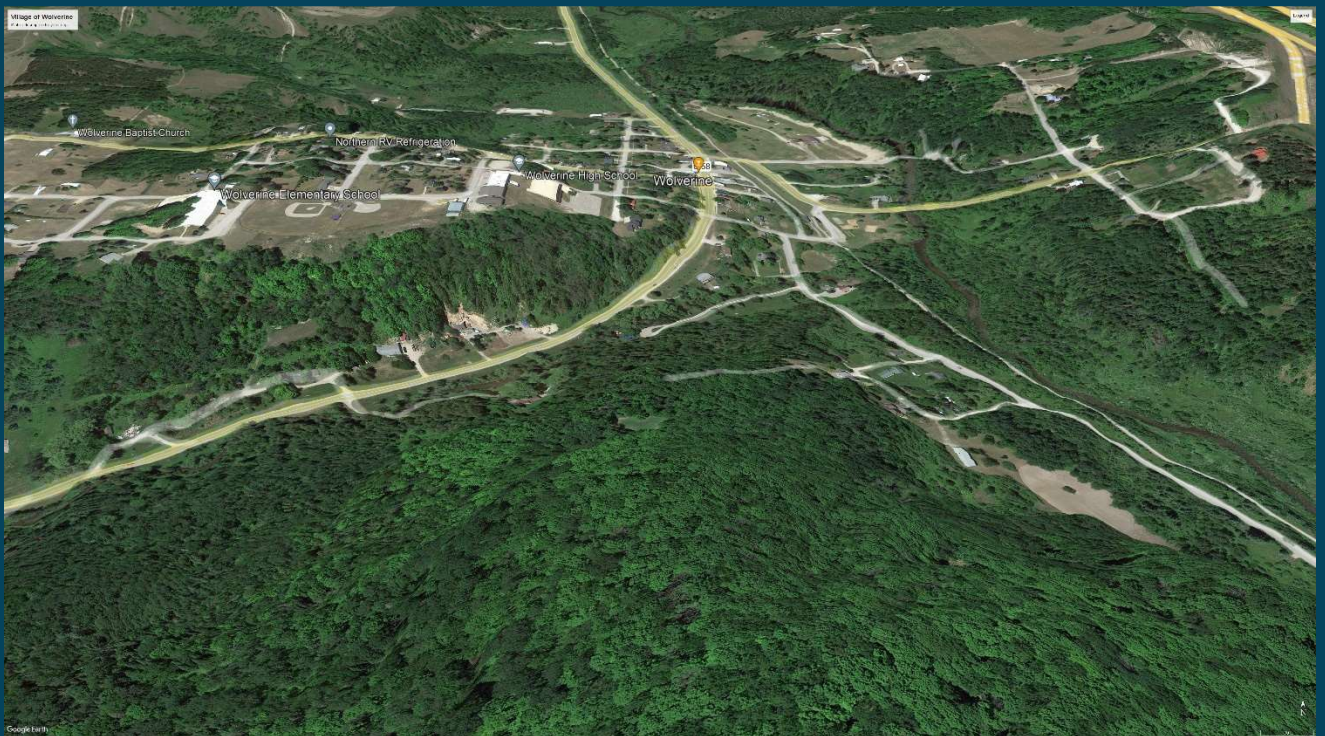


Village of Wolverine Master Plan



Adopted: _____

Prepared by:
Village of Wolverine
With the assistance of:
NEMCOG

Village of Wolverine

2023 Master Plan

Cheboygan County, Michigan

prepared by:

Village Planning Commission

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Chapter 1

Introduction

1

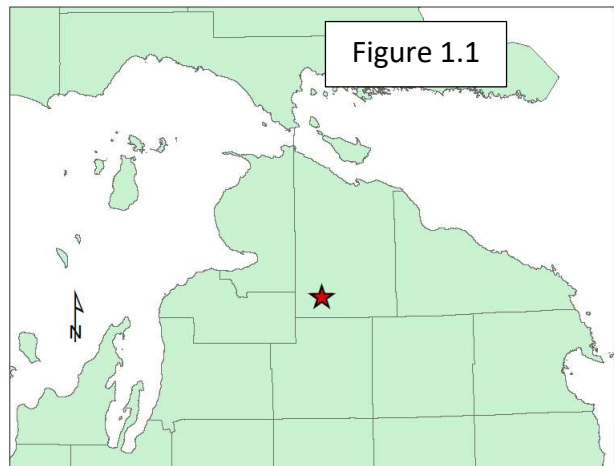
Purpose

The purpose of this Master Plan is to provide a “blueprint” for managing the land use and future growth in the Village of Wolverine to ensure the village retains the characteristics that are important to the entire community. This Master Plan includes maps and important information about the village. The Master Plan provides the formal basis for land use and capital improvement decisions as well as the village’s regulatory devices and ordinances. The authority to develop this Master Plan is provided through the Michigan Planning Enabling Act, Public Act 33 of 2008, as amended.

A Master Plan is used to help guide future growth and development. It needs to be periodically evaluated and as necessary, updated to reflect significant changes in the village, development trends, and the public’s desire to change. Updating this plan as things change or goals are accomplished should not be regarded as a weakness in this plan or planning effort. A Master Plan is a “living” document that needs to be used and modified regularly.

Regional Setting

The Village of Wolverine is located along the Sturgeon River where the West Branch joins the main branch in the sparsely populated southwest corner of Cheboygan County. The community is located west of Interstate 75, approximately 19 miles north of Gaylord and 9 miles south of Indian River. It’s about 23 miles east of Petoskey. See Figure 1.1 for the general location of Wolverine. Figure 1.2 & Figure 1.3 show the Village of Wolverine and its water features.



The Village is located mostly within Nunda Township, though a small portion lies within adjacent Wilmot Township. Wolverine is located just west of the Pigeon River State Forest. With its central location, just off I-75 and in the heart of the very popular North Central State Trail, Wolverine is a primary gateway for visitors reaching the region. The Village - with its proximity to large tracts of State Forestland, snowmobile and bike/hiking trails, and home to blue-ribbon trout stream, the Sturgeon River - has become a popular destination for fishing, hunting, boating, hiking, snowmobiling and many other forms of outdoor recreation.

Historical Context

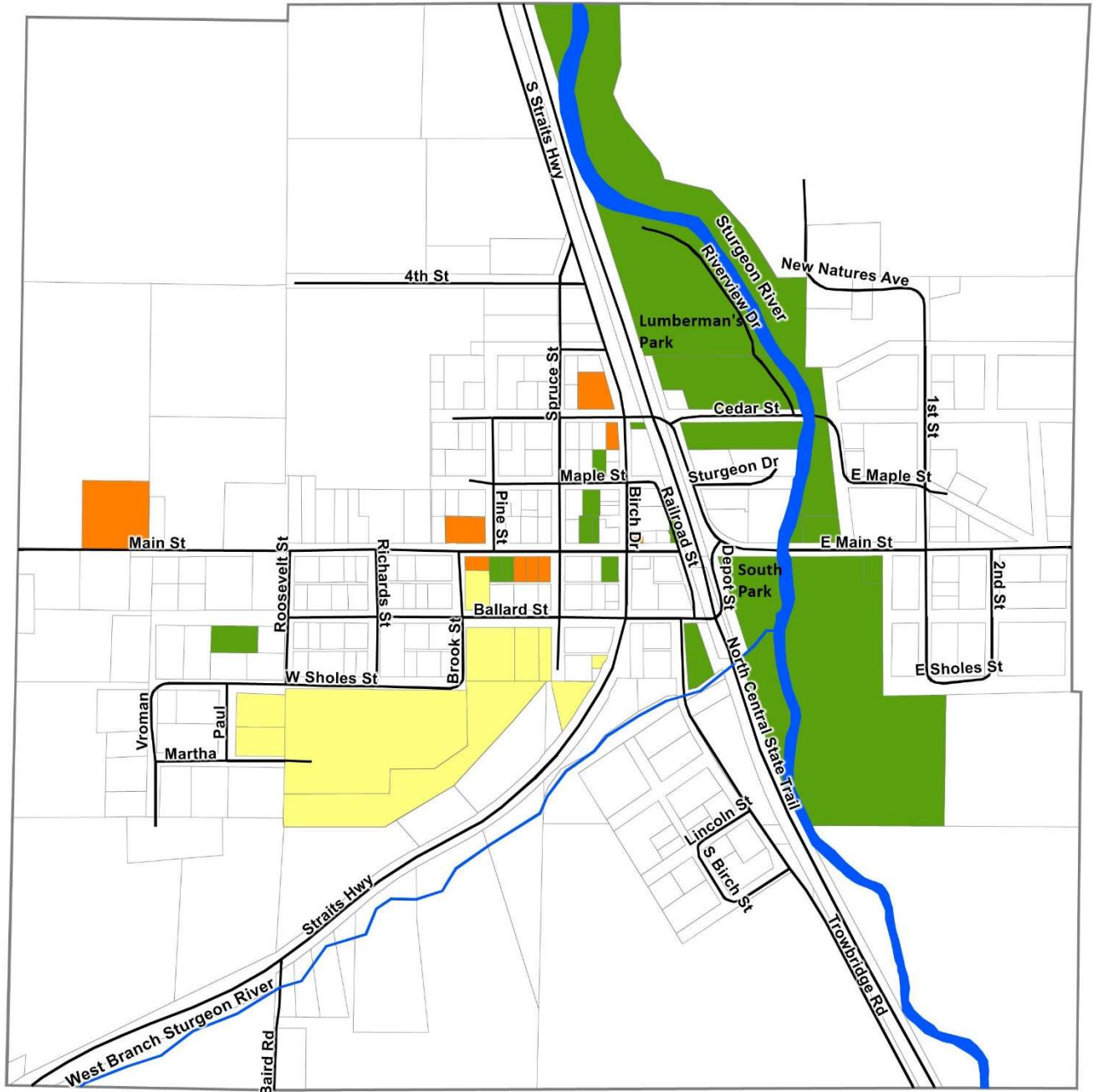
As with all of the United States, Wolverine was originally the homeland for Native Americans. Native Americans were dependent upon the utilization of the natural resources in the area. The connecting waterways acted as “natural” highways, providing faster routes than the land pathways. A system of lakes and rivers, which allowed them to avoid the perilous journey around Michigan’s tip, is called the Inland Water Route.

From 1841 to 1871 the Federal government made land available for \$1.25 an acre. This encouraged private investors and speculators to purchase the best forested areas for lumbering purposes. The lumbering industry began slowly until the railroads reached the North in 1874. Only large white pines were cut first, these being considered the choice lumber. By 1900 the pine supply was consumed and ash, elm, maple, cedar, hemlock, spruce and birch were felled.

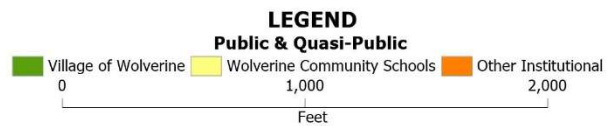
The heavily logged areas were subject to devastating fires. The topsoil was permanently damaged. Farmers who settled in the area in the 1840’s found the soil less productive. The towns offered no employment to supplement the farmer’s poor yield, and abandoned farms became a common sight. The railroads had opened up Northern Michigan to another group; the tourists. They started filtering to the area in 1874 and through the years, increased in numbers. They traveled north to enjoy the beauty of the woods. Many, afflicted with asthma, came for the clean air.

The Village of Wolverine formerly the Village of Torrey was platted in the early 1800’s. These were busy times for the residents of the area. In the outlying areas from the Village many families made livings farming. Old-timers tell of potatoes big enough that it took only 25 to fill a bushel basket. Along the banks of the Sturgeon River, Wolverine’s main source of transportation, many sawmill and related businesses still boomed. These mills provided employment and revenue for the area. Wolverine was the hub of the lumbering industry in Northern Michigan during those early years. The completion of the railroad spurred a new surge of growth and the beginning of modernization.

Today tourism has grown to become one of the primary industries in the area and Wolverine certainly recognizes the economic importance of this transition. The Sturgeon River recognized by many as Michigan’s Blue Ribbon Brown Trout Stream and one of the fastest, if not the fastest, flowing stream in the Lower Peninsula attracts many anglers, tourists and sports enthusiasts to our park and recreation areas each year. The river’s rapid flow with many turns and obstacles makes it an exciting trip for kayakers, canoeists and tubers as well.



Village of Wolverine
Base Map



2

Chapter 2

Socio-Economic Characteristics

An important step in understanding the future needs of a community is an analysis of population, housing, income, education, and employment characteristics. The following chapter contains socio-economic data for the Village of Wolverine.

Population

The 2020 Decennial US Census shows the Village of Wolverine's population at 309. **Table 2-1** shows a large fluctuation in the population over the past 20 years. From 2000 to 2020, Wolverine lost nearly 23% of its population. During the same time period adjacent townships experienced an increase in population, while Cheboygan County experienced a 3.2% loss.

Table 2-1 Population for Village of Wolverine, Adjacent Townships and Cheboygan County					
Municipality	2000 Population	2010 Population	2020 Population	% Change (2000- 2020)	Numeric Change (2000-2020)
Village of Wolverine	401	244	309	-22.9%	-92
Nunda Township*	964	1,042	1,195	24.0%	231
Wilmot Township*	811	878	822	1.4%	11
Cheboygan Co.	26,448	25,764	25,579	-3.2%	-869
<i>*Includes Village of Wolverine</i> <i>Source: US Census Bureau</i>					

Age Distribution

Table 2-2 illustrates age groups and median ages for the Village of Wolverine, Nunda and Wilmot Townships, and Cheboygan County. Wolverine's median age in 2019 was 37.2 years. The Village's median age is lower than the two adjacent townships and Cheboygan County (51.1 years), but comparable to the State of Michigan. The Village has a higher percentage of people 18 years and younger than the adjacent townships and Cheboygan County. In summary, the Village has a younger population than the County and adjacent townships with higher percentage of its population younger than 45 years of age.

Table 2-2 Age Distribution Wolverine, Adjacent Townships and Cheboygan County - 2019								
	Wolverine Village		Nunda Township		Wilmot Township		Cheboygan Co.	
Label	Estimate	Percent	Estimate	Percent	Estimate	Percent	Estimate	Percent
Total Population	253	(X)	1,056	(X)	826	(X)	25,418	(X)
Male	120	47.4%	535	50.7%	431	52.2%	12,713	50.0%
Female	133	52.6%	521	49.3%	395	47.8%	12,705	50.0%
Under 5 years	9	3.6%	16	1.5%	29	3.5%	1,018	4.0%
5 to 19 years	67	26.5%	203	19.2%	156	18.8%	3,742	14.7%
20 to 44 years	84	33.2%	258	24.5%	218	26.4%	6,012	23.6%
45 to 64 years	56	22.1%	383	36.3%	249	30.1%	7,844	30.8%
65 years & over	37	14.6%	196	18.6%	174	21.1%	6,802	26.8%
Median Age (years)	37.2	(X)	47.3	(X)	45.7	(X)	51.1	(X)
Source: 2019 American Community Survey 5-Year Estimates (U.S. Census Bureau)								

Household Characteristics

Table 2-3 presents information on household characteristics gathered in the 2019 *American Community Survey*. Information includes total number of households and families, average household and family size, and households with one or more people under the age of 18. According to the 2019 *American Community Survey*, of the 91 total households in Wolverine, 13.2% were reported as householders living alone. Nearly, 41% were households with one or more people under the age of 18. The average household size was 2.78 as compared to Cheboygan County where the average household size is 2.24.

Table 2-3 Household Characteristics - 2019					
MUNICIPALITY	Total Households	Avg. Household Size	Households with 1 or more people under 18 yrs.	Total Families	Average Family Size
Village of Wolverine	91	2.78	40.7%	74	2.89
Nunda Township	415	2.54	25.8%	306	2.85
Wilmot Township	331	2.50	31.1%	235	2.81
Cheboygan County	11,195	2.24	22.6%	7,305	2.72
Source: 2019 American Community Survey 5-Year Estimates (U.S. Census Bureau)					

Housing Characteristics

A majority of the housing units (91.2%) are single family, detached structures, and 6.6% of the housing units are mobile homes. The remaining housing units are classified as duplexes or apartment complexes. Some 74.8% of the housing units in the Village were constructed prior to 1980, with 46.2% having been constructed prior to 1939 (**Table 2-4**). Older housing stock generally requires upgrades and renovations. Heating for housing units was found to be utility gas 80.2%, lp gas 6.6%, and wood 13.2%. The median home value for housing units in the Village of Wolverine was listed as \$106,300 in the 2019 *American Community Survey*. By comparison the median housing value was \$130,900 for Cheboygan County; Nunda Township \$108,800 and Wilmot Township \$115,400. Of the 139 housing units reported in the Village of Wolverine (**Table 2-5**), 109 (78.4%) were occupied and 30 (21.6%) were vacant. Of the occupied units, 75 (82.4%) were owner-occupied and 16 (17.6%) were rentals.

