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Local Government and Community Factors: Strategies and Capacity to Support Forestland in the UP

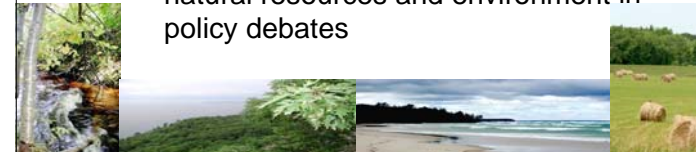
Brad Garmon
Michigan Environmental Council



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Who we are


- Non-profit public policy and advocacy organization
- Formed 27 years ago
- 76 member groups across the state
- Charged with representing Michigan's natural resources and environment in policy debates



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One issue, two aspects


- Forest management practices on single-owner, large-tract forestland
- Long-term potential for *parcelization and fragmentation*



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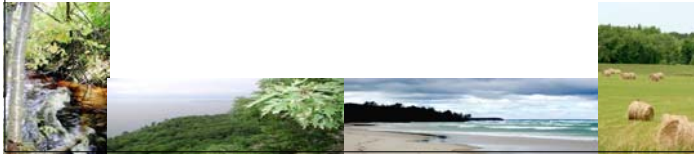
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- Long-term potential for *parcelization and fragmentation*



● ● ● | Outline

- Community factors shaping land use
- Economic incentives for forests
- Planning and development for forests
- UP planning capacity research



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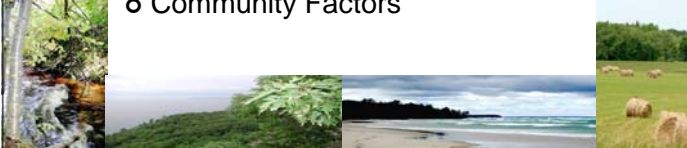
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● ● ● | Many factors shape land use change

- Geography
- Ownership
- Scale
- Timeframe
- Economic Factors
- Community Factors



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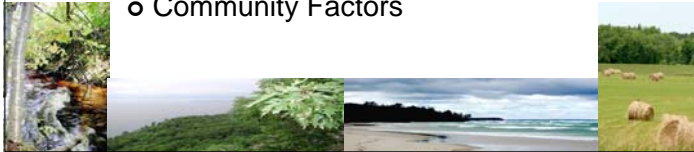
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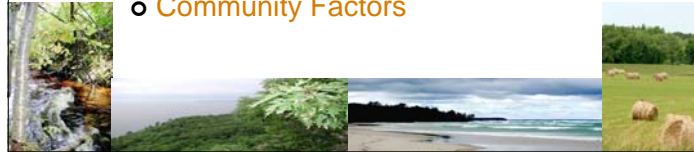
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● ● ● | Common community factors

- Natural resources and environmental protection laws
- Infrastructure programs
- Economic incentives and housing strategies
- Land use planning and development tools

Source: Tri-County Regional Planning Commission, 2002



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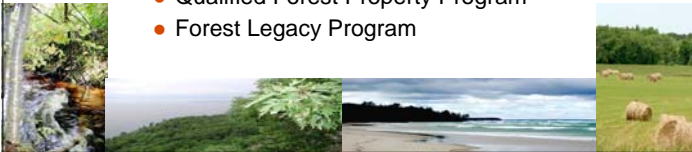
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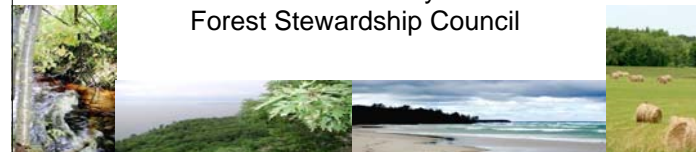
Economic forest incentives

- o Government-sponsored programs primarily address management goals
- o Enrollment is voluntary, at the discretion of the forest landowner
 - o Commercial Forest Program
 - o Forest Stewardship Program
 - o Qualified Forest Property Program
 - o Forest Legacy Program



