are obese.

62% have access to exercise opportunities compared to 84% of Michiganders.

MidMichigan Health has a goal to encourage healthy weights and prevent diseases associated with obesity by promoting physical activity services.

Source: 2016 Community Health Needs Assessment "Building Healthy Communities" for Gladwin County

STATE OF MICHIGAN FACILITIES

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 and 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 FACILITIES

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.

CITY OF BEAVERTON FACILITIES

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

TABLE 8: PARK FACILITIES IN BEAVERTON

FACILITY	SIZE (ACRES)	TYPE OF PARK	RECOMMENDED ACRES/1,000
Calhoun Campground	6	Community	5-8 acres
E. Ross Lake Launch	0.5	Community	5-8 acres
Ross Lake Park	6	Community	5-8 acres
Leo Ross Memorial Park	1	Neighborhood	1-2 acres
TOTAL	13.5	ALL	16-26 acres

source: MDNR Guidelines

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 in partnership, rather than in silos.

NON-PROFITS

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 are 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 nonmotorized 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 initiative 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 9: CITY AND STATE PARKS & RECREATION GOALS

CITY OF BEAVERTON 2019 PARKS & RECREATION MASTER PLAN	MICHIGAN DNR COMPREHENSIVE OUTDOOR RECREATION PLAN, 2018-2022
1) Complete improvements to Ross Lake	1) Foster stewardship and conservation
2) Complete improvements to park facilities	2) Improve collaboration
3) Revive recreation programs and partnerships	3) Raise awareness
4) Increase walkability within the community	4) Improve recreational access
	5) Provide quality experiences
	6) Enhance health benefits
	7) Enhance prosperity

TABLE 10: PARK ACCESSIBILITY SCORES IN BEAVERTON

FACILITY	ACCESSIBILITY SCORE
Calhoun Campground	1
E. Ross Lake Launch	2
Leo Ross Memorial Park	2
Ross Lake Park	3

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.

Universal design
Source: playgroundprofessionals.com

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 the scale. 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.

IMPROVED RECREATION 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, paddle boards, and canoes are needed to enable visitors and residents to pursue these forms of recreation. Expansion of 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. The City's Downtown Development Authority plans to finance several of these projects, including improvements to the pavilion, the construction of a boardwalk, and a new playscape.

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 recreation opportunities and improve the community's connections with its neighbors. Some of the proposed nonmotorized trails are links between Beaverton and Coleman, and eventually to the State's Pere Marquette Trail. Additionally, the installation of a nonmotorized connection to Beaverton's northern neighbor Gladwin has started. Known as the Trail of Two Cities, the project was initiated by the Gladwin County Trail Recreation Authority and has been funded by grants.

On a more local level, a Complete Streets ordinance in Beaverton would be a start to improving day-to-day nonmotorized transportation options within the City. Complete Streets 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.[2] An ordinance would incorporate these changes into any new development or to an existing streetscape that is being re-done. Because the design includes wider sidewalks, bike lanes, uniform signage, improved landscaping, and tree canopy coverage, it makes for a more pleasant walking and bicycling environment, and is generally focused on commercial corridors or the downtown. This topic is discussed more in the Transportation section.

SUMMARY

The City recently completed a Parks and Recreation Master Plan with an in-depth inventory and set of recommendations. As much as parks are necessary for its residents' quality of life, they are also destinations for tourists in this near north locale. The City should continue to invest in expanded infrastructure and capacity on parks that draw in visitors, and continue to invest in trail connectivity.

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MAP 5: COMMUNITY FACILITIES

COMMUNITY FACILITIES

BEAVERTON TOWNSHIP

TOBACCO TOWNSHIP

Ross Lake Park

LANG

PORTER

SEARS

CAMPBELL

CENTER

Ross Lake

BROWN

SEELEY

Police Department

City Hall

BROWN

Department of Public Works

SAGINAW

KNOX

3RD

Leo Ross Memorial Park

CHURCH

Beaverton Activity
Center

1ST

2ND

DOANE

4TH

TONKIN

GLIDDEN

PARK

Beaverton Elementary
School

BEAVERTON TOWNSHIP

TERRY DIANNE

Beaverton
High School

18

TOBACCO TOWNSHIP

City of Beaverton

Parcel Boundaries

Data Sources: Michigan Open Data Portal, Gladwin
County GIS

0   500   1,000
Feet

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TRANSPORTATION

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 M-61 to the north and US-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.[1] 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

Transportation

4583

18

7336

LANG

Ross Lake

BEAVERTON TOWNSHIP

TOBACCO TOWNSHIP

PORTER

SEARS

CAMPBELL

CENTER

BROWN

SEELEY

SAGINAW

CHURCH

TONKIN

BROWN

KNOX

3RD

1ST

2ND

DOANE

4TH

GLIDDEN

PARK

TERRY DIANNE

BEAVERTON TOWNSHIP

18

TOBACCO TOWNSHIP

5610

City of Gladwin	Minor Arterial
#### Annual Average Daily Traffic	Major Collector
	Local
	Unclassified

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

0   0.17   0.35
Miles

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 over maintenance on this road. Local roads are paid for and managed by the City.

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.[2] 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 for transportation

infrastructure as a major weakness facing the region's economy.[3]

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.[4]

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.[5]

EMCOG also reported that public transportation "does not adequately serve the region's workforce and adult education needs."[6] 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).[7]

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.[8] 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.[9]

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.[10] 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 outside of the automobile. The City's downtown along Brown Street include vegetation, street trees, and 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, benches and seating set back from the street, and bike lanes between residences and common destinations. In 2019, the City of Beaverton's DDA created plans to improve

the community's connections with local and regional nonmotorized transportation networks between downtown and neighborhoods, new trailhead facilities, and improved linkages with long-distance trails outside of the City.

A well-connected and well-maintained sidewalk network is essential to city living. 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 network 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.[11]

In 2010, Complete Streets legislation passed in Michigan that requires the MDOT to consider multi-modal features with new road construction. The City of Beaverton has not yet adopted a formal Complete Street policy, which would be a good first step in educating the public on the importance of investing in multi-modal streets and create a standard for new development and infrastructure upgrades to follow. Having transportation options provides healthier ways to get around, reduces our carbon footprint, and help families struggling with vehicle-related costs to reduce their expenses.

SUMMARY

Michigan has poor quality roads, and in Beaverton only two are eligible for federal funding. Moreover, limited transportation options is hard on workers without personal vehicles. What a City can focus on, since the former issues are beyond their control, is the incremental construction a Complete Streets network that makes travel easier for all users.