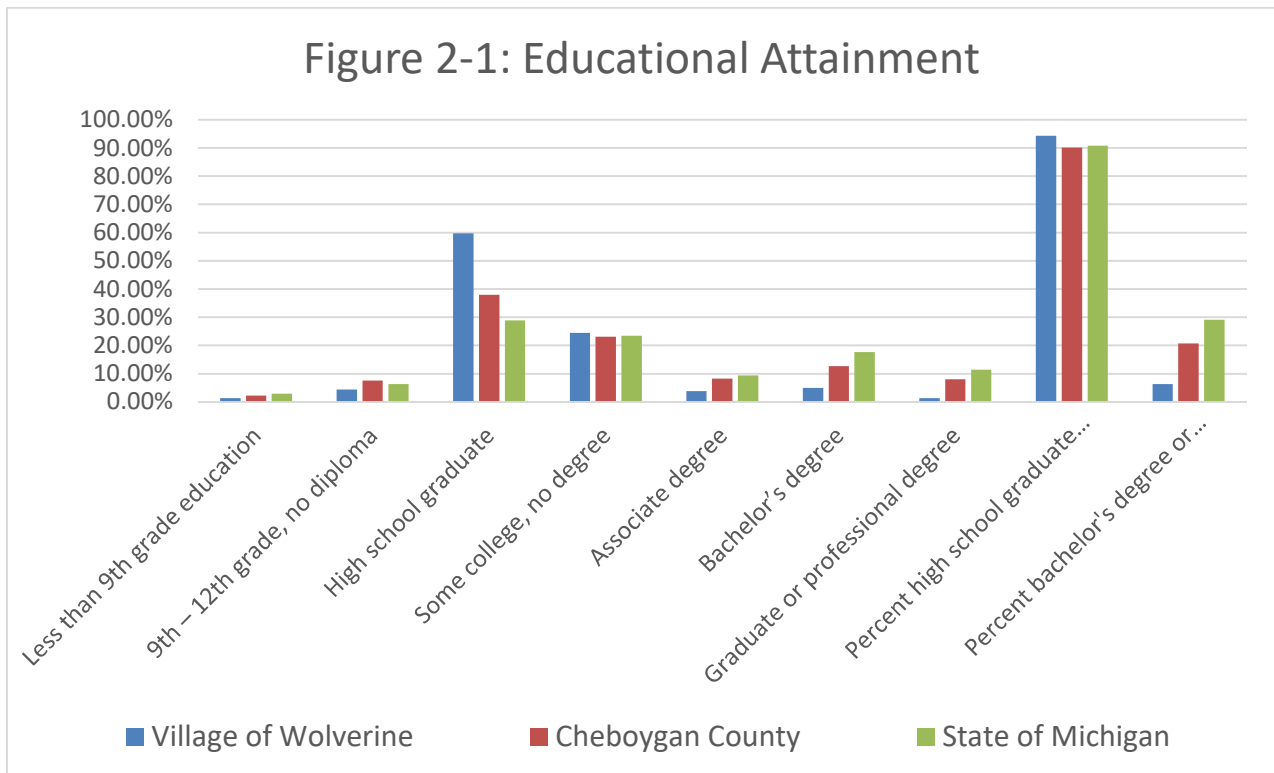
Table 2-4 Age of Structure	
Year Built	Percent
2014 or later	0.0%
2010 – 2013	0.0%
2000 – 2009	4.4%
1980 -1999	20.9%
1960 – 1979	16.5%
1940 – 1959	12.1%
1939 or earlier	46.2%
Source: US Census Bureau	

Table 2-5 2020 Housing Counts and Occupancy Status			
Area Name			
	Total	Occupied	Vacant
Village of Wolverine	139	109	30
Nunda Township*	827	492	335
Wilmot Township*	477	325	152
Cheboygan County	17,631	11,290	6,341
* Includes Village of Wolverine Source: US Census Bureau			

Educational Attainment

According to the *American Community Survey*, of the 159 Village residents 25 years and older, 94.3% were high school graduates or higher, while 6.3% held a Bachelor's Degree or higher. The Village has a lower percentage of people with no high school diploma than the County and State of Michigan. Furthermore, as shown in **Table 2-6 and Figure 2-1**, while the Village has a higher percentage of people with high school diplomas or higher degrees, it has a much lower percentage of people with bachelor's degree or higher.

Table 2-6 Educational Attainment			
	Village of Wolverine	Cheboygan County	State of Michigan
Population 25 years and over	159	19,486	6,813,480
Less than 9 th grade education	1.3%	2.3%	2.9%
9 th – 12 th grade, no diploma	4.4%	7.6%	6.3%
High school graduate	59.7%	38.0%	28.9%
Some college, no degree	24.5%	23.1%	23.4%
Associate degree	3.8%	8.3%	9.4%
Bachelor's degree	5.0%	12.7%	17.7%
Graduate or professional degree	1.3%	8.0%	11.4%
Percent high school graduate or higher	94.3%	90.1%	90.8%
Percent bachelor's degree or higher	6.3%	20.7%	29.1%
Source: 2019 American Community Survey 5-Year Estimates (U.S. Census Bureau)			



Disability Status

Data shown on **Table 2-7** provides data from the 2019 *American Community Survey* and gives an indication of disabled people residing in the Village of Wolverine, Cheboygan County and Michigan. Persons with disabilities include those with a hearing difficulty, a vision difficulty, a cognitive difficulty, an ambulatory difficulty, a self-care difficulty, and an independent living difficulty. The percent population of persons with disabilities is somewhat lower for the Village of Wolverine than Cheboygan County and Michigan as a whole. Note that there is a fairly high margin of error listed for this dataset on the US Census website.

Table 2-7 Cheboygan County Disability Status of Civilian Non-Institutionalized Persons					
	% Disabled persons	% of Disabled under 5 Years	% of Disabled 5-17 Years	% of Disabled 18-64 Years	% of Disabled 65+ Years
Village of Wolverine	13.0%	0.0%	6.3%	14.7%	71.9%
Cheboygan County	19.6%	0.2%	8.3%	28.4%	74.4%
Michigan	14.2%	0.7%	6.3%	22.4%	73.0%
Source: 2019 American Community Survey 5-Year Estimates (U.S. Census Bureau)					

Income

According to the *American Community Survey* data that shows income for the past 12 months, the Village of Wolverine's median household income is \$24,750, some \$23,294 lower than the County and \$32,394 lower than the State income levels. The same pattern can be found for median family income and per capita income. See **Table 2-8**.

Table 2-8 Income for Village of Wolverine, Cheboygan County & State			
	Village of Wolverine	Cheboygan County	Michigan
Median Household Income	\$ 24,750	\$ 48,044	\$57,144
Median Family Income	\$ 26,000	\$ 57,377	\$72,600
Per Capita Income	\$13,171	\$26,393	\$31,713
Source: 2019 American Community Survey 5-Year Estimates, U.S. Census Bureau			

Table 2-9 shows a breakdown of income sources within Village of Wolverine, Cheboygan County and the State of Michigan. The estimates show, within the Village, 83.5% received earnings from employment, 30.8% received Social Security income, and 22% received retirement income. There

is a higher percentage of people receiving income from employment as compared to Cheboygan County and the State. Conversely, there is a lower percentage of people with Social Security income and retirement income. The percentage of the population with Supplemental Security Income, cash assistance income and getting food stamps/SNAP is higher than Cheboygan County and State levels.

Table 2-9						
Income Sources in Village of Wolverine, Cheboygan County and Michigan						
Income Sources	Village of Wolverine		Cheboygan County		Michigan	
<i>Subject</i>	<i>Estimate</i>	<i>Percent</i>	<i>Estimate</i>	<i>Percent</i>	<i>Estimate</i>	<i>Percent</i>
With earnings	76	83.5%	7,203	64.3%	2,923,374	74.3%
Mean earnings	\$29,091		\$54,811		\$80,809	
With Social Security	28	30.8%	5,468	48.8%	1,365,683	34.7%
Mean Social Security income	\$15,925		\$20,493		\$20,657	
With retirement income	20	22.0%	3,297	29.50%	932,709	23.7%
Mean retirement income	\$20,925		\$23,340		\$24,096	
With Supplemental Security Income	14	15.4%	699	6.2%	241,441	6.1%
Mean Supplemental Security Income	\$8,929		\$10,177		\$10,343	
With cash public assistance income	5	5.5%	348	3.1%	92,166	2.3%
Mean cash public assistance income	340		\$1,555		\$2,607	
With Food Stamp/SNAP benefits in the past 12 months	34	37.4%	1,432	12.8%	522,475	13.3%
<i>Source: 2019 American Community Survey 5-Year Estimates, U.S. Census Bureau</i>						

Poverty

Information from the *American Community Survey* shows poverty rates, based on income levels for the past 12 months in the Village of Wolverine, Cheboygan County and Michigan (**Table 2-10**). Wolverine has much higher poverty rate for all categories than in the County and State.

Table 2-10			
Poverty Rates: Village of Wolverine, Cheboygan County and Michigan			
	Village of Wolverine	Cheboygan County	Michigan
Families	36.5%	10.7%	9.9%
Families w/ female head of household	43.3%	29.6%	28.5%
Individuals	46.6%	14.9%	14.4%
Individuals 65 years and over	16.2%	9.0%	8.4%
<i>Source: 2019 American Community Survey 5-Year Estimates, U.S. Census Bureau</i>			

Labor Force

Employment and Unemployment

The civilian labor force is defined as all civilian individuals over age 16 who are employed or actively seeking employment. Labor force numbers can change rather quickly in response to economic conditions. During prolonged periods of unemployment, unsuccessful job seekers can drop out of the work force by going back to school, leaving the area in search of work elsewhere or by stopping the search for work. **Table 2-11** shows the labor force participation rate for the village. Out of 184 people in the labor force in Wolverine, 59 (30%) are over the age of 54 years.

Table 2-11 Wolverine Labor Force Participation Rate 2019		
Age	Labor Force Participation Rate	Number in Labor Force
16 - 19 years	57.1%	7
20 - 24 years	94.4%	18
25 - 29 years	100%	3
30 - 34 years	79.2%	24
35 - 44 years	48.7%	39
45 - 54 years	44.1%	34
55 - 59 years	66.7%	9
60 - 64 years	76.9%	13
65 - 74 years	47.4%	19
75+ years	27.8%	18

Source: 2019 American Community Survey 5-Year Estimates,
U.S. Census Bureau

Employment Sectors and Wages

The two occupational sectors within the Village accounting for 33% of the employment are Natural Resources, Construction and Maintenance; and Sales and Office Occupations. As can be seen in **Table 2-12**, management, business, science, and arts occupations is the smallest employment sector.

Table 2-12 Total Employment by Occupation Type		
Category	Village of Wolverine	Cheboygan County
Civilian employed population 16 years and over	97	10,470
Management, business, science, and arts occupations	8	2,811
Service occupations	14	2,166
Sales and office occupations	31	2,509
Natural resources, construction, and maintenance occupations	34	1,498
Production, transportation, and material moving occupations	10	1,486

Source: 2012-2016 American Community Survey 5-Year Estimates, U.S. Census Bureau

Commuting to Work

The vast majority of residents of the Village of Wolverine drive alone to work (**Table 2-13**). According to the 2019 *American Community Survey*, nearly 82% drove alone. Around two percent walked to work and six percent worked at home. Mean commuting time was 27.2 minutes, which shows most individuals leave the community for employment.

Table 2-13 Village of Wolverine Work Commute		
Mode of Transportation	Number	Percent
Drove Alone	77	81.9%
Carpooled	9	9.6%
Walked	2	2.1%
Bicycle	0	0.0%
Worked At Home	6	6.4%
Source: 2019 American Community Survey 5-Year Estimates U.S. Bureau of the Census		

State Equalized Value

By analysis of the State Equalized Value (SEV), characteristics of property values can be obtained (broken down by townships). **Table 2-14** shows the Village's SEV and personal property have been increasing over the past five years.

Table 2-14 Village of Wolverine Assessed Value: 2017-2021						
Year	Agricultural	Residential	Commercial	Industrial	Personal Property	Real + Personal Property
2021	\$101,600	\$6,087,500	\$583,700	\$0	\$245,900	\$7,018,700
2020	\$103,300	\$4,786,600	\$596,900	\$0	\$235,050	\$5,721,850
2019	\$98,900	\$4,926,400	\$581,900	\$0	\$237,300	\$5,844,500
2018	\$94,000	\$4,497,900	\$561,200	\$0	\$205,900	\$5,359,000
2017	\$95,200	\$4,457,700	\$572,300	\$0	\$202,350	\$5,327,550
Source: Cheboygan County Equalization						

Village of Wolverine Finances

Munetrix (www.munetrix.com) is an online system which displays fiscal data for local units of government in order to provide transparency and an understanding of local unit finances to the public. The Munetrix "Stress Meter" provides an overview of Indicator Scores used to calculate the financial stress of a municipality. The Indicator Score gives an overall picture of the soundness of local governments, the trend of stability over time, and allows the identification of local units that are most in need of help.

Scores are generated based on the criteria of population growth, real taxable value growth, large real taxable value growth, general fund expenditures as a percent of taxable value, general fund

operating deficit, prior general fund operating deficit, size of general fund balance, fund deficits in current or previous year, and general long-term debt as a percent of taxable value. The lower the number the more fiscally sound a local unit is determined to be. **Figure 2-2** shows the indicator scores for all municipalities in Northeast Michigan (the region covered by the Northeast Michigan Council of Governments – the sponsor of the Munetrix data). The graph shows a trend of more moderate regional fiscal stress in 2008, 2009, 2011, 2012, 2014, and 2015 but most municipalities remain in the Fiscally Neutral category throughout. **Figure 2-3** shows the indicator scores for municipalities within Cheboygan County. As can be seen, most municipalities in Cheboygan County are in extremely low fiscal stress. **Table 2-15** shows that the Village of Wolverine has maintained a low fiscal stress score.

Revenues & Expenditures

Table 2-15 Financial Health Overview – Village of Wolverine						
Year	Indicator Score	Pop.	Revenues	Expenditures	Fund Balance	Taxable Value
2020		234	\$148,395	\$125,425	\$125,025	\$0
2019		234	\$153,312	\$156,194	\$104,873	\$6,367,532
2018	1	237	\$139,189	\$114,756	\$120,629	\$6,231,209
2017		235	\$116,111	\$110,217	\$81,167	\$6,050,135
2016	1	237	\$118,295	\$105,456	\$88,104	\$5,936,123
2015	1	237	\$86,787	\$80,628	\$90,533	\$5,910,403
Source: Munetrix LLC 2019						

Revenue is generated from tax dollars received from residents and businesses which are generated from the millage rate multiplied by property valuations. Revenue is also generated from other sources such as State and Federal grants, permits, and fees. **Figure 2-4** shows the sources of revenue for the Village of Wolverine. Revenue from “Property Taxes” has remained consistent during the time frame. Other larger sources of revenue have been from “State Contributions” and “State Revenue Sharing.” **Figure 2-5** shows where expenses are incurred. The categories where the most funds are expended are “General Government,” “Public Works,” Recreation and Culture,” and “Capital Outlay and Special Items”.

Figures 2-6 and **2-7** give an indication of the financial health of the Village. **Figure 2-6** shows Wolverine’s available reserves as a percent of total expenditures well above the indicator trigger of fiscal distress. **Figure 2-7** shows that expenditures are generally consistent with revenues resulting in a stable fund equity.