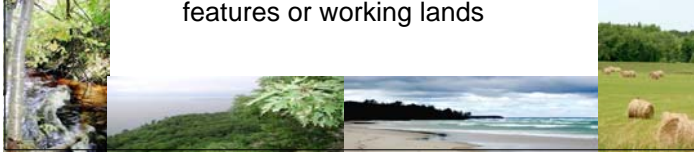
Economic forest incentives

- o Industry-sponsored approaches also support management goals
- o Private purchase agreements:
 - o Fiber supply agreements
 - o Forest certification programs such as Sustainable Forestry Initiative and Forest Stewardship Council



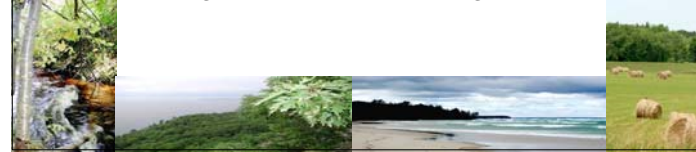
● ● ● | Economic forest incentives

- Conservation easements
 - Market-based acquisition of land or certain rights to land
 - Applies restrictions to achieve land or management goals
 - Can secure critical buffers, habitat, features or working lands



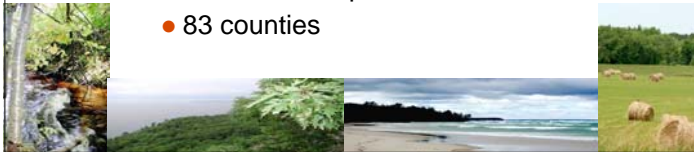
● ● ● | Planning and Development

- State enabled, local implementation
- Primarily address parcelization and fragmentation issues
- Sophistication may reflect community's capacity to influence long-term land use change



● ● ● | Planning and Development

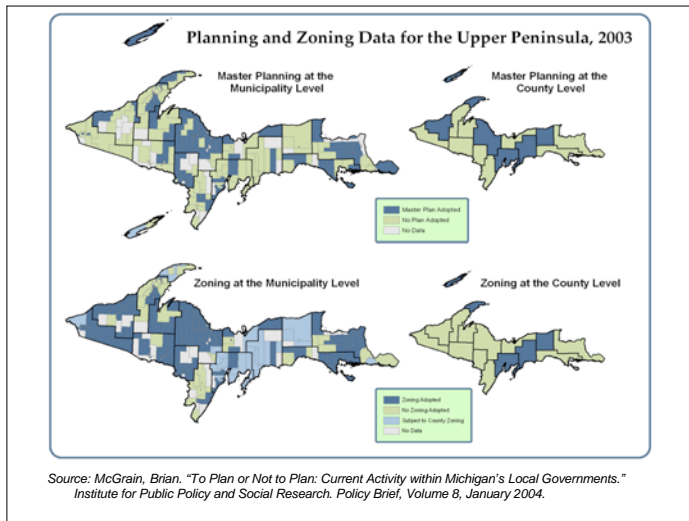
- 1,857 local units of government have direct land use planning and zoning authority:
 - 272 cities
 - 261 villages
 - 1,241 townships
 - 83 counties



● ● ● | UP planning capacity research

- Primary research: MSU/IPPSR 2003-04 survey
- The Upper Peninsula is comprised of 206 different local governments.
 - 117 (56.7%) have their own zoning ordinances, including villages/cities, townships, and counties.
 - 28 governments without zoning are subject to county zoning (70%).





● ● ● | UP planning capacity research

- UP communities have substantially fewer master planning documents in place compared to other areas of the state.
 - 45% of UP communities
 - 96% in Southeast Michigan
 - 81% in Southwest Michigan
 - 75% in East-Central
 - 71% in West-Central Michigan
 - 58% in the Northern Lower Peninsula

● ● ● | UP planning capacity research

- UP communities are less likely to have zoning ordinances in place than other regions of the state.
 - 59% of UP communities
 - 95% in Southeast Michigan
 - 81% in Southwest Michigan
 - 79% in East-Central Michigan
 - 72% in West-Central Michigan
 - 59% in Northern Lower Peninsula

● ● ● | UP planning capacity research

- The use of Geographic Information Systems is lower in areas with smaller populations, including UP.
 - 18-19% in the UP
 - 42% in Southeast Michigan
 - 18-19% in the East-Central region
 - 30% in other regions.