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ECONOMIC DEVELOPMENT ⑧

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.[1] According to the report, major challenges through 2040 include lack of lodging options to support the tourism industry, 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 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 such 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 region 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.[2] 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 percentage points 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 county 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 11: ECONOMIC INDICATORS IN GLADWIN COUNTY

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

Source: American Fact Finder – American Community Survey 2010 and 2015, Federal Reserve Bank of St. Louis, United Ways of Michigan 2017 ALICE report

TABLE 12: MAJOR EMPLOYERS IN GLADWIN COUNTY

EMPLOYER NAME	INDUSTRY TYPE	EMPLOYEES	LOCATION
Saint-Gobain Plastics	Manufacturing	300	Beaverton
Gladwin Community Schools	Education	250	Gladwin
Brown Machine	Manufacturing	228	Beaverton
MidMichigan Health	Healthcare	187	Gladwin & Beaverton
East Jordan Plastics	Manufacturing	170	Tobacco Township
Gladwin Pines Nursing and Rehabilitation Center	Healthcare	146	Gladwin
Beaverton Schools	Education	135	Beaverton
Loose Plastics	Manufacturing	110	Gladwin

Source: Primary Employers

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%) 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 US 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 yet already 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 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 table "Major Employers in Gladwin County" shows more specifically the name of the employers and the most up-to-date figures on how many workers are employed.

The ratio of manufacturing to retail jobs in the County sits at about 2.1

FIGURE 8: INDUSTRIES IN GLADWIN COUNTY
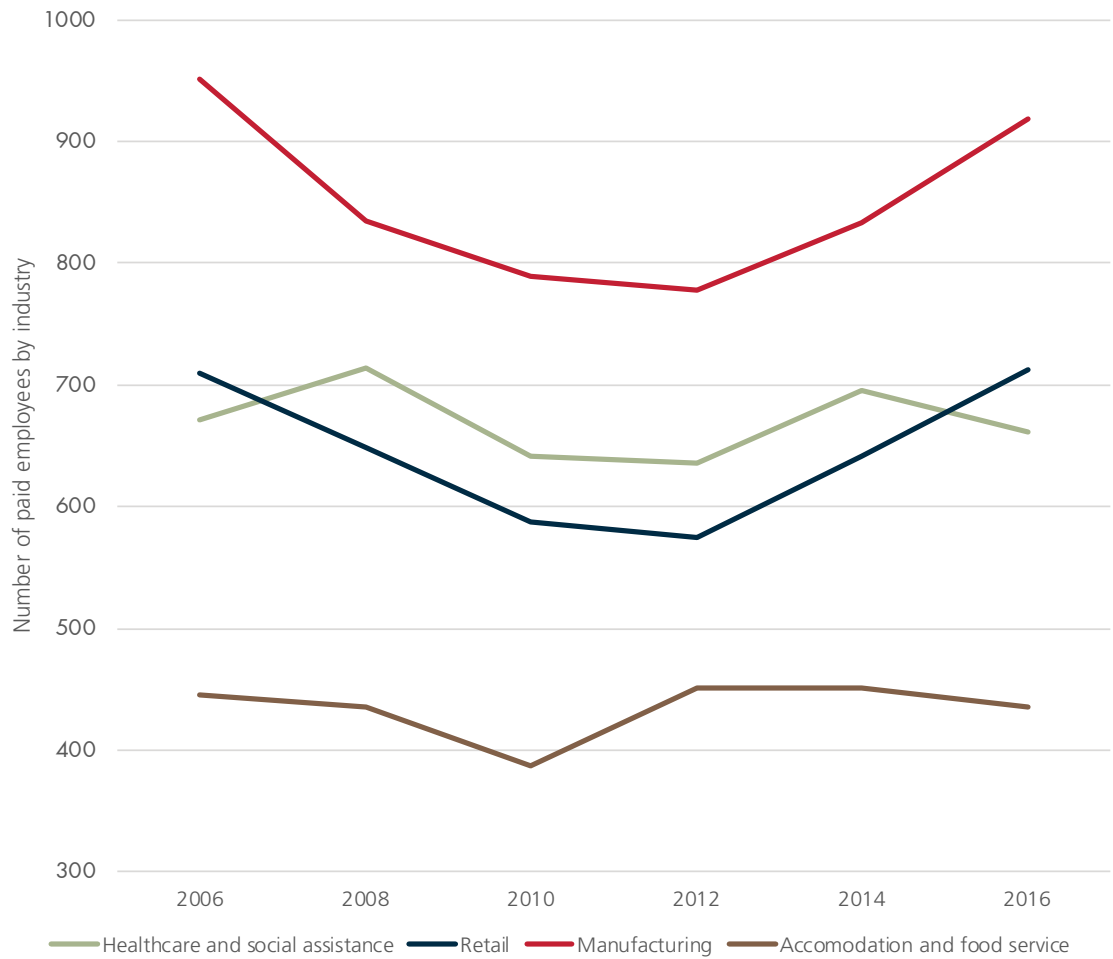
Source: American Fact Finder - County Business Patterns

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.

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, includes 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 percentage points 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 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.

GENERATION (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 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 2018 Esri Business Summary Report. When wages are discussed, they are at the County level; small sample size renders city-level data 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.[5] 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 constitute 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 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 sectors have the advantage of higher earnings. The median annual income among Gladwin County residents employed in manufacturing was over 25% 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]

Modern 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

TABLE 13: EMPLOYMENT SECTORS

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

Source: ESRI Business Summary, 2016 ACS 5 Year Estimates (Table 2413)

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 curricula, and employers will likely be key in promoting the workforce training necessary to support new manufacturing in the region.

MANUFACTURING EXPANSION

Beaverton is known as the "thermoforming capital of the world" and was awarded $1.45 million from the U.S. Economic Development Administration to expand and improve its industrial park. Along with local funding, this expansion will save hundreds of jobs and create 70 more. Much of this expansion will house the growing St. Gobain company that produces performance plastic.[10] As a part of the "plastic zone," Beaverton continues to make long-term investments in the infrastructure needed for this industry to solidify its locational advantage to produce plastic, the next step is to ensure that local talent is trained to take on such jobs.