Figure 2-2

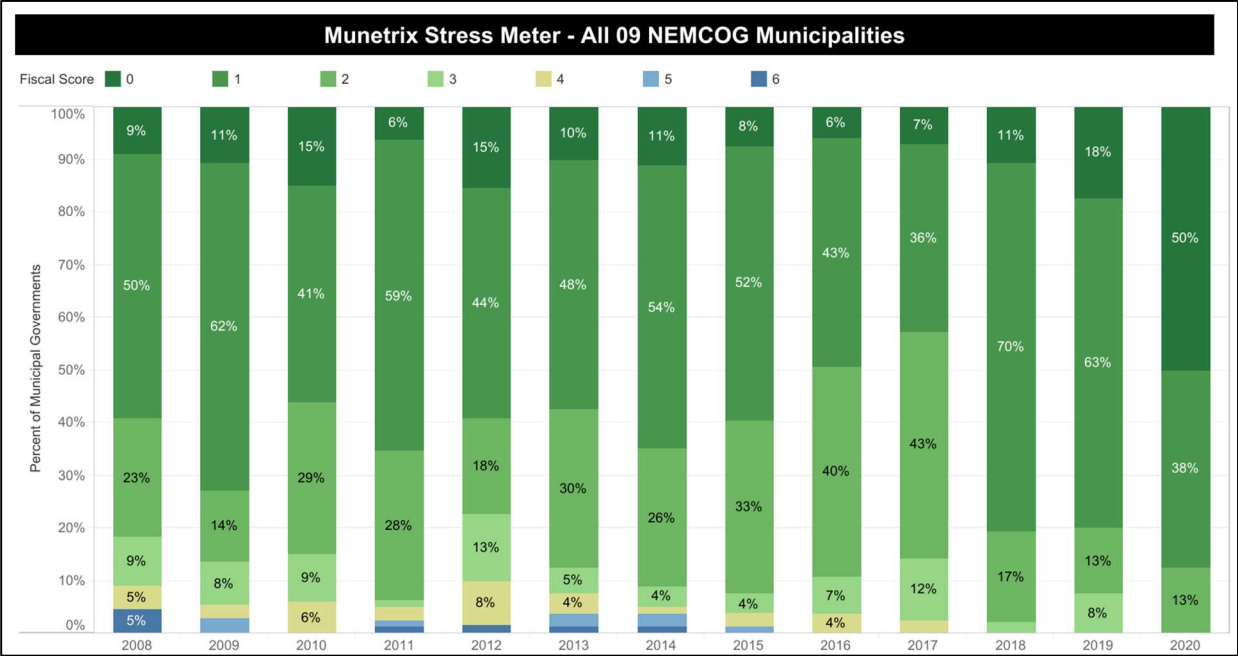
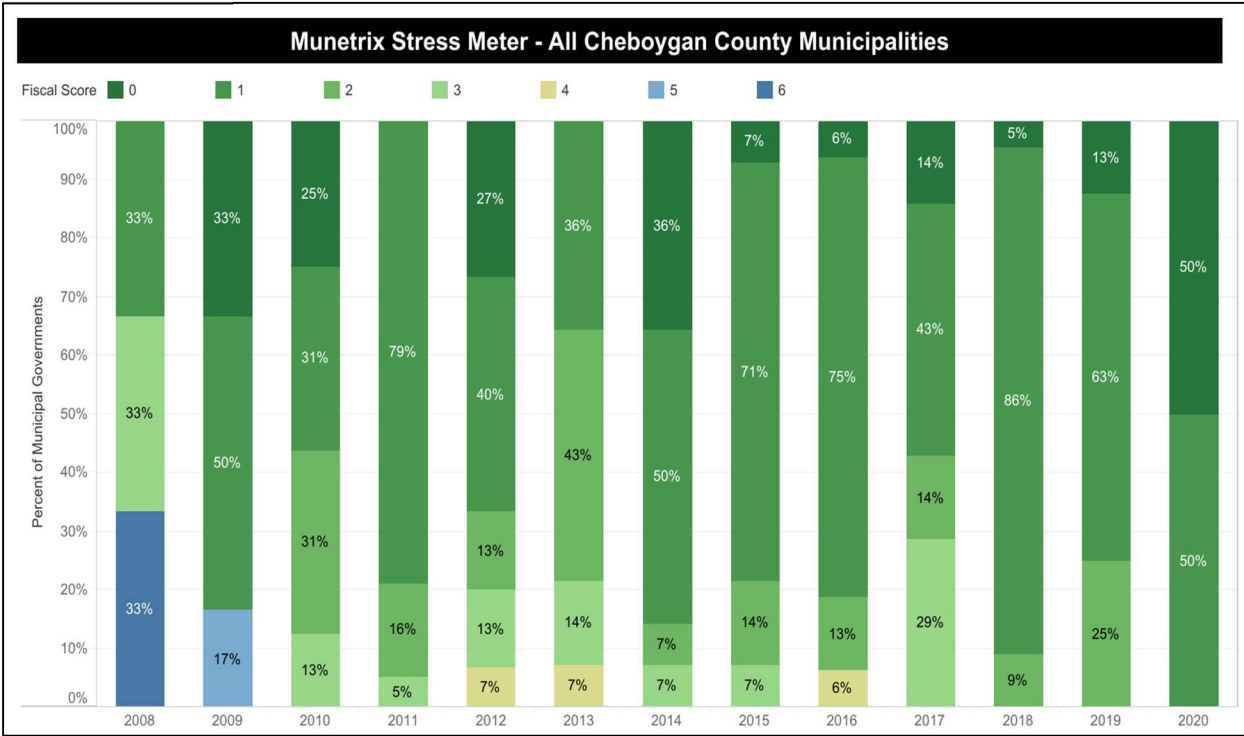


Figure 2-3



Munetrix Stress Meter



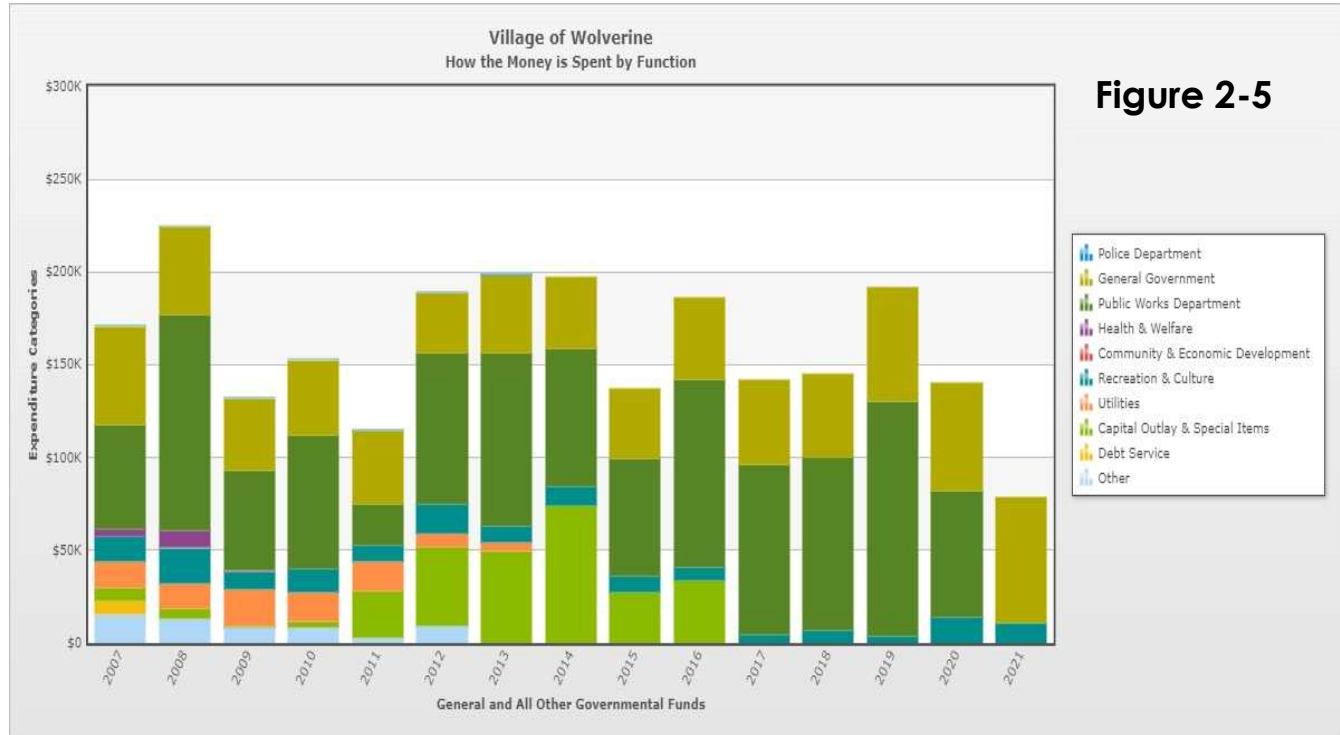
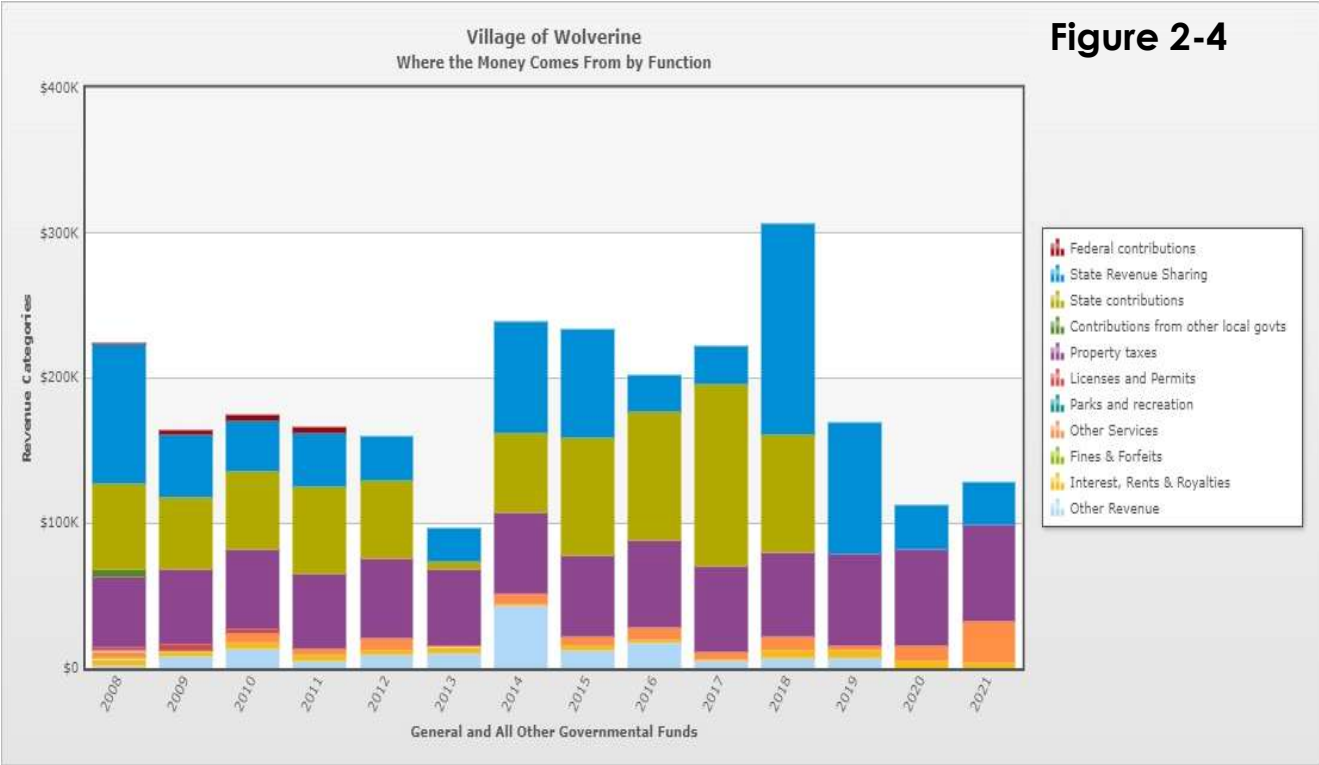


Figure 2-6

Village of Wolverine
Available Reserves as a Percent of Total Expenditures

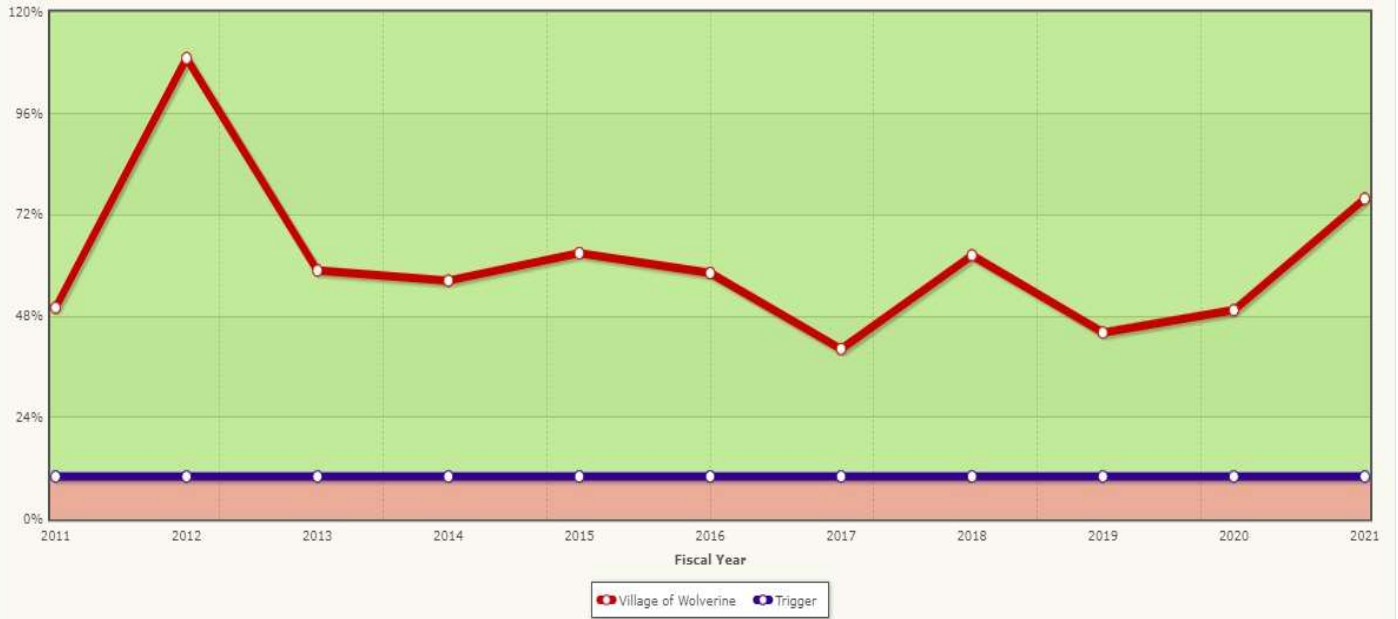
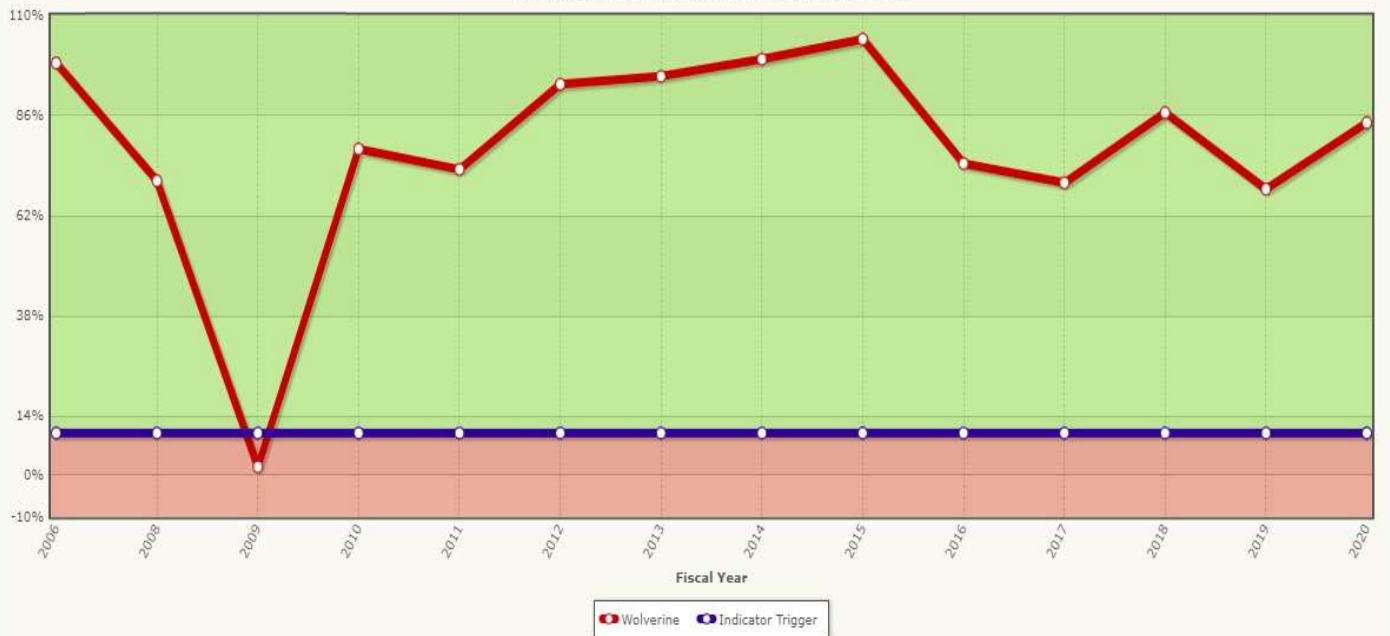