UP planning capacity research

- o Overall, number of UP planning and zoning officials attending trainings was lower than state average.
- o But, a higher percentage of UP planning officials are willing to attend training
 - UP 69.6%
 - Northern Lower 61.5%
 - West Central 52.4%,
 - East Central 51.3%
 - Southwest 62.3%
 - Southeast 55.4%



Source: Suvedi, Murari, Ph.D., Gary Taylor, J.D. and Phillip Davis, Ph.D. "Perspectives on Land Use: A Statewide Survey of Land Use Decision Makers in Michigan." Michigan Agricultural Experiment Station Report Research Report 582. December 2002



Township Planning and Zoning In Michigan's Upper Peninsula 2003/2004

County	Total Townships	Townships with Master Plan	Townships with Zoning	Townships under County Zoning
Alger County	8	3	7	0
Baraga County	5	2	4	0
Chippewa County	16	10	10	0
Delta County	14	3	4	10
Dickinson County	7	4	7	0
Gogebic County	6	0	5	0
Houghton County	15	4	4	0
Iron County	7	2	4	0
Keweenaw County	6	3	0	6
Luce County	4	0	0	0
Mackinac County	11	6	8	0
Marquette County	19	14	17	0
Menominee County	14	2	6	0
Ontonagon County	11	3	7	0
Schoolcraft County	1	0	0	0
Totals	144	56	83	16

Source: McGrain, Brian. "To Plan or Not to Plan: Current Activity within Michigan's Local Governments." Institute for Public Policy and Social Research. Policy Brief, Volume 8, January 2004.

Contents of Planning and Zoning Documents in the Upper Peninsula

IPPSR Question	UP	All Michigan
Does your zoning ordinance include Shoreline Protection?	31 (15.0%)	192 (14.1%)
Does your zoning ordinance include Access Regulations?	19 (9.2%)	374 (27.5%)
Does your zoning ordinance include Environmental Area Regs.?	8 (3.9%)	136 (10.0%)
Does your zoning ordinance include Cluster Development regulations (at least 50% open space)?	21 (10.2%)	493 (36.2%)
Does your zoning ordinance include Wetland Regulations?	20 (9.7%)	255 (18.7%)
Does your zoning ordinance include Woodlands Regulations?	19 (9.2%)	125 (9.2%)
Does your zoning ordinance include Lot Splits Regulations?	52 (25.2%)	786 (57.8%)
Does your zoning ordinance include Private Road Regulations?	20 (9.7%)	597 (43.9%)
Does your zoning ordinance include Purchase of Development Rights?	1 (0.04%)	47 (3.5%)
Does your zoning ordinance include Transfer of Development Rights?	2 (0.1%)	38 (2.8%)
Does your zoning ordinance include Subdivision Regulations?	38 (18.4%)	593 (43.6%)
Has your community adopted a Capital Improvement Program?	21 (10.2%)	266 (20.8%)
Does your community charge applicants for the full cost of review of development proposals?	27 (13.1%)	635 (51.3%)
Does you community work closely with other neighboring units of government (counties, cities, villages, townships) to plan for land use, growth and development?	62 (30.1%)	833 (64.8%)
Does your zoning ordinance include Traditional Neighborhood Development/Form-Based Zoning?	19 (9.2%)	295 (21.7%)
Does your zoning ordinance include Farm Land Protection Regulations?	18 (8.7%)	221 (16.2%)
Does your zoning ordinance include Growth Management Ordinances?	2 (0.1%)	80 (5.9%)

Source: McGrain, Brian. "To Plan or Not to Plan: Current Activity within Michigan's Local Governments." Institute for Public Policy and Social Research. Policy Brief, Volume 8, January 2004.