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 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."[11] 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.[12] Considering the opportunities to leverage growth in this

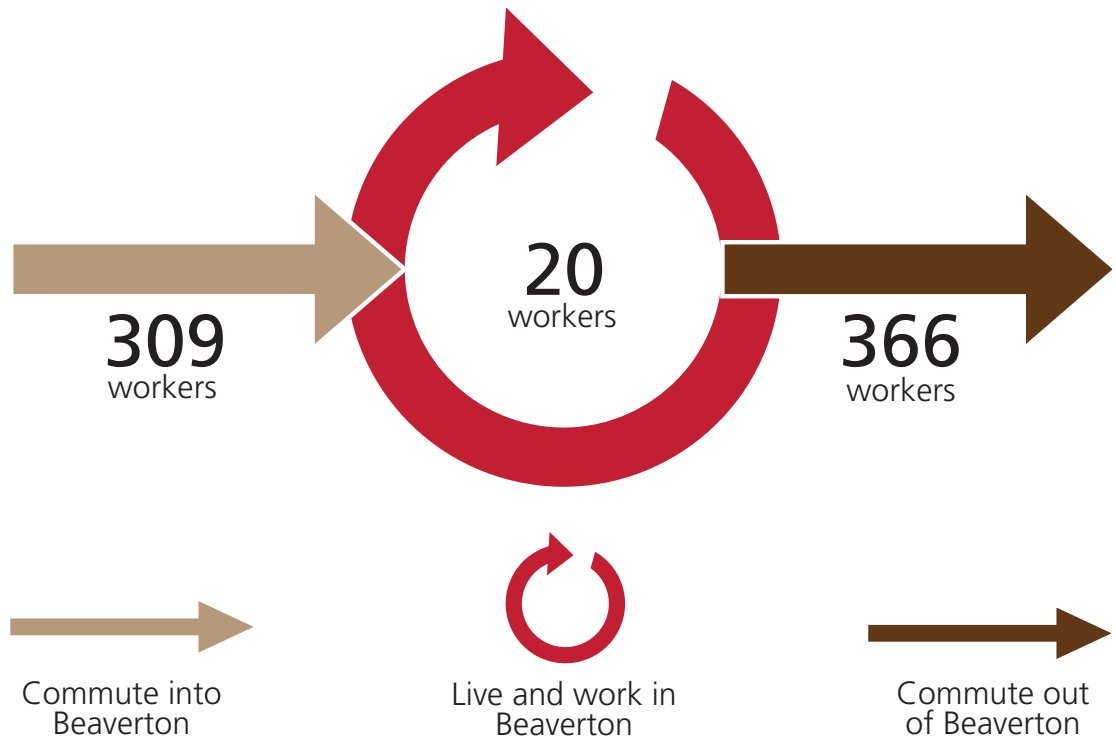FIGURE 9: COMMUTING PATTERNS IN BEAVERTON

309 workers

20 workers

366 workers

Commute into Beaverton

Live and work in Beaverton

Commute out of Beaverton

TABLE 14: BEAVERTON RESIDENTS IN THE LABOR FORCE

	CITY OF BEAVERTON
RESIDENT LABOR FORCE	
Percent of residents in the labor force	47.9%
Number of residents in the labor force	451
Labor force unemployment rate	9.8%
Number of employed residents	407
PERCENT OF EMPLOYED RESIDENTS BY INDUSTRY	
Agriculture, forestry, fishing and hunting, and mining	0.5%
Construction	2.7%
Manufacturing	34.6%
Wholesale trade	5.9%
Retail trade	9.1%
Transportation and warehousing, and utilities	2.0%
Information	3.2%
Finance and insurance, and real estate and rental and leasing	3.7%
Professional, scientific, and management, and administrative and waste management services	2.7%
Educational services, and health care and social assistance	17.2%
Arts, entertainment, and recreation, and accommodation and food services	17.0%
Other services, except public administration	1.5%
Public administration and industries not classified	0.0%

Source: American Fact Finder – American Community Survey 2017

emerging sector, the City of Beaverton should deploy 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 US 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.

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.

BEAVERTON RESIDENTS - EMPLOYMENT SECTORS

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 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%).

THE NEW ECONOMY

Michigan has long held the manufacturing legacy, and as the economy continues to grow, more of those jobs are opening up in the short-term. However, the State has been burned before during recessions where

manufacturing comes to a stand still. The severity of the effects on households has taught economic developers to broaden their economic profile to include sectors that are expected to grow so that it can achieve a balanced and resilient job base. New economy jobs are often related to modern technology, knowledge-seeking, and service providing as opposed to extractive, manual labor that produces physical commodities.

Some of the new economy sectors as outlined by the Michigan Economic Development Corporation are listed below and represent jobs in creative and research fields but still include manufacturing that is on a smaller scale, can fit in a downtown, and makes more customizable, higher-end products. The problem in smaller rural cities has been the necessary workforce training and education to access these jobs, and the lack of it is likely why many of them move to larger cities that already have this human infrastructure in place. These sectors are often considered an essential part of the future economy because they are less likely to be outsourced to cheaper labor abroad.

NEW ECONOMY SECTORS

- » Alternative energy
- » Breweries/distilleries
- » Indoor recreation
- » Film
- » Research
- » Heavy arts
- » Maker's space
- » Information technology
- » Small scale manufacturing

RETAIL MARKET ANALYSIS

One major concern for the economic health and vitality of downtown business 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 Business Analyst software aggregates demographic, payroll, and public consumer data to estimate spending. 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 quantifies in dollars surplus and leakage within a community and compares supply and demand within retail markets.

Beaverton businesses attract customers from outside the community for few retail sectors, but one major automotive-related industry, gasoline stations, rakes in more money than the rest. Customers buying everyday types of products 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.

Welcome to Beaverton banners

TABLE 15: TOP SURPLUS MARKETS

INDUSTRY	SURPLUS (DOLLARS)	NUMBER OF ESTABLISHMENTS IN BEAVERTON
Gasoline stations	2,956,915	2
Health and personal care stores	1,857,183	3
Food and beverage stores	1,305,938	3
Beer, wine, and liquor stores	1,059,211	2
Used merchandise stores	756,752	2
Grocery stores	480,630	1
Miscellaneous store retailers	313,836	7
Florists	72,003	1

Source: ESRI – Retail Market Profile

TABLE 16: TOP 10 LEAKY MARKETS

INDUSTRY	LEAKAGE (DOLLARS)	NUMBER OF ESTABLISHMENTS IN BEAVERTON
Motor vehicle and parts dealers	5,627,739	1
Automobile dealers	5,024,041	0
General merchandise stores	2,918,602	2
Department stores	2,624,115	0
Building materials, garden equipment, and supply stores	1,886,532	1
Buildings materials and supplies dealers	1,704,688	1
Clothing and clothes accessories stores	866,313	1
Electronics and appliance stores	768,831	0
Sporting goods, hobby, book, and music stores	656,303	0
Auto parts, accessories, and tire stores	649,710	1

Source: ESRI – Retail Market Profile

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.