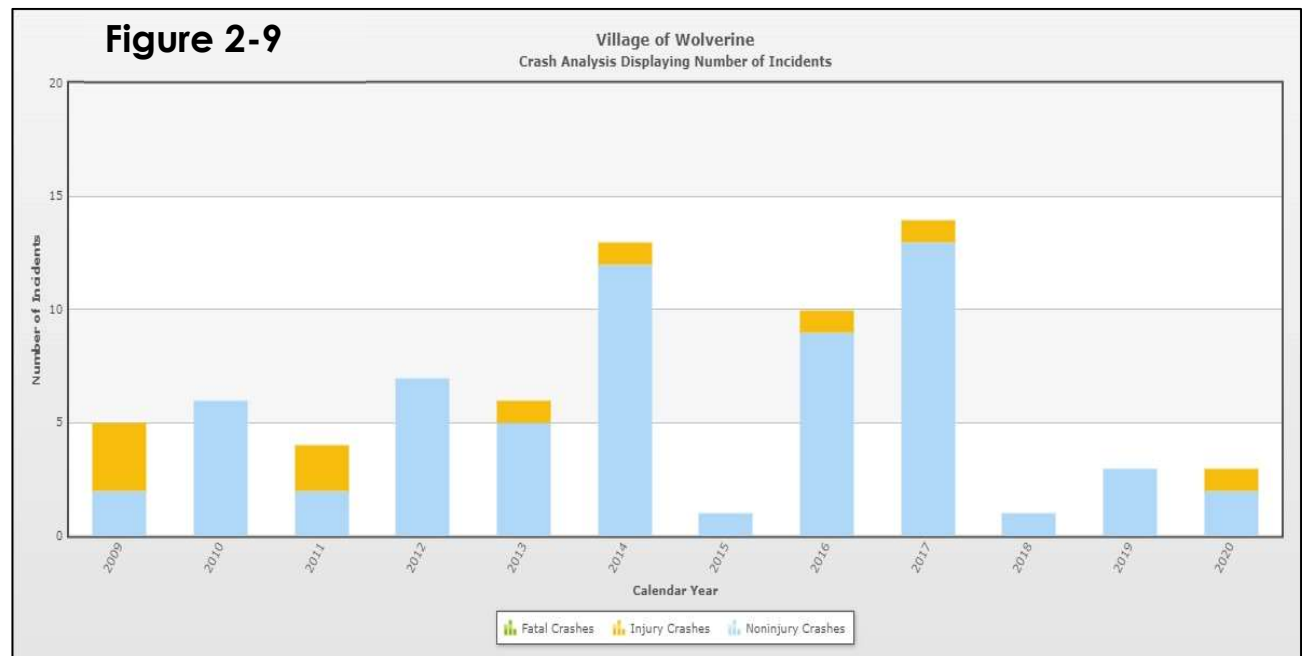
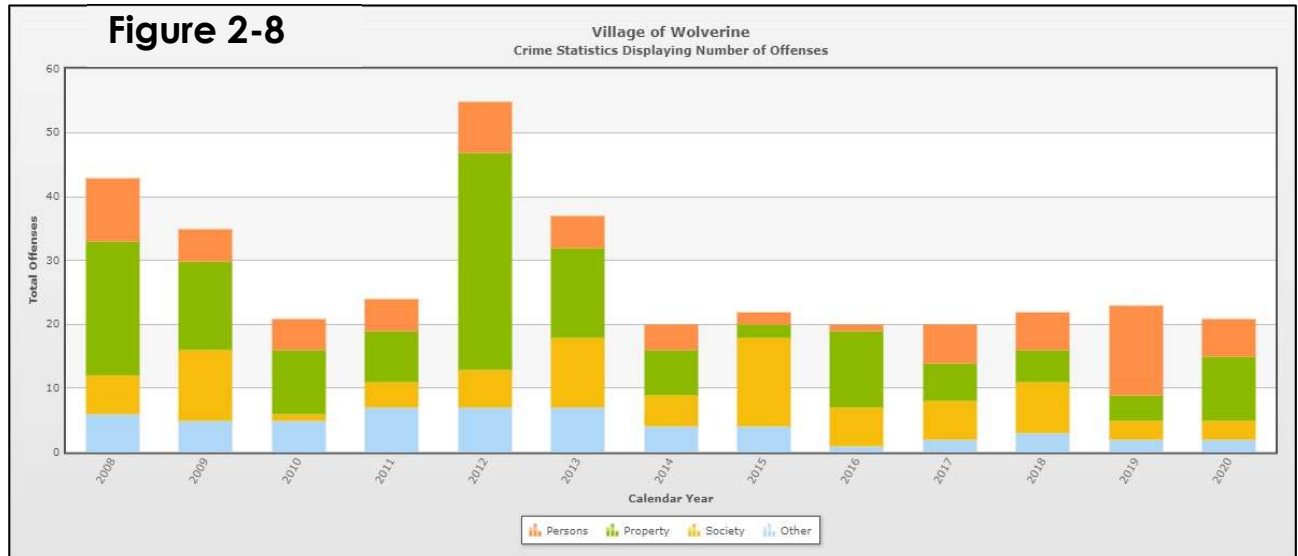
Figure 2-7

Village of Wolverine
General Fund Balance as a Percent of Fund Revenues



Crime and Traffic Crashes

Data related to crime and traffic crashes is also tracked through the online Munetrix system. Data from **Figure 2-8** indicates crime rates have dropped in recent years. While property crimes have been relatively high in the past, in recent years crimes against persons have increased. **Figure 2-9** shows that most crashes within the village are non-injury crashes according to the Transportation Improvement Association who receives the data from the Michigan State Police. In 2018, there were two car accidents with one injury in the village.



Chapter 3

3

Community Services and Facilities

Key factors that contribute to the quality of life of a community are the type and variety of services available to residents and visitors. Unlike larger more developed and populated communities, smaller rural communities do not have the financial resources to provide many of the services that would normally be considered essential. In the case of fire and ambulance, rural communities work cooperatively with adjacent communities to provide essential services.

This chapter of the Master Plan will identify the types and extent of services available to residents and businesses in the Village of Wolverine. While available services may meet the needs of today's population, future development may require changes to services and facilities in order to maintain a satisfactory living environment.

Public Facilities

The Wolverine Municipal Building is located at 5714 Main Street in Wolverine. Village offices are located in the lower level and the upper level (street level) is a community center. Other facilities include Lumberman's Park and South Park. Lumberman's Park has fifteen campsites with water and electric hookups, a modern restroom facility with showers, an RV dumping station, and a pavilion to accommodate Village festivals and annual events. The parks are open during spring, summer, and fall months. Silver Lake Public Beach is located just outside the Village at 13196 Friendly Drive. This public swimming area was donated to the Village. Finally, weather permitting, the Village creates an ice rink at 13123 Trowbridge Road. The Nunda Twp Hall is located at 12991 S Straits Hwy in Wolverine. A United States Post Office is located in the Village.

Police, Fire, Ambulance

The Charlevoix, Cheboygan, Emmet (CCE) Central Dispatch Authority communications agency provides emergency call receipt and dispatch service for Emmet, Charlevoix, and Cheboygan Counties. Law enforcement services are provided by the Cheboygan County Sheriff and Michigan State Police. Advanced life support (ALS) ambulance service is primarily provided by Cheboygan County Ambulance Service from the industrial park in Tuscarora Township.

Fire Protection is provided under the Wolverine Joint Fire Board. The Wolverine Volunteer Fire Department is located east of Wolverine on Webb Road. According to CountyOffice.org, *The Wolverine Fire Department, located in Wolverine, MI, provides fire protection and emergency response services to the Wolverine community. The Fire Department's mission is to prevent the loss of life and property. In addition to responding to fires, the Wolverine Fire Department also responds to medical emergencies, motor vehicle accidents, rescue calls, and incidents involving hazardous materials.*

Water and Sewage Disposal Systems

The Village provides a public water and sewer system to businesses located on the west-side of the Straits Highway from Cedar Street to West Main Street. The Library and Community Center are connected to the public system. Residents and businesses outside the service area rely on on-site private wells for domestic drinking water and on-site septic systems. There are several Type II Non-Community Water Wells in the Village. These wells serve 25 or more persons for 60 days in a year. The Village of Wolverine has one water well located in Lumberman's Park to serve the day use area and campgrounds. Wolverine Community Schools has three wells for the schools. All drinking water wells and sewage disposal systems are regulated by District Health Department #4.

Solid Waste

Private haulers offer residential weekly curbside trash pick-up for residents and businesses. Cheboygan County Recycling operates drop-off sites in the County. The program is partially funded by the townships of Aloha, Beaugrand, Burt, Ellis, Hebron, Inverness, Koehler, Mentor, Mullett, Munro, Tuscarora, Walker and Waverly and the City of Cheboygan. Residents of the Village can only use the county recycling sites and hazardous waste program by purchasing an annual permit for \$36.

Schools and Libraries

The Village is located in the Wolverine Community School District. For the 2021-22 school year, there are two public schools serving 254 students in Wolverine Community School District. According to the MI School Data website, there were 108 students enrolled in the Wolverine Elementary School for grades K-5. The Wolverine Middle/High School has 146 students enrolled for grades 6-12. The Wolverine Community School District covers 71.3 square miles, and includes Nunda and Ellis Townships and portions of Mentor and Wilmot Townships. The Wolverine Community Library is located at 5716 Main Street in Wolverine. According to Library.org the library collection contains 27,527 volumes. The library circulates 16,422 items per year. The library serves a population of 2,738 residents. The 2,500 square foot public library was constructed in 1992.

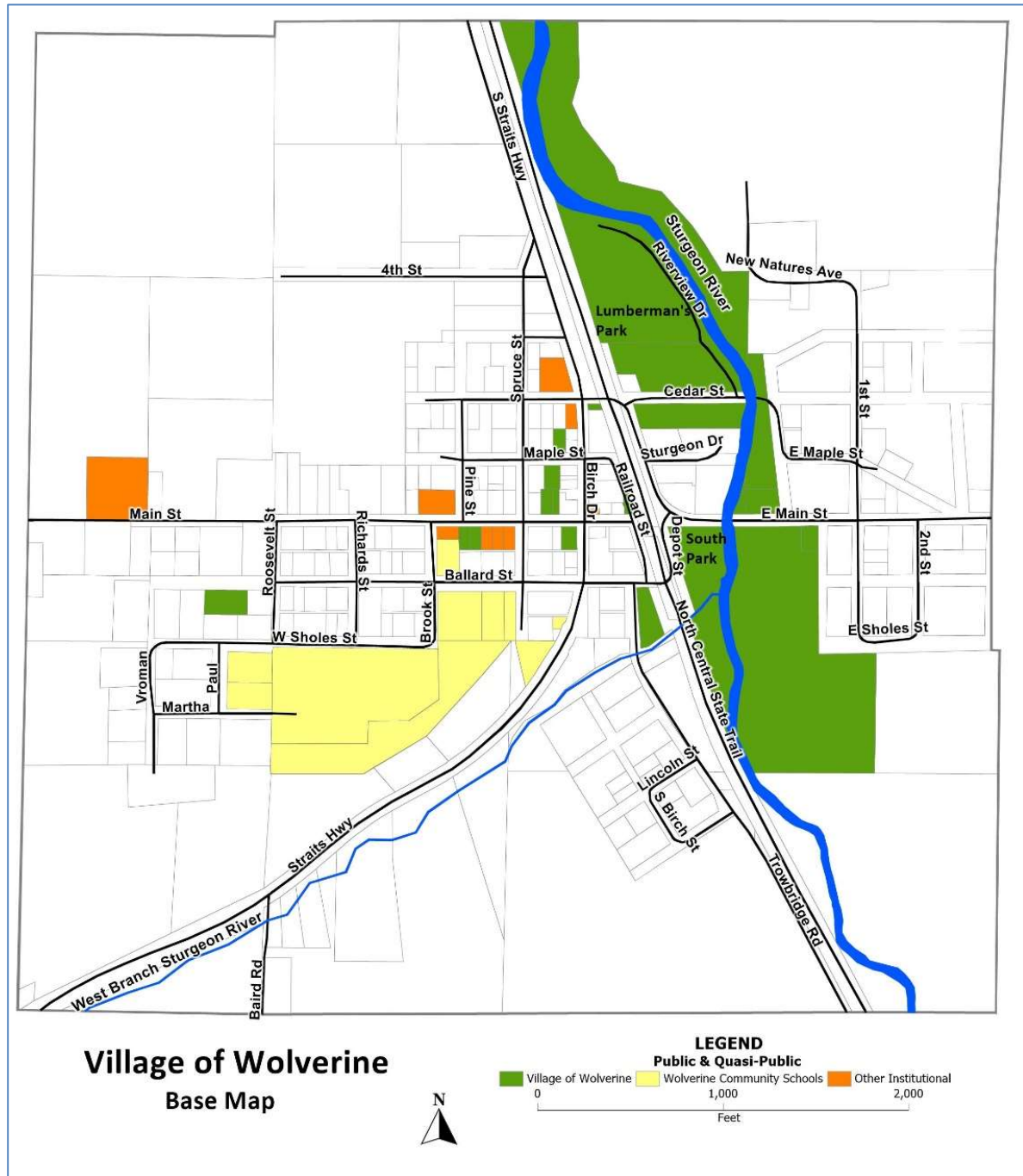
Medical Services and Facilities

There are no hospitals or medical offices located in the Village. Village residents have access to three area hospitals in Cheboygan, Gaylord, and Petoskey. Doctor, dentist and other medical offices as well as urgent care facilities are located in nearby communities.

District Health Department #4 office is located in the City of Cheboygan. The agency provides health care services not available or affordable elsewhere. Health Department #4 offers services under three categories: home health care services, environmental health services and personal health services. North Country Community Mental Health provides support services to developmentally disabled persons as well as persons needing mental health services. North

Country Community Mental Health service area covers Antrim, Charlevoix, Cheboygan, Emmet and Kalkaska Counties. Nearest offices are located in Bellaire, Cheboygan, Gaylord, Kalkaska and Petoskey.

Figure 3-1 Public and Institutional Ownership



Transportation

The major streets include the Straits Highway, West Main Street/C-58, East Main Street/Afton Road, and Trowbridge Road. There is an I-75 interchange just east of the Village boundary. According to the Michigan Framework, there are 38,193 feet or 7.2 miles of public streets in the Village of Wolverine. Of these, 2.9 miles are classified as local major and 4.3 miles local minor. Road maintenance and snow removal for all of the local minor streets and Trowbridge Road is provided by the Village, while the Cheboygan County Road Commission provides the same service for Main Street and Straits Highway under a contract.

The Village Transportation Asset Management Plan was updated in early 2022. The plan is updated annually to reflect any changes to street projects in conjunction with the Village's budget review process. Since the plan's adoption, conditions of the streets have been monitored periodically and the information is used to guide capital investments in Wolverine's street system.