UP planning capacity research

- o RR Rural Residential
 - Min. Lot size: 1 acre
 - Intent: To establish and maintain an alternative residential environmental in accessible rural areas
- o R-3 Rural Residential
 - Min. Lot size: 2 acres
 - Intent: primarily for single-family homes on large lots.
- o RR-2 Rural Residential Two
 - Min. Lot size: 5 acres
 - Intent: to protect and generally preserve the existing character and use of areas of the Township which are presently rural or agriculture
- o AG/R Agricultural/Residential District.
 - Min. Lot size: Not less than one (1) acre in area nor less than one hundred and fifty (150) feet in width.
 - Intent: farming, agriculture, dairying, forestry operations, other rural-type activities, and general residential uses are encouraged.

UP planning capacity research

- RAF (Recreational, Agricultural, Forestry)
 - Min Lot size: 15,000 sq w/ sewer, 25,000 w/o sewer
 - Intent: promote the proper use, enjoyment and conservation of the forest, water, land, topographic, geologic, historic, and other resources of the Township, peculiarly adapted to recreational and agricultural uses and/or forest industries.
- FR Forestry Recreational District
 - Min. Lot size: 10 acres, though single family dwellings may be erected on 15,000 sq. ft. following the requirements of the R-1 District.
 - Intent: promote the proper use, enjoyment and conservation of the water, land, topographic and natural resources of the Township particularly adapted in general to recreational and forest uses.
- RF Recreational Forest District
 - Min. Lot size: 10 acres
 - Intent: promote the proper use, enjoyment and conservation of the forest, water, land, topographic, geologic, historic, and other resources of the Township peculiarly adapted to recreational uses and/or forest industries. To facilitate such uses, certain commercial and other services may be authorized through the Conditional User permit process.

UP planning capacity research

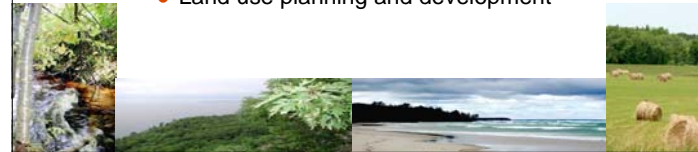
- CF Commercial Forestland District
 - Min. Lot size: 40 acres "quarter-quarter." Minimum lot width at the road frontage and at the water frontage: 1,320 feet
 - Intent: maintain lands that are valuable for commercial timber production. . . protected from land divisions and development levels that would render them unsuitable for timber production. Some limited, very low density rural development will be permitted without further dividing and jeopardizing the viability of timber lands.
- TR Timber Resource
 - Min Lot size: 40 acres
 - Intent: to identify . . .protect and encourage the economic, sustainable growing and harvesting of timber and related recreation by protecting large blocks of contiguous forestland. Camps, tents, yurts and organized camps could be considered compatible within these areas, but small lots and permanent residential occupancy are discouraged.
- RP Resource Production
 - Min. Lot size: 10 acres
 - Intent: to maintain low density rural areas which because of their rural character, and location, accessibility, natural characteristics and the potentially high cost of providing public services for intensive uses are more suitable for . . . forestry, agriculture, natural resources and recreational uses.

UP planning capacity research

- LS/R: Lakeshore/River
 - Min. Lot size: 20,000 sq. ft.
 - Intent: to establish and maintain for residential and recreational use those areas with frontage on inland lake and rivers, which because of their natural characteristics and accessibility are suitable for development.
- LS/R Lakeshore and River
 - Min. Lot size: 30,625 sq. ft.
 - Intent: residential and recreational use to those areas with frontage on inland lakes and the rivers, which because of their natural characteristics and accessibility, are suitable for development and to preserve the visual appearance and accessibility of the water area but still permit development along the shoreline.
- R-3 Lakeshore/River Residential
 - Min. Lot size: 43,560 sq. ft.
 - Intent: to establish and maintain for residential and recreational use those areas with frontage on or in proximity to inland lakes and rivers which because of their natural characteristics and accessibility, are suitable for development. The district will permit development along the shoreline but takes into consideration the visual appearance and accessibility to the water resource

Concluding thoughts

- Does Michigan have the right tools in place?
- Are communities provided the resources needed to be effective?
 - Natural resources and environmental protection laws?
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