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. 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 and DDA should consider investing in converting those units to apartments or condos in and near the downtown. 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 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.[13] 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 maximums should be considered, rather than parking minimums to align with the program's best practices.

In general, the downtown would also be enhanced if building design followed a consistent architectural theme. The downtown's structure is ideal as buildings have zero setbacks, 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 and consistently enforced, and that façade improvements are focused on bringing stylistic cohesion to the downtown.

In 2019, the Beaverton Downtown Development Authority published a new development and tax increment financing plan, which defines a list of projects to enhance the City's commercial districts. One major effort is the creation of a prominent plaza downtown to function as a focal point, which the organization plans to implement before 2029. The DDA could consider the property behind City Hall as a potential site for this space. Accessibility to downtown from outside the district could be improved, and to do this, the DDA plans renovations to public parking and to create pedestrian linkages with neighborhoods and long-distance trails. The organization also plans other programs designed to alleviate downtown vacancy and retain employers, including a business attraction and retention program and marketing and promotion of events. The business attraction initiative will involve coordinating with state and regional partners to attract businesses to fill commercial gaps in the community including real estate brokers, dentists, and attorneys' offices. These programs are planned for the decade following 2019.

The DDA also plans long-term improvements, including the creation of gateway signage at entrances to downtown, the installation of decorative "bump-outs," and the construction of public street furniture on sidewalks. These projects are planned for the years 2029 and 2038. The DDA also plans other initiatives downtown in this time frame, including commercial façade and parking lot improvement programs, which will provide design assistance and favorable financing terms to property owners undertaking these projects.

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 enforces design standards that provide an experience whereas state trunk lines, like M-18, that the City has less control 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.

The City of Beaverton DDA's district also encompasses the M-18 corridor, and the organization has several projects in its 2019 tax increment financing plan to enhance the area. Improvements along M-18 north of Brown Street will focus on recreational development at Ross Lake Park, including the addition of restrooms, pavilions, public spaces, and a new playscape and boardwalk, among others. These projects align with the

community's 2018 recreation plan. South of Brown Street, the DDA's projects will enhance the commercial environment by beautifying the streetscape and enhancing accessibility to properties. Specific projects to strengthen the southern corridor include the creation of sidewalks and nonmotorized paths, landscaping, and the construction of decorative and pedestrian-scaled lighting.

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.[14]

Beaverton's industrial park is also located within the Downtown Development Authority's tax increment financing district. Much of the industrial park is included within the entity's larger district, which also encompasses downtown and the M-18 corridor, while the Saint Gobain facility and the adjacent industrial parcels are within a smaller, separate district. The DDA plans improvements to enhance commerce in the industrial park using future increases in tax revenue in both districts. These projects could include supporting the financing and construction of sidewalks, utilities, and roads in the industrial park. The DDA also plans to use tax increment financing revenue to support job training programs and the creation of spec buildings in the industrial park, which will further incentivize development.

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.[15]

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 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.[16]

BEAVERTON DOWNTOWN DEVELOPMENT AUTHORITY

The City of Beaverton's Downtown Development Authority (DDA) is a local board with the stated purpose to strengthen the character and economy of the downtown. The organization undertakes 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.[17] 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.

The DDA's 2019 financing and development plan puts forward a list of programs and projects to improve Beaverton's downtown and commercial corridors. The plan forecasts annual increases in tax revenue to the DDA from properties in the organization's two tax increment financing districts. The future revenue increases will be used to finance the projects, and correspondingly, the scope of the projects and their associated costs were determined using these forecasted increases.

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.[18]

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.[19]

MID MICHIGAN 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 College, which is located roughly 25 miles northwest of Beaverton, offers an array of industry-

Downtown Beaverton clock

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.[20]

REGIONAL EDUCATION SCHOOL DISTRICT

The Clare Gladwin Regional Education School District received $1.2 million from the Marshall Plan, a program designed to build and expand Michigan's talent pipeline, which includes funding for professional trades. The grant money will be used to acquire modern equipment, upgrade technology, hire staff to assist students, and establish externship programs primarily for CTE students. To submit the grant application took wide scale support and effort from 30 organizations.[21]

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.[22]

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.[23] 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 Mid-Michigan 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.[24]

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 development processes 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 then proactively market 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.

SUMMARY

Beaverton, and the region, face several economic challenges as laid out in EMCOG's 2016 Comprehensive Economic Development Strategy. While the area has a diverse economy, the wages are low and the youth tend to leave upon graduating high school. Beaverton has seen recent expansion in manufacturing but longer-term goals are discussed such as placemaking to help retain talented workers. Another problem uncovered was that residents often leave to shop elsewhere, leaving a gap of millions of dollars uncaptured locally. This data reveals how much potential there is in the City to start and manage a retail business in one of the "leaky" sectors. Redevelopment is also touched on. Rethinking how the City approaches development, from passively to proactively. To do the due diligence on properties with potential and market the vision to reputable developers and investors could help fill vacant parcels and properties.

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IMPLEMENTATION

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, why, and how to achieve collective priorities. The strategies outlined in the Master Plan are reflective of the inventory, community engagement, and research conducted, and then reconciled with the City's capacity to implement. The action plan is divided by major themes that emerged during the process, and each action is attached to a lead party, a supporting party, and a time frame 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 aspirations 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 desires quality housing options for residents throughout their life cycle in safe neighborhoods, a downtown with a variety of entertainment options that draws people from the region, and protected natural assets that define its "near north" appeal.