Local Major Length: 15,406 feet or 2.9 miles

Local Minor Length: 22,787 feet or 4.3 miles

North Central State Trail Length: 5,727 feet or 1.1 miles

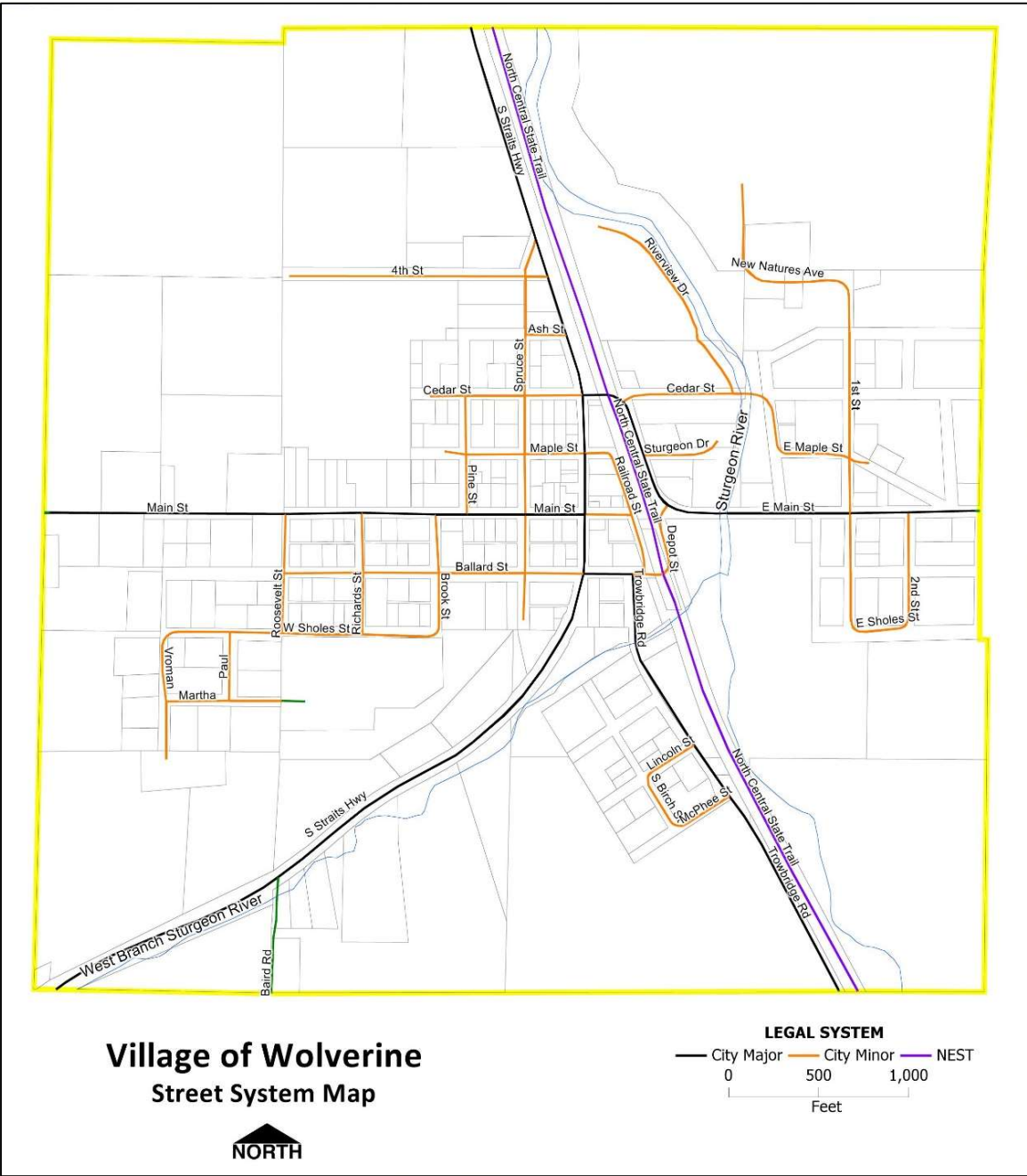
The Straits Regional Ride is a multi-county public bus service providing inter and intra urban transportation. The Council on Aging operates limited bus service to transport clients to their centers. Commercial passenger air service, as well as air cargo service is available at the Pellston Regional Airport.

The North Central State Trail, a non-motorized regional trail, runs through Wolverine. The 62-mile North Central State Trail (formerly the Gaylord to Mackinaw City Rail-Trail) offers a multi-use trail adventure into Michigan's north woods, with connections to well-established tourist towns at both ends. The Trail is made of a 10' wide crushed limestone surface. This trail is used by many bicyclists and hikers in the spring, summer and fall months. The Trail is open to snowmobiles from December 1 to March 31. The Wolverine Trailhead is located in the Village in the parks east of the downtown, along the Sturgeon River. Parking, restrooms and amenities are available at both parks.

Utilities

Electrical power is provided by Consumers Energy and natural gas is provided by DTE. AT&T provides land line telephone service while cellular telephone service is provided by various providers. Cable TV service is available from Dish and Direct TV, Sunrise Communications and Spectrum. Internet services are available from AT&T, Sunrise Communications, Spectrum, satellite and cellphone companies.

Figure 3-2 Street System Map



Local Churches

Wolverine Baptist Church

Wolverine Congregational Church

Wolverine Free Methodist Church

Media

Newspaper coverage is provided by the Indian River Straitsland Resorter, Petoskey News-Review, Gaylord Herald Times and Cheboygan Tribune. Regional television stations that cover the area include Fox 33, TV 9&10, TV 7&4 and CMU Public Television.

Figure 3-2 Street System Map

Festivals and Annual Events

Wolverine Lumberjack Festival

Memorial Day Parade

Old US 27 Motor Tour

Tri-Athlon

Music Festival

Michigan Marines Annual Muster

100K Ultra Run

ABATE 911 Memorial Celebration

Historical Buildings

Michigan Central Depot

In the early 1880's Wolverine became a stop on the Michigan Central Railroad (MCRR). By 1903, there were six passenger trains per day through Wolverine. Around 1906, the Michigan Central Depot was opened to provide modern conveniences to travelers.

4

Chapter 4 Natural Resources

Residents and visitors enjoy the area's natural environment and the rural character. Recreational activities such as hunting, fishing, golfing, snowmobiling, boating and a multitude of other outdoor activities attract people to the region. Many long-time visitors decide to move to the area upon retirement. Because of the abundant outdoor recreation opportunities, the natural environment is a major economic base and income generator.

At the same time, the environment places constraints on human activities. Certain critical and sensitive parts of the natural landscape cannot be altered without creating problems that are not easily corrected. Increased flooding and soil erosion due to the indiscriminate filling of wetlands and clearing of land are two examples. Therefore, it is essential that future development respect the different characteristics of the natural environment. This is important in preserving the attractiveness of this part of the State, preventing potential hazards related to undue alteration of the land, and maximizing the economic benefits of the tourist and recreation industry.

Climate

Wolverine is known for long cold winters and short cool summers. Spring is generally cold and late, while autumn tends to be mild. At Cheboygan the frost-free season is 134 days. This ranges up to 140 days along the lakes and only 116 days in this part of the County. There is an annual rain fall of about 32 inches and an average snow fall of 130 inches. This annual precipitation makes Wolverine a very desirable area for recreation.

The snowy winters and the areas vast forests provide excellent snowmobiling, cross-country skiing, and snowshoeing. Cold and clean waters in the Sturgeon River and nearby inland lakes provide year-round fishing and water sport opportunities. Autumn brings the beautiful color season with lots of biking and deer hunting seasons. Both regional setting and the four seasons play a big part in the recreational opportunities of the area residents and our many visiting tourists and sports enthusiasts.

Topography and Soils

The topography of the Village of Wolverine is best described as upland hills separated by two river valleys. The highest elevation (971 feet above sea level) is located in the hills along the southern village border. The elevation of the Sturgeon River as it enters Wolverine is 779 feet above sea level and as the river leaves the Village limits is 768 feet above sea level, which is the lowest point in the community. The upland area along the eastern border of the Village has an elevation of 917 feet above sea level and the highest elevation along the western border is 898 feet above sea level.

According to the Cheboygan County USDA Soil Survey, the soils are generally loamy sand (44%), sand (27%) and muck (25%). The muck soils are classified as hydric soils associated with the wetlands that border the Sturgeon River.

Hydric Soils and Steep Slopes

Hydric soils are saturated, flooded, or ponded during part of the growing season and are classified as poorly drained and very poorly drained. Hydric Soils have poor potential for building site development and sanitary facilities. Wetness and frequent ponding are severe problems that are difficult and costly to overcome. Sites with high water tables may be classified as wetlands and a wetlands permit would be required to develop these areas. Hydric soils border both branches of the Sturgeon River and are located in the north-central part of the community. Land with steep slopes can be found along the hillsides of the Sturgeon River valley and in the northwestern part of the Village.

Building Site Development

Lower density and less intensive development should be directed to the areas with severe building constraints. The USDA soil survey rates soils for various uses, such as building site development, and identifies the limiting factors, such as steep slopes or high-water tables. The rating system classifies areas as “not limited”, “somewhat limited” and “very limited”. Using the rating system developed by the USDA, soil limitations for buildings with basements have been mapped (Figure 4-2). Areas with well-drained soils and slopes of less than 10 percent are not limited for building development. The majority of the developed parts of the Village are considered “not limited” or “somewhat limited” for buildings with basements. Areas that are very limited for development because of high water tables and organic soils are depicted as light green in Figure 4-2. Areas with limitations related to steeper slopes are shown in red on the map. The “very limited” classification means special considerations must be made during site development.

Figure 4-1 Hydric Soils and Steep Slopes Map

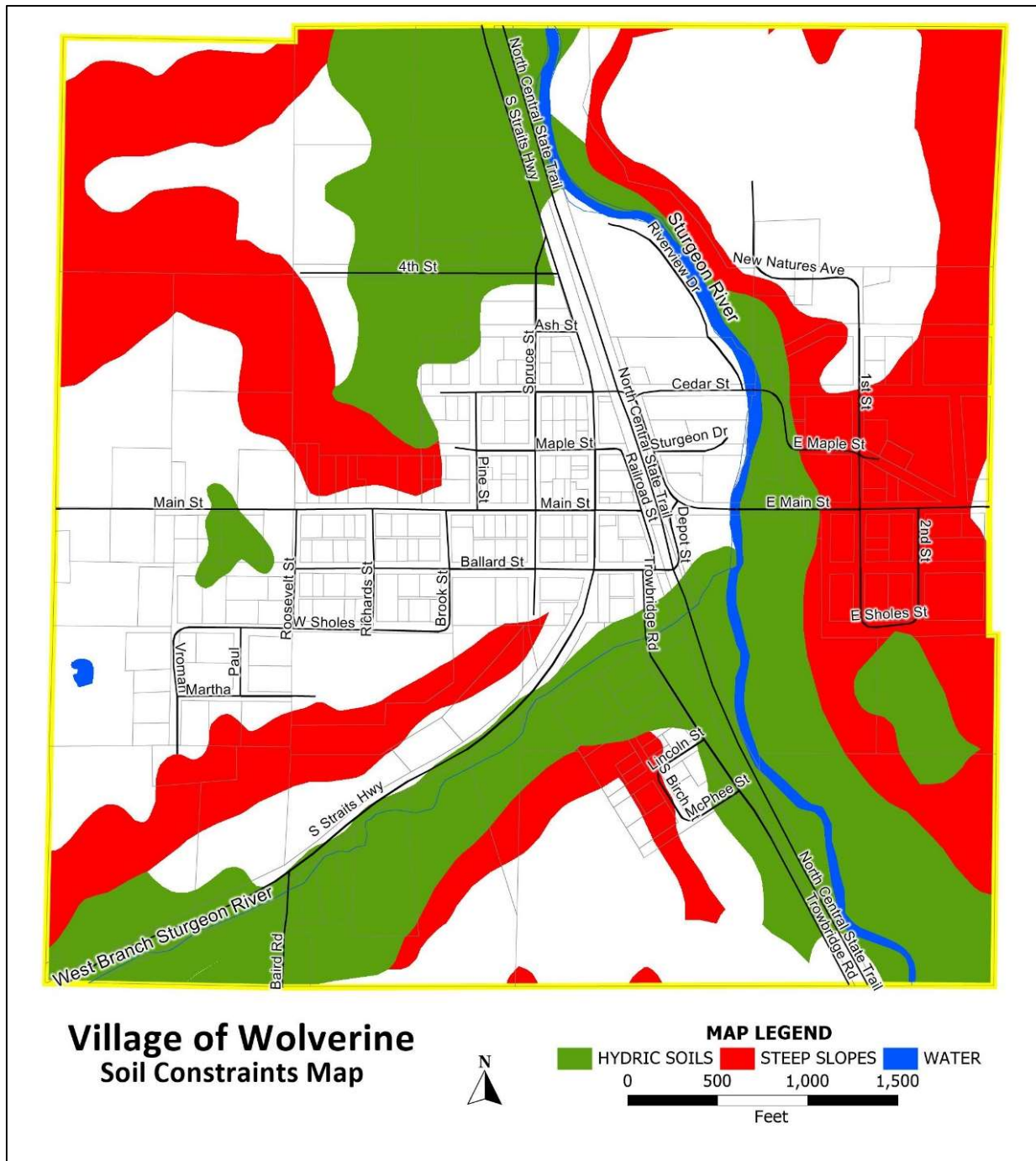
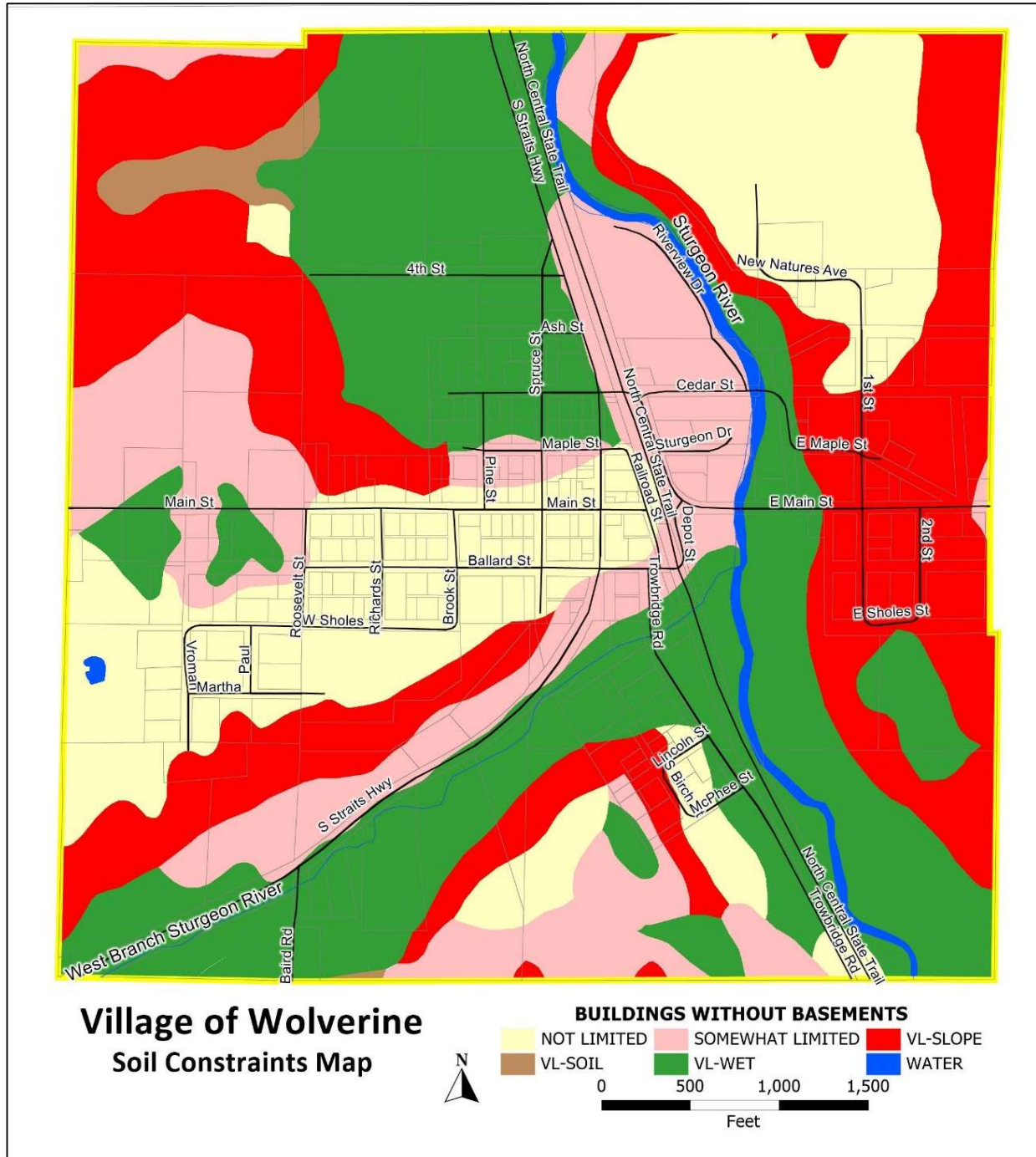


Figure 4 2 Building Limitations in the Village of Wolverine



Upland Forests

For a community one mile square in size, there is a surprising amount of undeveloped forested lands. Nearly 27 percent of the community is classified as upland forest and 15 percent is covered with lowland forest. Upland forests located outside of the Village center are dominated by northern hardwood species (sugar maple, red maple, beech, ash, hemlock, and basswood). Aspen-birch forests and pine plantations are found to a lesser extent.