BEAVERTON'S VISION	GOALS		
	Broad-based goals that push Beaverton towards its vision	OBJECTIVES	
		Statements that clarify more concretely the purpose of the goal	ACTION
			Specific strategy that the City and supporting partners can do to accomplish overarching goals and objectives
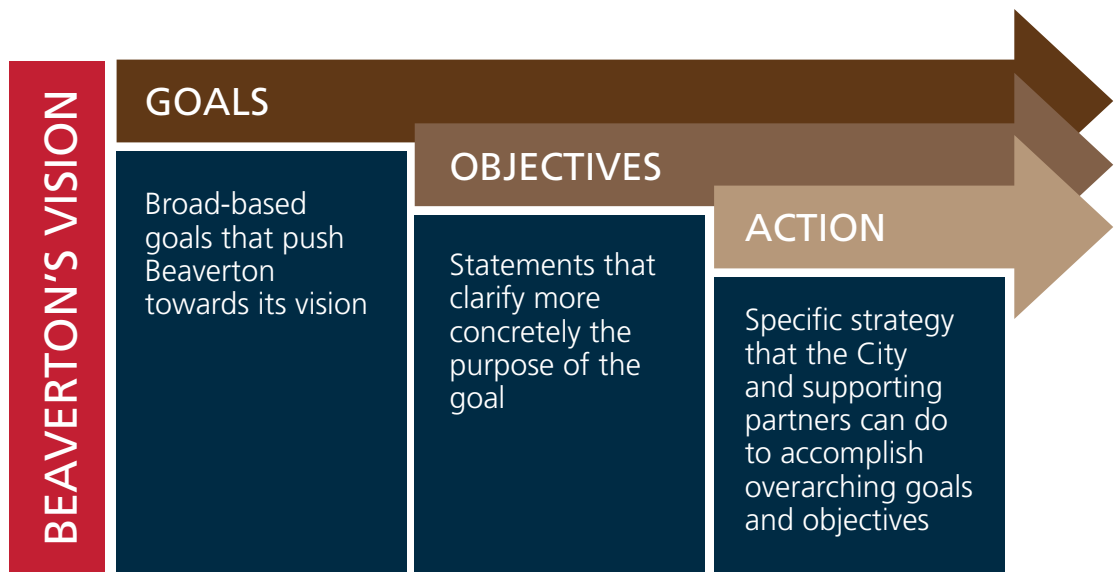
COMMUNITY ENGAGEMENT RESULTS

The results of the visioning session are summarized 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 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 they allowed residents to imagine what could be and how 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 select actions the City should take to reach that vision. Attendees sat in groups of four to six 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, responses were analyzed and grouped into categories (outliers excluded) to capture the major themes mentioned; 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 evaluate responses that were commonly written – popular among the residents – and which ones were prioritized.

CURRENT PERCEPTION OF BEAVERTON

During the visioning session, attendees were asked to describe how they view Beaverton 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 Beaverton is community-minded, the execution of BAC serving as the prime example. It was 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 was an acknowledgment that the City has economic challenges; despite growth in manufacturing, Beaverton struggles to fill vacancies.

BEAVERTON'S FUTURE

The question "What does Beaverton look like 10 years in the future?" was constructed for the community to conceptualize what would make the City a better place to live. After each group

FIGURE 10: ONE WORD DESCRIBING BEAVERTON NOW

TABLE 17: COMPARATIVE COLLECTIVE PRIORITIES

		4TH OF JULY INTERCEPT	VOTES	JUNE 4TH ATTENDEES	VOTES
TOP PRIORITIES	1	Top school in [the] region	70	Suitable and sustainable housing market	10
	2	More restaurant variety (bar)	68	Top school in [the] region	7
	3	Increased student enrollment	54	Increase youth activities	7
	4	Live and work in Beaverton	50	Optimize available land [in the city]	6
	5	Increase the housing supply	45	Live and work in Beaverton	6
	6	Suitable and sustainable housing market	44	Recreation destination [for] waterway[s]	5
	7	Increase youth activities	43	Affordable childcare	3
LOWER PRIORITIES	8	Raise housing quality for all income groups	40	More restaurant variety (bar)	2
	9	Recreation destination [for] waterway[s]	27	Raise housing quality for all income groups	2
	10	Affordable childcare	25	Increase the housing supply	0
	11	Age in Place	22	Age in Place	0
	12	Optimize available land [in the city]	17	Increased student enrollment	0
	13	Other	22	N/A	
	14	Fill vacant properties on [the] waterfront	7	Fill vacant properties on [the] waterfront	0

brainstormed and voted, they shared their top three answers with the group at large. Each group's top three answers were recorded for everyone to see at the front of the room. Once the list was compiled, each visioning participant voted on their top three priorities, which became the "collective priorities." The top three priorities were transferred back to the original smaller groups to brainstorm projects, barriers, and potential partners for each of the three collective priorities.

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 between both groups in the highest vote earners.

Among the 14 total priorities (including "other"), there is substantial overlap among the top votes. The following priorities were chosen at 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 tenet of Beaverton's desirability. It also explains that housing, the lack of supply and diversity of options, is a major concern. The results from visioning exercises will be discussed in more detail where they fall into their respective goal categories.

GOALS, OBJECTIVES, AND ACTION PLANS

The following section 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 time frame was also selected to ensure that goals are scheduled so that it can be coordinated with the budgeting cycles.

LEAD PARTY

This person/organization is the face of this action, the primary coordinator of tasks, and the initiator of research, analysis, and assembling the team necessary for implementation

SUPPORTING PARTY

This person/organization assists the lead party by attending meetings to stay up-to-date on the project, and providing support in areas where he/she/they have expertise or capacity (i.e. marketing, research)

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 between $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 may be necessary 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.

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.

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 fewer inspections and focus attention on landlords that have substandard homes.

The housing condition analysis that was conducted in the fall of 2019 rated the condition of homes' exteriors and found that only about a dozen were considered in poor condition. However, about half of these structures are located on Brown Street, near or in the City's downtown, which makes them more visible. Equally important are the number of homes in fair condition. Between 40 - 50 homes fell into this category, which, depending on the owner's ability to make repairs, are subject to falling into the "poor" category. Equal focus should be paid to these homes as there is a larger concentration of them that could be months away from blight without additional assistance.

GOAL: Expand housing options to
include a greater diversity of formats
that accommodate all ages and
income levels 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 18: HOUSING ACTION PLANS

ACTION	LEAD PARTY	SUPPORTING PARTY	TIME FRAME
Encourage residential development to follow existing grid pattern	Planning Commission	Consultant	Ongoing
Reduce minimum lot size requirements in R-1	Planning Commission	Consultant	1-2 years
Update the residential zones to expand opportunities to include missing middle housing types for market rate rental and homeownership	Planning Commission	Consultant	1-2 years
Identify available land and share the Housing Needs Assessment results to market to reputable developers for homes and developments that meet the target markets needs	City Manager	Assessor	1-2 years
Permit senior living dwelling units in mixed-use zones	Planning Commission	City Manager	1-2 years

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 and renters accountable for ongoing property maintenance

3. Assist property owners in need with property and yard maintenance

ACTION	LEAD PARTY	SUPPORTING PARTY	TIME FRAME
Develop a residential blight ordinance and enforce consistently	Planning Commission	County Building Dept	2 years
Develop a rental inspection program	City Manager	County Building Dept	2 years
Create a one-page handout and distribute to homeowners that details all of the available programs to help with housing maintenance	Fellow/Intern	MSHDA, USDA	2 years
Apply for home repair grants and target neighborhoods with high concentrations of blight	City Manager	MSHDA, USDA, GCCF	Ongoing

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 commitment to 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-thirds 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. The outcome is a shrinking youth population, and efforts to change that trajectory should begin now before the age pyramid is too imbalanced to repair.

Beaverton's 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.

Youth activities at the Beaverton Branch Library.
Source: Pure Gladwin County

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 (i.e. housing options).

2. Work with the school district to identify opportunities for youth to work on City projects throughout their childhood, adolescence, and young adulthood.

GOAL: Provide affordable childcare and after school options for Beaverton families

1. Make a long-term investment in retaining youth by providing families quality and affordable childcare options.

2. Work with local providers to expand childcare hours that accommodate "after hours" work schedules.

TABLE 19 : YOUTH ACTION PLANS

ACTION	LEAD PARTY	SUPPORTING PARTY	TIME FRAME
Youth Retention & Engagement			
Modernize communication efforts to match Generation Z's preferences for social media	Fellow/Intern	Volunteers	1-2 years
Meet with high school students regularly in person to incorporate their values into planning efforts	City Manager	Fellow/Intern	Annually
Continue to work with the education system and non profits to enact new learning opportunities for area youth	City Manager	School district	Ongoing
Create a Youth Advisory Council that meets regularly with the City Council to discuss issues concerning them	City Council	School district	1 year
Identify local projects that the youth can assist, organize, and/or lead that accomplish City goals	All departments	School district	Ongoing
Childcare			
Inventory the number of childcare openings available to Beaverton residents	Fellow/Intern	Childcare providers	1-2 years
Share results with local employers and childcare providers	Fellow/Intern	Employers	1-2 years
Identify sites where childcare is permitted and market them to local providers	Fellow/Intern		2 years

DOWNTOWN

One of the top priorities from the 4th of July survey was the desire for a greater variety of 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 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 retail analysis demonstrates that the value of sales that "leak" outpaces the community's surplus by about a three to one ratio across all retail markets analyzed. An estimated $22.4 million leaks annually from the top 10 markets alone.

The Downtown Development Authority (DDA) is the body that oversees downtown improvements using tax increment financing. Building density in the downtown is one strategy for building a clientele for local businesses and easing cash flow concerns for building owners. 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 investigate the need for additional professional support.

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, and updated signage, among other things. Some other recommended improvements are to install art in public spaces, fence and landscape parking lots, improve wayfinding along M-18 to direct passers-by to the downtown, continue to improve the public realm through design standards, and create coordinated events that draw people downtown.

Downtown festival
Source: Pure Gladwin County

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 20: DOWNTOWN ACTION PLAN

ACTION	LEAD PARTY	SUPPORTING PARTY	TIME FRAME
Evaluate the need for an additional support professional	DDA	City Manager	2 years
Connect building owners converting second story units to resources	DDA	Fellow/intern	Ongoing
Invest in public wifi downtown	DDA	City Manager	3-5 years
Commission community art groups for beautification projects	DDA	GCCF	2 years
Work with existing organizations to plan and coordinate regularly scheduled events that extend business hours and take place year-round	DDA	Chamber of Commerce, BABA	Ongoing
Convert the waterfront on Ross Lake into a mixed-use development	DDA	City Manager	3-5 years
Improve wayfinding on M-18 to direct passers-by to downtown destinations	DDA	MDOT	2-3 years
Install a pavilion for the farmer's market at Ross Lake Park	DDA	City Manager	2-3 years
Create a parking plan to address limited parking for downtown residents as properties that become available	DDA	Consultant	2 years

4th of July festival banner

ECONOMIC DEVELOPMENT

Economic development extends beyond the downtown. For example, the Eastern Michigan Council of Governments' Comprehensive Economic Development Strategies focus 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 continues to work 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 such as the City's partnership with the Gladwin County EDC.

It is also worth investigating how to draw "new economy" jobs to the area. EMCOG's Comprehensive Economic Development Strategy 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. As a recipient of funding from the Marshall Plan, the region is continuing to invest in college and technical education to fill the jobs that are available now, and provide additional training for some new economy jobs. Because of the concentration of plastics jobs in the area, the City can continue to build up its competitive advantage so that when they expand, they choose Beaverton.

High-skilled youth require new forms of 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 Redevelopment Ready Communities®, the City must not only compile basic information about properties that are vacant, abandoned, or underutilized but 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.

Saint-Gobain Performance Plastics facility construction.
Source: Pure Gladwin County

GOAL: To reduce commercial and industrial vacancy

1. Diversify the local economic profile by investing in strategies that support current and future employment sectors.

2. Promote existing sites and opportunities for redevelopment widely.

3. Invest in 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. Work with education partners to create and support endeavors that train the local workforce

TABLE 21: ECONOMIC DEVELOPMENT ACTION PLANS

ACTION	LEAD PARTY	SUPPORTING PARTY	TIME FRAME
Talent Development			
Market and incentivize career tours and co-op experiences to high school students	School district	City, MiWorks	1-2 years
Align career and technical training with available jobs in Beaverton through education partnerships	School district	Employers, MiWorks	2-3 years
Build relationships with nearby colleges, universities, and technical training centers to market job opportunities available in Beaverton	City Manager	DDA, MiWorks	Ongoing
Work with local employers to develop a summer youth co-op program and work experience	Fellow/Intern	School district, Employers	2-3 years
Utilize resources like the Small Business Development Center to assist businesses with business plans, strategy, and networking	BABA	SBDC, Chamber of Commerce	Ongoing
Identify a Beaverton resident to serve on the Gladwin Chamber of Commerce	City Council	Chamber of Commerce	1 year
Redevelopment Potential			
Gather information about the site and create a vision for that property	Assessor	City Manager, Planning Commission	1 year
Create a property information package and market online to reputable investors	Assessor	City Manager, Planning Commission	1 year
Become Redevelopment Ready Certified » Establish green infrastructure standards to mitigate stormwater impacts » Update parking standards to be more flexible » Update the Zoning Ordinance to be user-friendly » Provide an approval process that is clear, efficient, and timely » Update the Zoning Ordinance to comply with the legislation and court decisions	City Manager, Planning Commission	RRC Planner	2 years

ACTION	LEAD PARTY	SUPPORTING PARTY	TIME FRAME
Tourism			
Follow new branding to boost tourism	All departments		Ongoing
Work with other organizations to create a tourism map and distribute through regional institutions	Fellow/Intern	Chamber of Commerce	1-2 years
Conduct a feasibility study for lodging options	City Manager	Consultant	2-3 years
New Economy			
Amend the Zoning Ordinance to permit new economy uses	Planning Commission	City Manager	1-2 years
Induce demand for solar energy by permitting panels on residential, commercial, and industrial structures	Planning Commission	City Manager	1-2 years
Consider where to locate a co-working, incubator, and/or maker space for the self-employed and entrepreneurs	Planning Commission	City Manager, DDA	1-2 years
Develop a spec building to attract new industry	City Manager	City Manager	1-2 years

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 destinations, 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 gained traction for improving design standards that make cities more walkable and safer for all its users.