Prior to logging and land clearing in the late 1800s, forests on the upland areas in the community and surrounding countryside were part of a much larger old growth northern hardwood forest complex. A review of the State of Michigan Land Cover Map circa 1800's shows this northern hardwood forest community was the dominant forest type covering the coastal counties from Emmet County southward to Manistee County and covered large parts of Cheboygan County. The northern hardwood forest (mesic northern forest community) has existed in the area as a dominant forest assemblage for over 2000 years.

Sugar maple, American beech, eastern hemlock, red maple, basswood, white ash, black cherry and yellow birch are the common forest species. White ash, American beech and Eastern hemlock were once important components of the northern hardwood forests. However, the emerald ash borer and beech bark disease have greatly reduced ash and beech in the forest. While past cutting practices have reduced hemlock as an important component.

Characteristic shrubs in northern hardwood forests include: raspberry, elderberry, striped maple, partridge berry, fly honeysuckle, Canada yew and maple-leaf viburnum. Common herbaceous plants of the mesic northern forest include: white baneberry, red baneberry, wild leek, wild sarsaparilla, trout lily, Dutchman's britches, spring beauty, jack-in-the-pulpit, sedges, sweet cicely, Solomon's seal, star flower, and trillium. Common ferns include: maidenhair fern, wood fern and lady fern.

While the undeveloped forests provide access to the natural environment, street and yard trees increase the quality of life within the developed parts of the community by reducing air pollution, absorbing and storing carbon dioxide to fight global warming, conserving water and reducing soil erosion, modifying the local climate, reducing heating and cooling costs, attracting businesses and tourists, reducing noise, and creating wildlife and plant diversity.

A detailed survey of the street trees was not conducted as part of this plan. Observations during the existing land cover/use inventory found good numbers of street and yard trees. Increasing the number of street and yard trees along the major commercial corridor, in the downtown business district and in residential neighborhoods will enhance the community's visual character. Additionally, streetscaping (planting of trees, shrubs, and flowers) in the downtown and along the commercial corridor will improve the appearance of the Village's commercial district and town center.

Lowland Forests and Wetlands

A wetland is land where water is found, either on the surface or near the surface, at any time during the year. Wetlands are often referred to as marshes, swamps or bogs. Typical vegetation found in forested wetlands are northern white cedar, balsam fir, black spruce, white spruce, tamarack, balsam poplar, quaking aspen, black ash, willow, speckled alder, and shrub willows. There has been an increasing awareness of the value of wetlands for their ability to protect water quality in lakes and streams by filtering polluting nutrients, organic chemicals, and toxic heavy metals. As noted in Chapter 5, some 18.5 percent of the community is lowland forest and wetlands.

The network of lowland forests bordering the Sturgeon River function as important greenways and wildlife corridors, and form the backbone of larger regional ecological corridors. With the North East State Trail following the Sturgeon River and regional greenways corridor, recreational users are provided ample opportunities to view and enjoy wildlife of all types. These lowland forests are adjacent to water features and function as riparian forests and water quality buffers. Nonforested wetland types include lowland brush, marshes and bogs. Forested and nonforested wetlands are a critical natural resource in the Village. Wetlands in the Sturgeon River corridor are closely related to high groundwater tables and serve to discharge aquifers. Within the Village, the wetlands function as natural water quality buffers and protect the high-quality water of the Sturgeon River.

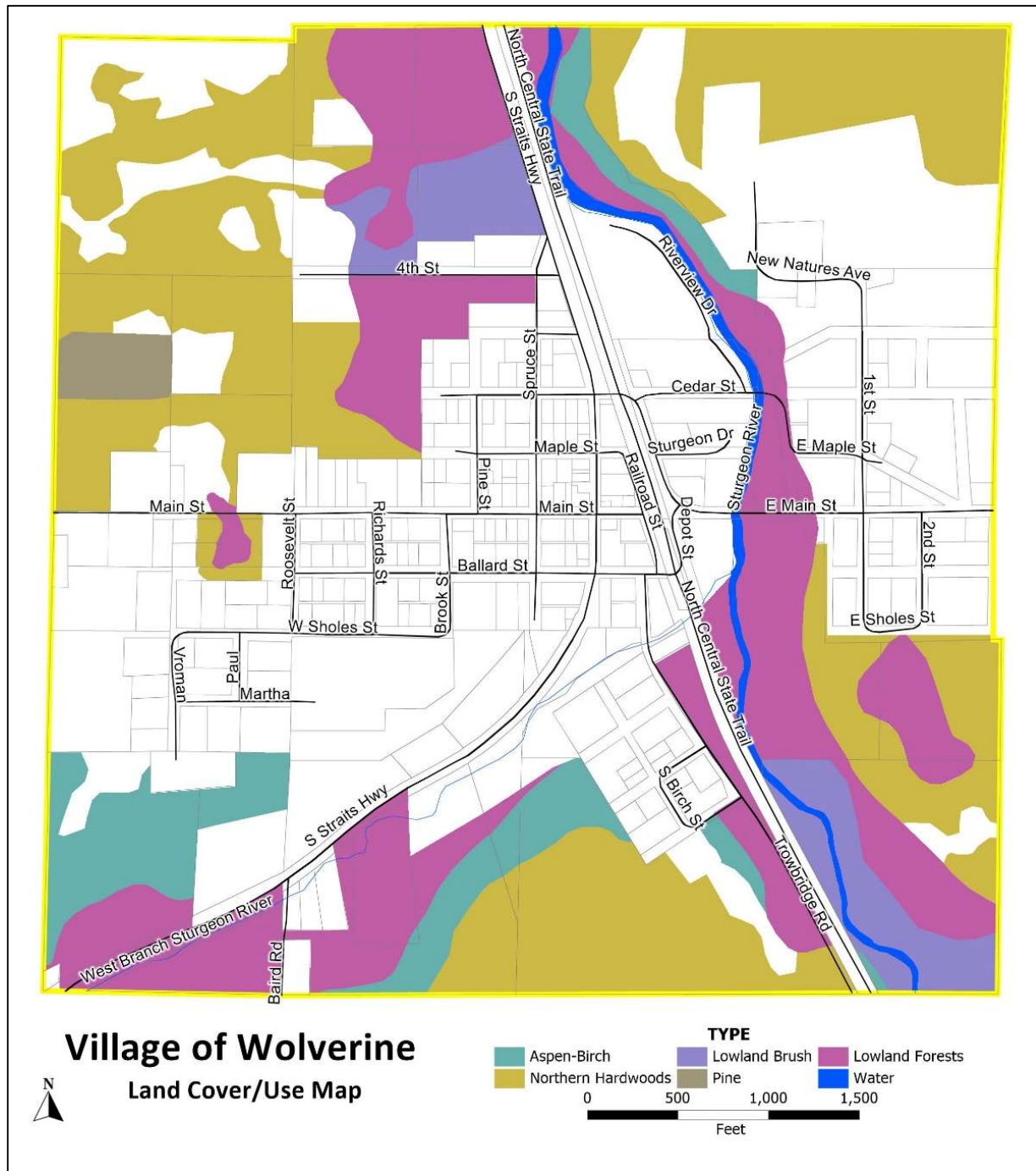
Water Resources

Wolverine is located in the Sturgeon River Watershed, which is part of the much larger Cheboygan River Watershed. The Sturgeon River flows through the eastern part of the Village. It's a key natural feature of Lumberman's Park and South Park. Just over two miles of the main branch and west branch of the Sturgeon River flow through the Village. Of this length, nearly one half (5,000 feet) is located on Village owned property and accessible to the public.

The Sturgeon is a high quality, medium-sized, coldwater stream that drains into Burt Lake. The Sturgeon River is one of the most pristine and high gradient streams in Michigan's Lower Peninsula and is one of the largest free-flowing trout streams in the state. Brook trout are found in the headwaters, brown trout are predominant throughout most of the mainstream, and it has runs of anadromous rainbow trout (steelhead) from Burt Lake. Thirty-three miles of both the main stream and the West Branch are designated by the Michigan DNR as a Blue Ribbon Trout stream¹.

¹ Burt Lake Watershed Management Plan, 2018, Tip of the Mitt Watershed Council

Figure 4-2 Woodlands, Wetlands and Water Resource Map



Sites of Environmental Contamination

The Natural Resources and Environmental Protection Act, 1994 PA 451, as amended regulates facilities of environmental contamination in Michigan. The Remediation and Redevelopment Division of the Michigan Department of Environment, Great Lakes, and Energy (EGLE) works towards managing and revitalizing sites of environmental contamination to protect the environment. The division administers two programs: Environmental Remediation (release of hazardous substances from facilities) and Leaking Underground Storage Tanks (release of hazardous substances from underground storage tanks).

EGLE also has an online mapping application, *Environmental Mapper*, which allows users to view sites of environmental contamination, leaking underground storage tank sites, and any land use or resource use restrictions imposed on a property that has been provided to EGLE. The facility inventory database has information for Sites of Environmental Contamination (Part 201), Leaking Underground Storage Tanks (Part 213), and Baseline Environmental Assessments (BEA). The Baseline Environmental Assessments document the existing contamination and allows a facility to be acquired and/or operated without being held liable for the existing contamination. Information about the sites of environmental contamination in the Village of Wolverine can be found in Table 4-1.

Table 4-1 Sites of Environmental Contamination			
Facility Name	Address	Site ID	Source
Wolverine Shell #2719	12909 S Straits Hwy	2719	BEA 521
Wolverine Elementary School	5993 Sholes Rd	16000012	Part 201
Source: Michigan Department of Environment, Great Lakes, and Energy			

Chapter 5

5 Existing Land Cover/Land Use

Prior to establishing goals and determining future land uses, a community must have an accurate assessment of existing land uses. This chapter presents information on both the types and location of land cover and uses. The process identifies both urban built-up land uses such as residential and commercial, along with natural land cover types like forests and beaches. As a result, the final map presented in this chapter is a hybrid that combines land cover and land use.

General Land Division Patterns

As development occurs, larger tracts of land are subdivided into smaller parcels. Therefore, studying the existing pattern of land divisions is one way to analyze the status of land use and development. Smaller platted lots one acre or less than in size are mainly found around the older developed Village center. Lots five acres and larger dominate the northern and southern regions of the community.

Existing Land Cover/Land Use Characteristics

Existing Land Cover/Use for the Master Plan was developed by using 2020 digital aerial photos and parcel data. The Michigan Resource Information Systems (MIRIS) land cover/use classification system was used to map the following categories: Residential, Commercial, Institutional/Recreational, Non-Forested Uplands, Upland Forests, Lowland Forests, and Non-Forested Wetlands. Field verification and ancillary digital map data such as ownership information, USDA soils, Google Maps, and the National Wetlands Inventory, were used to complete the mapping and analysis.

A more detailed approach was used to identify and map natural resources on larger tracts of land. Therefore, larger parcels will show urban built-up areas and undeveloped forests, wetlands or upland openings. The Land Cover/Use Map is displayed as **Figure 6-1** on the following page. **Table 6-1** presents the existing land cover/use breakdown for the Village of Wolverine.

Residential

Single family residential development is concentrated on smaller lots in the central part of the Village and in subdivisions east and west of the downtown. Residential development also occurs on larger lots outside the Village center. Typical of development patterns, residential lots located in older sections of the Village are generally one acre or less 20,000 sq. ft. or less, while lots in newer subdivisions tend to be larger. Residential land use covers 218.2 acres (32.7%) of the Village.

Commercial

The commercial/business category includes retail, restaurants, and professional services. The downtown business district is located on Main Street and Straits Highway. The downtown consists

of dense development with parking along the streets and in designated public parking lots. Sidewalks at the front of stores on Main Street provide a pedestrian friendly atmosphere. Commercial development outside of the downtown is automobile-oriented with each establishment having its own required parking lot. These uses make up 2.9 percent of the Village or 19.4 acres.

Institutional

Institutional land uses consist of governmental buildings, schools, libraries, churches, and museums. These uses make up 4.5 percent of the Village or 30 acres.

Recreational

Recreational land uses cover 29.5 acres (4.4%) of the Village. This category includes Lumberman's and South Parks, and the North Central State Trail.

Table 5.1 Existing Land Use Statistics		
Land Use Category	Number of Acres	Percent of Village
Residential	218.2	32.7%
Commercial	19.4	2.9%
Institutional	30.0	4.5%
Recreational	29.5	4.4%
Farmland	18.6	2.8%
Non-Forested Uplands	43.4	6.5%
Upland Forests	178.1	26.7%
Lowland Forests	101.5	15.2%
Non-Forest Wetlands	22.1	3.3%
Water	6.9	1.0%
Total	667.7	100%
Source: NEMCOG		

Agricultural

Agricultural lands cover 18.6 acres (2.8%) in the northeast part of the Village.

Non-Forested Uplands

The non-forested uplands category accounts for 43.4 acres (6.5%) of the Village. Herbaceous plants and shrubs are typically found in old farm fields and forest openings. Left undisturbed, these areas will transition into pine, aspen and maple forests.

Upland Forests

Upland forests cover 178.1 acres (26.7%) of the Village area. The primary forest type is northern hardwoods (sugar maple, red maple, basswood, beech, ash, hemlock and yellow birch). Aspen-birch and red pine forests are also found to a lesser extent. Forested areas are located outside the Village center and on larger tracts of land.

Lowland Forests and Wetlands

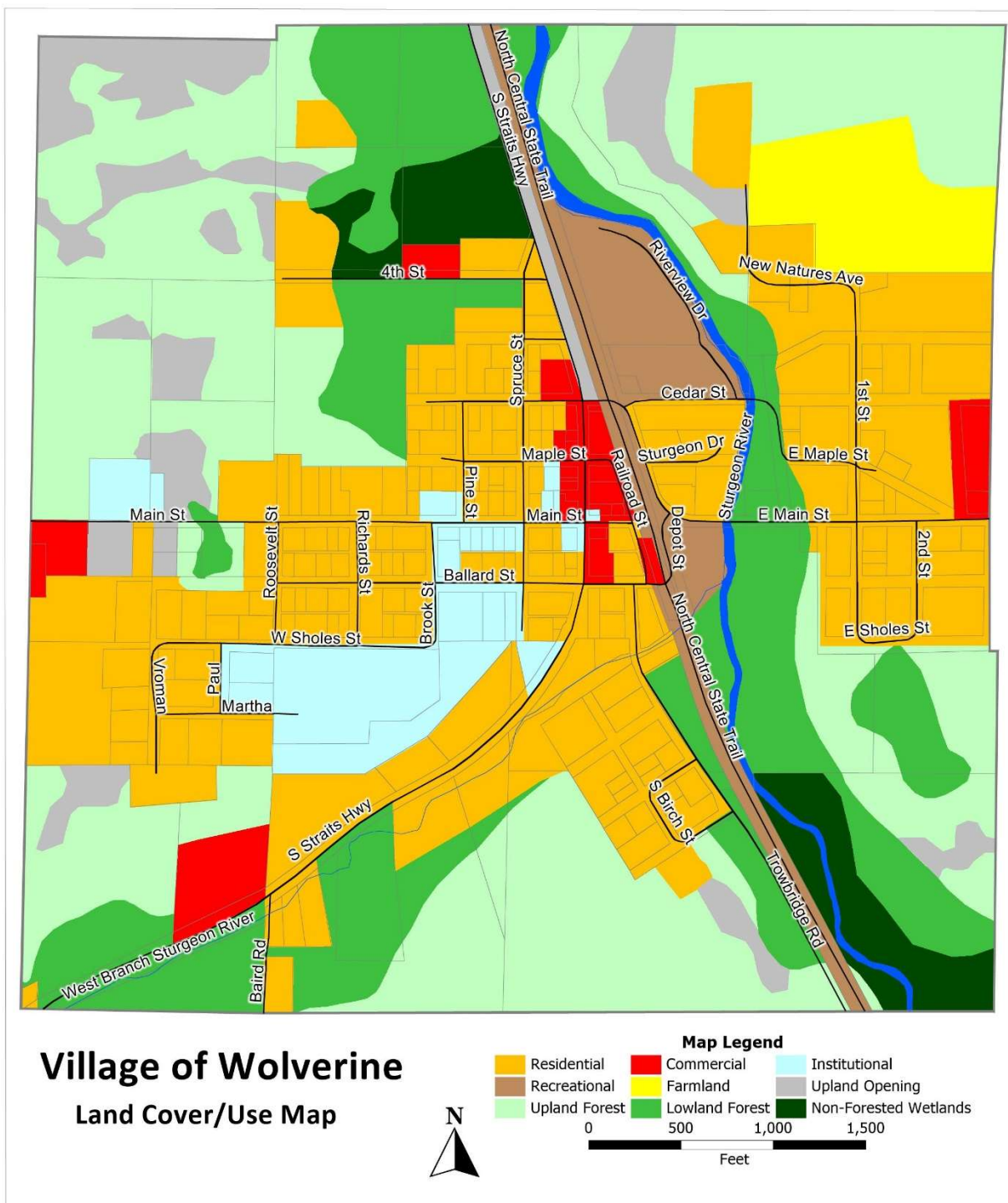
Lowland forests and wetlands border the Sturgeon River and West Branch of the Sturgeon River. These riparian wetlands protect water quality of these blue-ribbon trout streams and provide critical wildlife habitat for many species of wildlife. There is an area of lowland forests and wetlands in the north central part of the Village. Lowland forests account for 101.5 acres (15.2%) and nonforested wetlands account for 22.1 acres or 3.3% of the community. Common forest species

are support northern white cedar, balsam fir, white and black spruce, tamarack, balsam poplar, trembling aspen, black ash, willow, speckled alder and shrub willows.