Under existing circumstances, drainage capacity is insufficient and causing flooding. From a planning perspective, cities must be prepared with expanded capacity to handle heavy rainfall. Some of these efforts may include upgrading 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.

Existing parking lot landscaping
Source: Pure Gladwin County

GOAL: To maintain and install high-quality roads, sidewalks, and trails

1. Provide public rights-of-way that accommodate vehicles, pedestrians, bicyclists, transit, and disabled persons.

TABLE 22: INFRASTRUCTURE ACTION PLANS

ACTION	LEAD PARTY	SUPPORTING PARTY	TIME FRAME
Train DPW on the PASER system and conduct assessments of roads and sidewalks on an annual basis	DPW		1 year
Prioritize and budget for new installation and the reparation of roads and sidewalks in the poorest condition	DPW	City Council	Annually
Close any gaps in the sidewalk network	DPW		3-5 years
Incorporate AASHTO's guidelines for accessibility into the ordinance for the installation of new sidewalks	DPW	Consultant	1-2 years
Install bicycle racks at popular destinations	DPW	Volunteers	2-3 years
Establish and maintain street and sidewalk design standards for new development	Planning Commission	City Manager	1-2 years
Work with the school district to apply for Safe Routes to School funding	City Manager	School district	1-2 years
Inventory lighting, benches, landscaping, wayfinding, and access points to the street network to determine where to make pedestrian improvements	Fellow/Intern	Volunteers	Ongoing
Draft and approve a Complete Street ordinance or policy	Planning Commission	City Council, City Manager	1-2 years
Identify projects from the Gladwin County Hazard Mitigation Plan to initiate and work with the County to seek funds to complete identified projects	City Manager	Gladwin County	2-3 years

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

1. Invest in strategies that expand the City's capacity to handle stormwater.
2. Update zoning ordinances and land use policy to mitigate the impacts of flooding.

ACTION	LEAD PARTY	SUPPORTING PARTY	TIME FRAME
Separate the last connection where the stormwater and sewer system intersect	DPW, Water and Sewer		5 years
Determine how many homes have drains and to what extent they are contributing to stormwater system overloads	Water and Sewer		2-3 years
Use the Zoning Ordinance to incentivize homeowners to plant rain gardens and/or use rain barrels to capture rain	Planning Commission	City Manager, Water and Sewer	2-3 years
Expand tree canopy coverage in highly impervious areas of the City and riparian areas	DPW	Volunteers	5-10 years
Identify flood prone areas and update the ordinance to require that pervious pavement is used in these areas	DPW, Planning Commission	City Manager	3-5 years

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 be 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 County Community Health 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 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.

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 23: RECREATION ACTION PLANS

ACTION	LEAD PARTY	SUPPORTING PARTY	TIME FRAME
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	Parks and Recreation Commission	City Manager, City Council	3-5 years
Invest in the infrastructure recommended in the 2019 Parks and Recreation Master Plan to increase Calhoun Campground occupancy	Parks and Recreation Commission	City Manager, City Council	3-5 years
Build a database of volunteers and identify projects that they can do to assist the City	Parks and Recreation Commission	Fellow/Intern	Ongoing
Work with the school district to improve recreation amenities on school campuses for the public to access	Parks and Recreation Commission	School district	2-3 years

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.

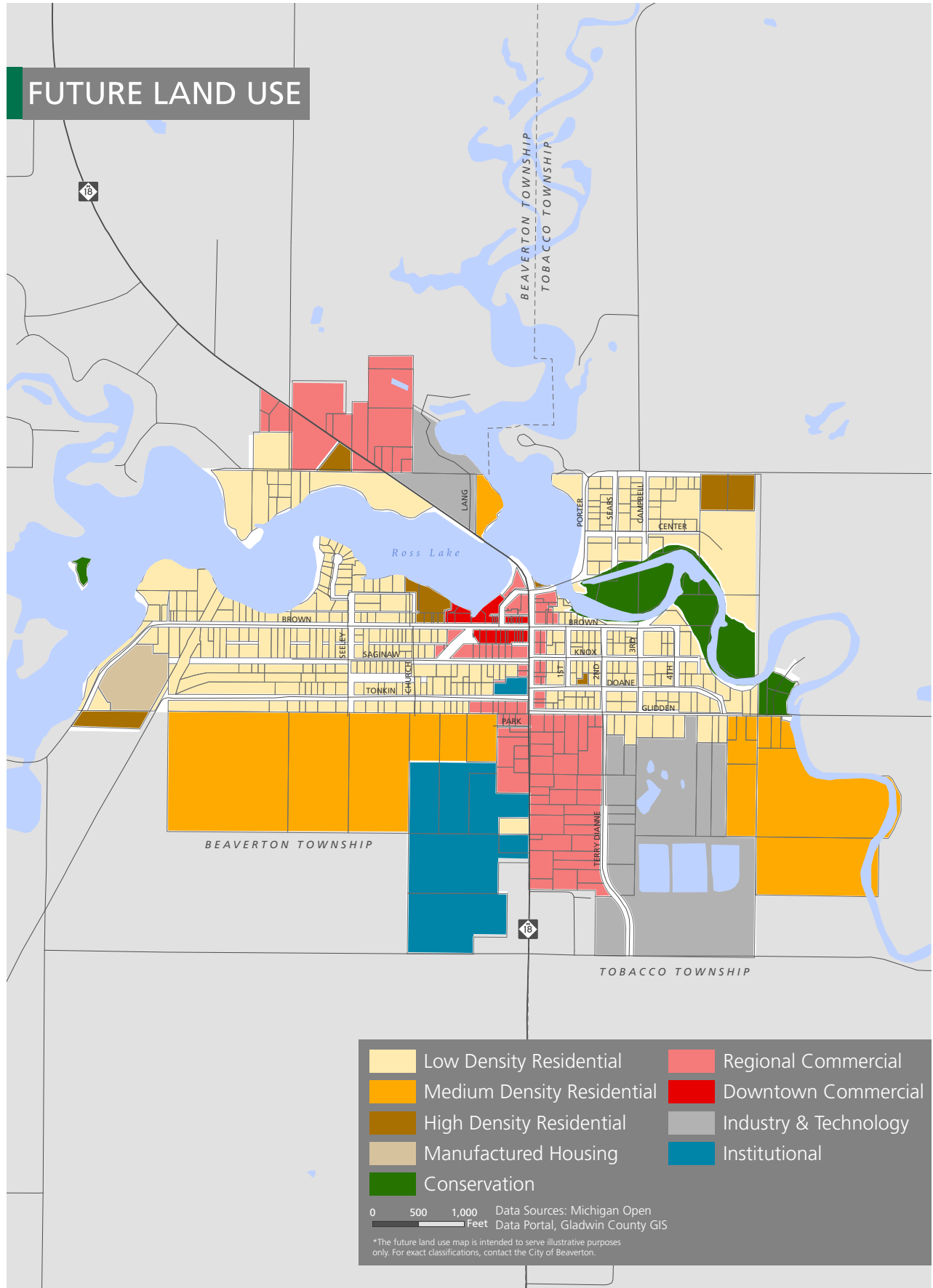| ACTION	LEAD PARTY	SUPPORTING PARTY	TIME FRAME
River "Blue" Trails			
Complete a water quality study for Ross Lake to include dredging and the source of pollution and how to mitigate it	City Manager	Consultant, EGLE	1-2 years
Develop strategies with Consumer's Energy and other entities to determine sites in Beaverton that could become part of a regional trail system	Parks and Recreation Commission	Consumer's Energy	Ongoing
Stabilize the eroding shoreline of Cedar River and Ross Lake	DPW	EGLE	Ongoing
Remove fallen trees and blockages from the waterway	DPW		Ongoing
Apply for MDNR grants to establish ADA-compliant kayak/canoe launches	Fellow/Intern	MDNR	Annually
Install a canoe portage to increase safety as users navigate around the existing dam on the Tobacco River.	DPW	Consultant, MDNR	2-3 years
Land "Green" Trails			
Acquire easements along the proposed Coleman Rail Trail according to the specifications in the Bicycle and Pedestrian Trails Master Plan	City Manager	City Council	Ongoing
Continue installing the Trail of Two Cities	City Manager	City of Gladwin	Ongoing
Plan connection from Beaverton to the Pere Marquette Trail	Parks and Recreation Commission	Consultant	2-3 years
Install amenities that facilitate use such as signs, benches, water refill stations, lighting, and trash and recycling receptacles along trails	DPW	Volunteers	As trails are completed

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, which is designed to be parcel-by-parcel map to enforce the legally binding Zoning Ordinance, the FLUM provides 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 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.

TABLE 24: FUTURE LAND USE DESIGNATIONS AND PROPOSED CHANGES

FLUM DESIGNATION	CORRESPONDING ZONE	INTENT OF PROPOSED CHANGE
Agriculture Residential	New	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
Low-Density	R-1	The intent of this zone is to preserve low-density single-family neighborhoods
Medium-Density	New	The intent of this zone is to provide a more compact neighborhood that integrates single-family housing with denser units
High-Density	R-2	The intent of this zone is to expand the options of available housing in multi-family neighborhoods
Downtown	C-1	The intent of this zone is to provide a dynamic experience as the hub of retail, services, and entertainment
Commercial Corridor	C-2	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
Institutional	New	The intent of this zone is to protect community-serving assets from development that could remove this use from the City
Conservation	Floodplain District	The intent of this zone is to protect naturally sensitive areas from development that would harm or be harmed in this zone
Industry & Technology	IND	The intent is to serve an exclusive area for manufacturing, research, and technology that does not negatively affect its surroundings

MAP 7: FUTURE LAND USE

FUTURE LAND USE

Legend:
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Manufactured Housing
- Conservation
- Regional Commercial
- Downtown Commercial
- Industry & Technology
- Institutional

0 500 1,000 Feet

Data Sources: Michigan Open Data Portal, Gladwin County GIS

*The future land use map is intended to serve illustrative purposes only. For exact classifications, contact the City of Beaverton.

FLUM DESIGNATIONS

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.

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 remain the mixed-use center of the City and try to densify within its borders by converting buildings 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 including build-to lines, building material requirements, flexible parking, and landscaping.

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, and gas stations, 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, production of renewable energy, 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.[2] 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.

OTHER ZONING ISSUES

Aside from new zoning designations that refer largely to changes to permitted uses and densities, there are other sections of the Zoning Ordinance that can be updated to align with the proposed changes in the Master Plan.

UPDATES TO ALIGN WITH LEGISLATION

» Update the Zoning Ordinance to include small cell wireless facilities that are now permitted in local rights-of-way. The City can focus its regulations on appearance and spacing to minimize a negative visual impact on the streetscape.

» Update the sign ordinance to comply with the decision in the Reed v. Gilbert Supreme Court case.

SYSTEM-WIDE LOCAL UPDATES

» Consider permitting rooftop solar installations in residential, commercial, and industrial zones.

» Update requirements for commercial and industrial development that improve nonmotorized access and design standards, for example, a paved sidewalk and bicycle parking for new construction, street trees and landscaping standards, and design standards that refer to building materials, architectural detail, and ground floor transparency to provide a more inviting environment to patrons.

» Create more flexible parking standards to provide a range of options that eliminate excessive surface parking lots and give the property owner the ability to choose how many spaces to provide, within a regulated threshold.

SOURCES

1   MidMichigan Health. 2019 Community Health Needs Assessment. Building Healthy Communities. Page 37.

2   Los Angeles Times. "Institutional Zone Vial to City Planning." 1987. https://www.latimes.com/archives/la-xpm-1987-01-04-me-2152-story.html

MAP 8: ZONING MAP

ZONING

BEAVERTON TOWNSHIP
TOBACCO TOWNSHIP

LANG

Ross Lake

PORTER
SEARS
CAMPBELL
CENTER

BROWN
SEELEY
SAGINAW
CHURCH
TONKIN
KNOX
3RD
1ST
2ND
DOANE
4TH
GLIDDEN
BROWN

PARK
TERRY DIANNE

BEAVERTON TOWNSHIP

TOBACCO TOWNSHIP

Legend:

City of Beaverton		C1	
R1		C2	
R2		IND	

0   500   1,000
Feet

Data Sources: Michigan Open Data Portal, Gladwin County GIS

*The zoning map is intended to serve illustrative purposes only. For exact zoning classifications, contact the City of Beaverton.