Water

Surface water (main branch of the Sturgeon River) accounts for 1% (6.9 acres) of the land area in the Village. Note, the West Branch of the Sturgeon River is too narrow to delineate on the map.

Figure Error! No text of specified style in document.-1 Existing Land Cover/Land Use in the Village of Wolverine



6

Chapter 6 Goals & Objectives

Purpose

The purpose of this chapter is to establish the goals and objectives that will guide future growth and development in a manner that reflects the community's small-town character and addresses the long term needs and wishes of Village residents. In developing community goals and objectives, it is important to analyze existing community characteristics such as social and economic conditions, services and facilities, environmental conditions, and existing land use. Preceding chapters of this master plan have documented the above characteristics.

Public Input

In an effort to obtain input about the desired future of our community, the Village Planning Commission, with the assistance of NEMCOG, created a web-based community survey. The survey was posted on the Survey Monkey website and printed copies were made available at the Wolverine Library. A notice inviting Village landowners was inserted in the summer tax bill. There were 27 responses for the community survey. Additionally, the survey was distributed to Wolverine High School students, faculty and staff. There were an additional 26 responses from the school survey. Note, 15 of the 53 survey respondents were 19 years or younger.

Participants were asked a number of different questions, including the identification of assets and negative issues within the Village of Wolverine, and a number of different questions regarding government services, community facilities, recreation, natural resources, housing, economic development, transportation, and quality of life. Lastly, participants were asked to provide suggestions on improvements that could be undertaken by the Village of Wolverine in the future.

Community Goals and Objectives

The primary goal of this plan is to maintain and foster the growth and advancement of the Village of Wolverine as a quality place to live, work and visit. The following table contains timelines and responsible parties for implementing the strategies for the objectives found in the five focus areas listed. It is important to note that while responsible parties are listed, the Village will make every effort to collaborate with partner organizations, other local units of government, and members of the public in order to ensure the correct mix of stakeholders are involved in each item.

Timeframes

SHORT: Low cost, easy implementation, directly addressing top priorities, or critical to the advancement of other strategies, and to be implemented within the next 1-5 years.

MEDIUM: Important actions that have some level of significant cost and can be implemented within the next 5-10 years.

LONG: Actions that often require significant amounts of funding that must be planned for over time or require other strategies to be completed prior to their implementation.

ONGOING: Actions that have no beginning and end period but are continuously ongoing in the Village.

Council = Village Council
PC = Planning Commission
DPW = Department of Public Works
RC = Road Commission
ZO = Zoning Officer
MW = Michigan Works!
TWP = Adjacent Townships

IMPLEMENTATION STRATEGIES

FOCUS AREA	OBJECTIVES AND ACTION ITEMS	TIME FRAME	RESPONSIBLE PARTY
1 Community Character & Quality of Life	GOAL 1 Maintain and enhance the overall quality of life in the Village of Wolverine for all age groups, abilities, and income levels.		
	OBJECTIVE A Strive to balance future growth and development in the Village while maintaining its small-town character.		
	(1) Encourage the development of goods, services, recreation, and employment opportunities needed to retain and attract residents.	Ongoing	Council, PC
	(2) Review development proposals to ensure future development will be compatible with the community's character, master plan, and surrounding land uses. Consider traffic impacts and private/public parking.	Ongoing	PC, ZO
	(3) Encourage year-round community events.	Ongoing	Council
	(4) Consider the Village's character and master plan when making decisions.	Ongoing	Council, PC
	GOAL 2 Maintain and enhance the appearance and character of the Village of Wolverine.		
	OBJECTIVE A Enhance community gateways, parks, and streets.		
	(1) Streetscapes should include pedestrian-friendly features such as trees, street furniture, trash receptacles, pedestrian-scaled lighting and public art.	Ongoing	Council, PC, ZO, DPW
	(2) Research and apply for grants to fund streetscape projects.	Ongoing	Council
	(3) Seek funding and support to develop a downtown revitalization/redevelopment plan.	Short	Council, PC
	(4) Apply for grants and secure funding to implement the downtown plan.	Medium	Council
	(5) Preserve healthy trees on public property or in the rights-of-way. Remove unhealthy and unsafe trees, and replace trees when needed.	Ongoing	Council, PC, DPW,
	(6) Continue to maintain and improve public spaces by mowing and planting flowers, shrubs and trees.	Ongoing	Council, DPW
	(7) Encourage the use of native plant species in landscape designs to enhance the Village's existing character.	Ongoing	Council, PC, DPW,

1 Community Character & Quality of Life	OBJECTIVE B Enforce the Village's zoning ordinance.		
	(1) Enforce all ordinances in a consistent and fair manner.	Ongoing	Council, ZO
	(2) Enforce ordinances related to dumpsters, parking lots, and signs in the business district to enhance the visual appearance of existing businesses.	Ongoing	Council, ZO
	(3) Periodically review blight ordinance and consistently enforce the ordinance to work towards improving the quality of housing and businesses and protecting property values.	Ongoing	Council, PC, ZO
1 Community Character & Quality of Life	OBJECTIVE C Protect and preserve local history, including historic and cultural buildings, residential neighborhoods, and scenic features.		
	(1) Encourage private efforts to protect valuable historic resources.	Ongoing	Council, PC
	(2) Incorporate features that reflect the Village's historic character and cultural heritage into signs and streetscape elements within the Village.	Ongoing	Council, DPW

FOCUS AREA	OBJECTIVES AND ACTION ITEMS	TIME FRAME	RESPONSIBLE PARTY
2 Planning, Zoning, and Community Development	GOAL 1 Explore ways to share governmental and community services with Townships, Cheboygan County, and other surrounding communities.		
	GOAL 2 Guide development to meet the long-term needs of the community through the protection of existing development, preservation of community character, fostering of development, and the conservation of natural resources.		
	OBJECTIVE A Enhance the membership and education opportunities for the village council and commissions.		
	OBJECTIVE B Maintain and implement an updated Master Plan that is responsive to public needs.		
	(1) Initiate and maintain proactive conversations with property owners regarding preferred future land uses.	Ongoing	Council, PC

2

Planning, Zoning, and Community Development

(2) Review the Master Plan, including the goals and objectives, at five-year intervals per state law.	Ongoing	Council, PC
(3) Develop and provide an annual progress report for the Master Plan to the Village Council.	Short	PC
OBJECTIVE D Maintain the Zoning Ordinance to regulate development and land use in the village.		
(1) Update the Zoning Ordinance to meet legal requirements in state statutes and address changes in zoning related to case law.	Short	Council, PC
(2) Review and amend the Zoning Ordinance, when necessary, to address changes in statutes and case law.	Ongoing	Council, PC
(3) Consider amending the Zoning Ordinance to establish standards that require businesses to maintain an aesthetically desirable appearance through desired building materials, architectural elements, or façade improvements.	Short	Council, PC
(4) Consider amending the Zoning Ordinance to establish standards for green infrastructure (low impact development techniques, rainwater collection, green roofs, pervious pavement, steep slope protections, street tree planting standards, parking lot landscaping standards, and a list of native or low-maintenance plantings).	Short	Council, PC
(5) Consider mixed use development.	Short	Council, PC
(6) Evaluate design standards in the Zoning Ordinance.	Short	Council, PC
(7) Consider amending the zoning ordinance parking standards to include parking waivers, bicycle parking, payment in lieu of parking and reduction of required parking for complementary mixed-uses.	Short	Council, PC
OBJECTIVE E Communicate and collaborate with other levels of government, schools, governmental agencies, and the public on land use, zoning and development issues. Encourage feedback on the ongoing efforts to improve the Village.		
(1) Maintain an open decision-making process and promote ongoing active citizen involvement.	Ongoing	Council, PC
(2) Support community and neighborhood public forums to solicit public feedback from all demographic sections in the Village.	Ongoing	Council, PC

	(3) Implement improved communication processes for public feedback and encourage the use of the Village's website to disperse information, such as planning-related resources, news releases, newsletters, agendas, meeting minutes, the zoning ordinance, application forms, and Village plans.	Short	Council, PC
	(4) Communicate with the county and adjacent townships about land use and site plan issues for properties near their boundaries.	Ongoing	Council, PC
	GOAL 3 Maintain the infrastructure and provide essential services that meet the community's needs while being fiscally responsible.		
	Objective A Continue to provide water and fire protection.		
	(1) Explore all opportunities to secure funding to support maintenance, upgrades and if needed expansion of public water.	Ongoing	Council, DPW,
	(2) Maintain and upgrade as needed, fire and safety equipment and facilities to meet the needs to Village residents, businesses and visitors.	Ongoing	Council, DPW,
	(3) Inventory and computer map all utility infrastructure presently in place.	Long	Council, DPW
	OBJECTIVE B Continue to maintain and upgrade as needed streets and sidewalks.		
	(1) Use the Transportation Asset Management process to monitor the condition of streets and prioritize improvements/maintenance.	Ongoing	Council
	(2) Use the Complete Streets concept when completing roadway improvement projects, trail projects, and private development (through zoning requirements and site plan review standards).	Ongoing	ZO, PC, RC, DPW
	OBJECTIVE C Ensure a responsible fiscal policy and budget process to finance the village government.		
	(1) Maintain a six-year capital improvement plan to address village projects, including but not limited to projects regarding the streets, sidewalks, curbs, storm drains, and water system.	Short	Council, PC

3

Natural and Recreational Resources

GOAL 1

Conserve, protect, and maintain natural resources for the enjoyment of current and future residents and visitors.

OBJECTIVE A

Coordinate development intensity with the environmental integrity and land limitations.

(1) Protect the peaceful, safe, and environmentally sustainable use of private and public waterfront property.	Ongoing	Council, PC, ZO
(2) Direct development away from wetlands, environmentally sensitive areas and high-risk erosion areas.	Ongoing	Council, PC
(3) Integrate wetlands, important ecological corridors, woodlands, meadows and critical wildlife habitat for resident and migratory wildlife species into site development as aesthetic and functional features.	Ongoing	Council, PC, ZO
(4) Support efforts to preserve priority conservation areas through Voluntary Conservation, Conservation Easements, Purchase of Development Rights (PDR) and Fee Simple Purchase.	Ongoing	Council, PC
(5) Encourage the retention of existing native trees and the establishment of street and shade trees in residential neighborhoods and commercial developments.	Ongoing	Council, PC, ZO

OBJECTIVE B

Protect and improve the water resources of the Sturgeon River, open-space areas, scenic vistas, wildlife habitat, and environmentally sensitive areas.

(1) Regulate the density and type of development adjacent to streams, and wetlands.	Ongoing	Council, PC
(2) Evaluate water quality protection measures in the zoning ordinance such as greenbelt regulations, waterfront setbacks, lot sizes, and time of transfer septic system inspections for areas adjacent to Sturgeon River.	Ongoing	Council, PC

GOAL 2

Maintain and enhance the parks and recreational facilities and activities in the Village of Wolverine.

(1) Implement the MDNR approved Village Recreation Plan	Ongoing	Council
(2) Continue to support the development of the North Central State Trail (NCST) and incorporate into the Village recreational facilities.	Ongoing	Council, DPW
(3) Make improvements to the NCST Trailhead.	Short	Council, DPW
(4) Continue to make improvements to the Village Campground, while assuring the campground does not impact usage of other parks.	Ongoing	Council, DPW

FOCUS AREA	OBJECTIVES AND ACTION ITEMS	TIME FRAME	RESPONSIBLE PARTY
<div>4</div> <div>Housing</div>	GOAL 1 Allow suitable housing opportunities for all income levels, age groups, ability, household type, and resident type (year-round and seasonal).		
	OBJECTIVE A Support the retention of existing housing and the development of a mixture of quality housing within the Village.		
	(1) Investigate programs to upgrade conditions of existing housing.	Short	Council, PC
	(2) Encourage the development of affordable single-family housing, multiple family rental units, age-progressive senior, and assisted living housing, and provide for opportunities to age in place.	Ongoing	Council, PC
	(3) Consider allowing townhomes, granny flats, and mixed-use developments.	Ongoing	Council, PC
	OBJECTIVE B Protect the neighborhood character of residential areas.		
	(1) Consider development of a rental inspection ordinance.	Short	Council, PC
	(2) Require buffers or transition areas between residential and non-residential uses to maintain property values and aesthetics.	Ongoing	Council, PC, ZO
	(3) Encourage clustering residential development in areas where services and utilities are available to preserve open spaces.	Ongoing	Council, PC, ZO
	(4) Discourage the infringement of commercial and industrial uses near residential neighborhoods, while allowing for the continuation of existing neighborhood small businesses.	Ongoing	Council, PC, ZO
	(5) Encourage in-fill development on empty lots in established neighborhoods to avoid sprawling into the Village's outlying open space.	Ongoing	Council, PC, ZO

FOCUS AREA	OBJECTIVES AND ACTION ITEMS	TIME FRAME	RESPONSIBLE PARTY
5 Economic Development	GOAL 1 Provide opportunities to retain existing businesses, establish new commercial uses and redevelop vacant buildings and land, which meet the demonstrated market needs of area residents.		
	OBJECTIVE A Develop a more cohesive, vital business district.		
	OBJECTIVE B Market and brand the city to promote its assets and unique attributes.		
	(1) Encourage commercial development or redevelopment (retail, personal services, office and professional services) in the business district.	Ongoing	Council, PC, ZO
	(2) Enhance pedestrian and bicycle connections from the business district to the North Central State Trail and nearby neighborhoods.	Medium	Council, PC, ZO, DPW
	(3) Create a sense of place for the business district through the standardization of street signs, entry signs, and informational and directional signs.	Ongoing	Council, PC,
	(4) Encourage compatible façade, storefront, and sign improvements to increase the visual appeal of the district.	Medium	Council, PC,
	GOAL 2 Market the Village of Wolverine as a tourism destination.		
	OBJECTIVE A Participate in regional tourism marketing efforts.		
	(1) Participate in the Trail Town Program	Ongoing	Council
	(2) Collaborate with communities, chambers and tourism organizations in Cheboygan County and adjacent counties.	Ongoing	Council

Introduction

The next step in the master planning process is to plan for the types and intensity of development that may occur over the next twenty years. The master plan presents a future land use plan that illustrates the general land use arrangement in the Village of Wolverine (Figure 7-1).

The plan enables the Village to ensure the existing land uses (residential, parks, institutional and commercial) can continue, the irreplaceable resources, such as water, wetlands, and forestlands, are protected and reasonable growth can be accommodated with minimal land use conflicts or negative environmental impacts. It should be noted the desired future land use plan may be adjusted in the future based on changing conditions within the community while maintaining compatibility with the goals and objectives of the master plan.

The Village Planning Commission, with public input and assistance from NEMCOG, developed future land use recommendations for Wolverine. Recommendations are based on an analysis of several factors including social and economic characteristics, environmental conditions, existing land use, community services and facilities, existing patterns of land divisions, current zoning, and community goals and objectives.

Industrial development requiring public water and sewer would not be compatible at this time. The Village acknowledges there are industrial parks in neighboring communities, and therefore in the short term until appropriate infrastructure has been put in place, industrial/manufacturing development requiring public water and sewer should be guided to these existing industrial parks.

Future Land Use Categories

The Village of Wolverine has identified seven categories of land use intended to serve future development needs. These future land use categories are listed below and shown in **Figure 7-1**.

- *Village Residential*
- *Rural Residential*
- *Streamside Residential*

- *Town Center/Commercial*
- *Mixed Use*
- *Public & Institutional*
- *Village Parklands*

- *Special Issue Planning Areas:*
 - *River Connection*
 - *Walkability Planning and Safe-Routes-to-School*

Village Residential

This category includes one and two-family detached dwellings. Infill development and redevelopment should be considerate of existing neighborhood character. The Village of Wolverine has a diversity of lot sizes, housing styles, and residential neighborhoods. The neighborhood adjacent to the downtown has older homes on smaller lots. The neighborhood developed back in the days of horses and buggies and therefore is within walking distance of the downtown. Residential developments outside the old town are generally located on larger lots and have newer homes.

When designed to be compatible with surrounding neighborhoods, multi-family, townhouses, apartments, condominiums, and convalescent homes would be acceptable in appropriate. As new zoning regulations are developed for infill development and redevelopment, the specific characteristics of these neighborhoods (such as existing setbacks, lot coverage, and minimum lot size) should be taken into consideration and incorporated into the Zoning Ordinance.

Rural Residential

The Rural Residential future land use areas are located in the northern and southern parts of the community, butting up against the developed areas within the Village. They are best described as large tracts of privately owned forests and farmlands that create a wide buffer of greenspace around the Village Center. As noted in Figure 4-1, there are sites with hydric soils and steep slopes. The purpose of the future land use category is to have neighborhoods located in a rural setting with a mix of forestry, agricultural, and residential uses. The current land cover reflects this mix of lower-density residential development with larger tracts of managed forests and farmlands. These larger residential parcels provide privacy from neighbors and/or other development.

Streamside Residential

The future land use area includes residential development located on the Sturgeon River and the West Branch of the Sturgeon River. All of these parcels fall within the River Protection Zoning District, which covers an area of 500 feet on each side of and parallel to all channels of the mainstream of the Sturgeon River and the West Branch of the Sturgeon River. Recognize not all of the parcels within the 1000 feet wide stream corridor

are included in the Streamside Residential. For example, parcels located on the north side of Straits Highway are within the River Protection corridor but are separated from the river by the highway, which forms a barrier to run-off. A large undivided parcel located on the Sturgeon River and in the southeast corner of the Village is included in the Rural Residential category. If this parcel was subdivided for development, it would be considered Streamside Residential.

The purpose of the Streamside Residential area is to preserve, protect and enhance the resource values while allowing for limited residential development. Structure setbacks from the stream's edge, wider lots, retention of a natural vegetation strip, and properly designed on-site sanitation systems will minimize impacts to the regionally significant Sturgeon River ecological corridor.

Town Center/Commercial

The Town Center has retail and service development that is mainly vehicle oriented. However, the Village provides pedestrian facilities within the downtown to service the commercial and residential development along Straits Highway and Main Street. This area encompasses the downtown and commercial development outside the Town Center.

Downtowns can provide convenient, safe access to shopping, restaurants, cultural events, parks, and services for area residents and visitors. The Town Center should have development regulations that ensure a pedestrian-friendly design allowing for street trees, outdoor furniture, and eye-level design elements. Small parks, benches, and public art add to the pedestrian atmosphere. A vibrant downtown will draw families into the community center for entertainment, cultural events, and festivals.

Streets, designed to provide efficient traffic flow, as well as centralized parking are critical to accommodating a population orientated to automobiles. At the same time, the Village should continue to focus on a walkable, pedestrian-friendly environment by connecting residential areas to the downtown, public spaces, parks, schools, and churches. Wayfinding signs can be used to direct people to these points of interest within the Village. Communities use development regulations that ensure consistency in building design and form (i.e. buildings close to the street line, similar but varied scale and design elements). Height regulations could allow for two-story buildings with retail and service uses occupying the ground floor with residential and service uses allowed above. Regulations should be considered that address signs and lighting within the downtown.

A renewed commitment to the downtown would support an enhanced social climate and a stronger tax base. The first step would be to develop a sub-area plan for the Downtown. The planning effort would need to be a public-private partnership involving village representatives, homeowners, and business owners. The plan should focus on

improvements to public spaces and pedestrian facilities; streetscaping and parking; connections to neighborhoods, parks, and the North Central State Trail. The effort should include the development of a building facade improvement program.

Mixed Use

The Village Mixed Use future land use category is designed to accommodate a mix of commercial and residential land uses. Located along major roadways, near the NCST and Village parks, and close to the Sturgeon Rivers there are opportunities to have resort/recreation types of development such as housing, short-term tourist lodging, cabins, small retail, and businesses catering to the outdoors.

Public & Institutional

Land in this category is found in two general locations in the Village. The future land use category includes the following: public buildings, churches, schools, and other public lands within the Village. These important spaces are community anchor points, which draw residents from the greater Wolverine area. Land within this category is not anticipated to undergo significant changes in the future.

Village Parklands

Lumberman's Park and South Park are the centerpieces of the community parklands. Whether passing through town on the NCST, Sturgeon River, or the Straits Highway, the parks invite visitors to stop and enjoy the community. As well, the parks encourage residents to get outdoors and enjoy nature. The Sturgeon River is a key natural feature of the two parks. Nearly 5,000 feet of the stream is located on Village-owned property and open to the public. With the adoption and implementation of a Community Recreation Plan, the Village is committed to maintaining and making improvements to these valuable community recourses.

The North Central State Trail (NCST), a non-motorized regional trail, runs through Wolverine. The 62-mile North Central State Trail (formerly the Gaylord to Mackinaw City Rail Trail) offers a multi-use trail adventure into Michigan's north woods. The Wolverine Trailhead is located in the Village in the parks east of the downtown, along the Sturgeon River. Parking, restrooms, and amenities are available at both parks. Creating safe pedestrian and bicycle linkages from the NCST, parks, churches, and schools to residential neighborhoods and the downtown will better serve village residents and visitors.

Special Issue Planning Area

River Connections

The Sturgeon River is the natural resource centerpiece of the Village. The river and its tributaries are well known for their high-quality water. Making connections between the town and its waterways will enhance the community's sense of place. There are three types of connections: physical connections, visual connections, and spiritual

connections¹. Physical connections include parks, boating access, and other public lands. Private landowners can make useful connections by orientating commercial and residential uses to the water in ways that will result in heightened awareness of the river.

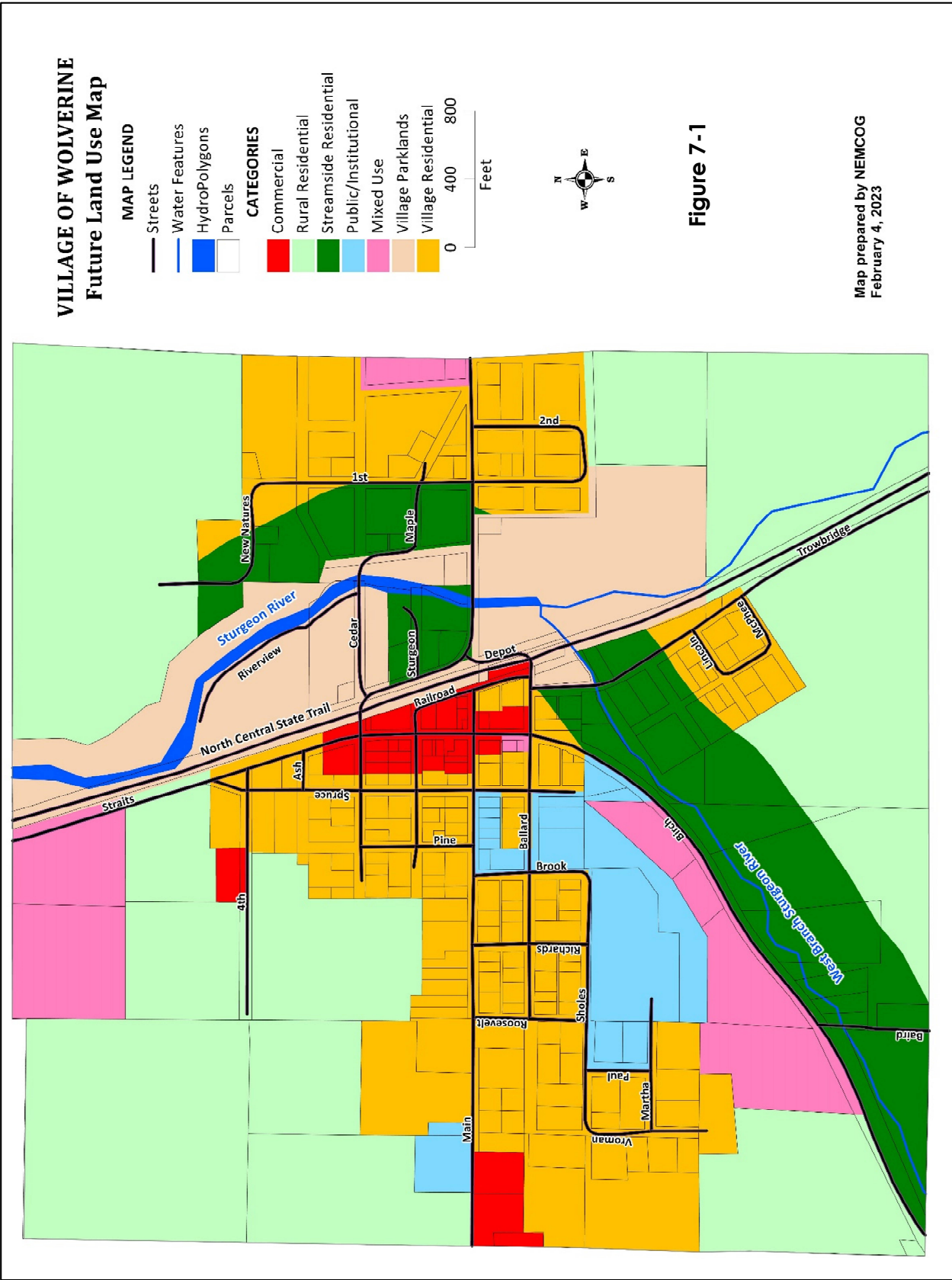
Views and vistas will bring the image of the river into people's daily lives. Such images create a sense of place and a connection to the water features. Water in the river flows from another place, spends a brief time in the community, then continues onto other communities downstream. The interconnected network of moving water compels communities to be good stewards of the river. To connect with the spiritual dimensions of the river, people need quality physical or visual connections. Spiritual connections are personal in nature. A place to unwind, enjoy the soothing sounds and sights of flowing water, observe wildlife and maybe see fish slurping flies from the surface can melt away life's troubles and put allow people to contemplate their place in the universe.

To preserve the scenic beauty, property value, and environmental integrity of the Sturgeon River corridor, the plan recommends consistently applying the standards outlined in the Zoning Ordinance's River Protection District. These regulations address waterfront setbacks, habitat protection, lot sizes, and greenbelts to sustain water quality and enhance the quality of experience. Wetlands adjacent to waterways are an important resource within the Village. The protection and preservation of these plant communities are encouraged. Wetlands can be preserved through the use of conservation cluster residential development, conservation easements, or fee simple purchase by local and state governments.

Walkability Planning and Safe Routes to School

The plan recommends working with Wolverine Schools to develop a Safe-Routes-to-School plan that focuses on improving pedestrian and bicycle facilities. The master plan supports the enhancement of non-motorized facilities, which include sidewalks, trails, and on-road bicycle facilities.

¹ Main Street Rivers, Pennsylvania State Univ. Department of Landscape Architecture



Chapter 8



Adoption and Implementation

Plan Coordination and Review

As required by the Michigan Planning Enabling Act of 2008 (P.A. 33 of 2008 as amended), notification of intent to develop the Village of Wolverine Master

Plan was sent on _____ to all adjacent communities and other relevant entities to request cooperation and comment. A copy of the notice letter, affidavit of mailing and entities notified can be found at the end of this chapter.

After the draft plan was completed by the Village of Wolverine Planning Commission with the assistance of a consultant, a draft was transmitted to the Village Council for approval to distribute the plan for review and comment. The draft plan was transmitted on _____ to entities notified at the initiation of the plan development. After the required comment period, a public hearing notice and notice of plan adoption of the final plan was transmitted to all required entities. A copy of all relevant information can be found at the end of this chapter.

Public Hearing

A public hearing on the proposed Master Plan for the Village of Wolverine, as required by the Michigan Planning Enabling Act of 2008 (P.A. 33 of 2008 as amended) was held on _____. Section 43 of the Act requires that 15 days' notice of the public hearing be given in a publication of general circulation in the community. A notice of the public hearings was published in the Cadillac Evening News on _____. Copies of the public hearing notice are reproduced at the end of this chapter.

Plan Adoption

The Village of Wolverine Planning Commission formally adopted the Master Plan on _____. The Village Council passed a resolution of concurrence for the Master Plan on _____.

Plan Implementation

The Master Plan was developed to provide a vision of the community's future. It will serve as a tool for decision making on future development proposals. The plan will also act as a guide for future public investment and service decisions, such as the local budget, grant applications, road maintenance and development, community group activities, tax incentive decisions, and administration of utilities and services.

On an annual basis, the Village of Wolverine Planning Commission will review the goals and objectives of the Master Plan and identify three to four working objectives per year. These identified priority items will be the focus of the Planning Commission's activity throughout that

particular year. This will allow the Planning Commission to work on a proactive basis in order to better accomplish the goals identified in the Comprehensive Plan.

The Michigan Planning Enabling Act of 2008 (P.A. 33 of 2008 as amended) recommends that all master plans be reviewed and updated, as necessary, every five years. The Village of Wolverine Planning Commission will review the Master Plan on a five-year schedule and develop updates as necessary.

Zoning Plan

The Michigan Planning Enabling Act (PA 33 of 2008) requires the Master Plan contain a zoning plan which includes an explanation about how the future land use categories on the Future Land Use Map relate to the zoning districts. See **Table 8-1**. The Village will consider Zoning Ordinance amendments to allow for growth and development without negatively impacting the Village's quality of life. The Master Plan recommends creating new zoning districts, which include Streamside Residential, Mixed Use, Public/Institutional and Village Parklands. The current Zoning Ordinance has much of the community classified as R-1 Residential. The Master Plan recommends creating two residential districts, Village Residential and Rural Residential. Additionally, the plan recommends eliminating the Industrial, Mixed Residential and Varied Residential.

The zoning ordinance is the primary tool for implementing the Village of Wolverine Master Plan. This plan recommends the Village zoning ordinance be reviewed to ensure the ordinance is consistent with the goals and the future land use plan. At that same time the zoning ordinance should be reviewed to assure it conforms to current State of Michigan statutes and court rulings.

The Village's review of their zoning ordinance will consider the following provisions: signs and billboards, communications towers, antennas and towers, wind turbines, solar farms, landscaping, fencing and screening, and buffers between land uses. The Zoning Ordinance should also be reviewed for specific development standards for each district, permitted uses and special uses, approval procedures, review standards, supplemental development standards and general provisions. The Village would consider special development standards for commercial zoning districts located along major transportation corridors. These would include access management, service drives, cross-connections, and internal circulation, width of frontage and setbacks, landscape plan requirements, parking lot landscaping, highway landscape buffers, signs and billboards.

Table 8-1 The Village of Wolverine Zoning Districts and Future Land Use Categories	
Zoning District	Future Land Use Category
R-1 Residential	Village Residential, Rural Residential, Commercial & Public/Institutional
R-2 Mixed Residential	Mixed Use
R-3 Varied Residential	Rural Residential & Village Residential
N-R River Protection	Streamside Residential, Village Parklands & Mixed Use
C-1 Commercial	Commercial
I-1 Industrial	Mixed Use

Grants and Capital Improvement Plan

The Master Plan can also be used as a guide for future public investment and service decisions, such as the local budget, grant applications and administration of utilities and services. Many communities prioritize and budget for capital improvement projects, (such as infrastructure improvements, park improvements, etc.). A Capital Improvements Program (CIP) typically looks six years into the future to establish a schedule for all anticipated capital improvement projects in the community. A CIP includes cost estimates and sources for financing for each project. It can therefore serve as both a budgetary and policy document to aid in the implementation of a community's master plan.

Recreation Plan

The Village of Wolverine has a DNR-approved Recreation. The DNR-approved recreation plan enables a community to apply for recreation grants through the MDNR.

Official Documentation

The following pages contain the official documentation of the master planning process.