

# Master Plan



2019



  
**Village of Roscommon**

VILLAGE OF ROSCOMMON  
Roscommon County, Michigan  
702 Lake St (PO Box 236)  
Roscommon, MI 48653

**DRAFT**



---

## **ROSCOMMON VILLAGE COUNCIL**

Mike Miller, Village President  
Dan Fishel  
Dan Scow  
Brian Ludwig  
Heather Roemer  
Jan Deloge  
Maureen Ruddy

## **ROSCOMMON PLANNING COMMISSION**

William Curnalia, Chairman  
Tim Legg  
Heather Roemer  
Kevin Wagner  
Bob Qualls

## **VILLAGE MANAGER**

Ron Alden

## **REDEVELOPMENT READY COMMUNITIES (RRC) STEERING COMMITTEE (ROXIE)**

Mark Walling, RRC Coordinator  
Diane Love-Suvada, Sawmill Executive Director  
Lacey Wilkerson, Village Administrative Assistant  
Mike Walker  
Mike Miller  
William Curnalia  
Heather Roemer

## **CONSULTANT**

2019 NEMCOG (Northeast Michigan Council of Governments)



[www.nemcog.org](http://www.nemcog.org)

---

*Photos: Roscommon DDA and NEMCOG*

## Table of Contents

Chapter 1: Introduction & History .....	1-1
Preface .....	1-1
Location.....	1-1
History .....	1-3
Chapter 2: Socio-Economic Characteristics.....	2-1
Population .....	2-1
Age Distribution .....	2-2
Household Characteristics.....	2-3
Housing Characteristics.....	2-3
School Enrollment & Educational Attainment .....	2-5
Disability Status .....	2-7
Income.....	2-7
Poverty .....	2-8
Labor Force .....	2-9
Community to Work .....	2-12
Jobs & Workers.....	2-12
State Equalized Value .....	2-15
Village of Roscommon Finances .....	2-19
Crime & Traffic Crashes .....	2-26
Chapter 3: Community Services & Facilities .....	3-1
Village Government .....	3-1
Downtown Development Authority .....	3-2
Economic Development.....	3-2
Water Supply and Sewage Disposal .....	3-3
Utilities.....	3-3
Postal Service .....	3-3
Schools .....	3-3
Libraries and Museums .....	3-4
Medical Facilities .....	3-4
Cemeteries.....	3-4
Public Safety .....	3-4
Transportation .....	3-5
Recreation.....	3-6
Festivals & Annual Events .....	3-9
Service Organizations .....	3-11
Local Churches.....	3-11

Chapter 4: Natural Resources .....	4-1
Climate .....	4-1
Geology.....	4-1
Topography and Soils .....	4-2
Water Resources .....	4-4
Forests.....	4-6
Surface Water Discharge Permits .....	4-7
Sites of Environmental Contamination .....	4-7
Chapter 5: Existing Land Use .....	5-1
General Land Division Patterns .....	5-1
Existing Land Use/Land Cover Characteristics .....	5-1
Zoning Plan.....	5-8
Chapter 6: Objectives & Strategies.....	6-1
Planning Process.....	6-1
Survey Results .....	6-1
Goal.....	6-3
Objectives and Implementation Strategies (Action Items) .....	6-3
Focus Area 1: Government & Public Services .....	6-4
Focus Area 2: Community Development .....	6-5
Focus Area 3: Economic Development .....	6-7
Focus Area 4: Residential Development.....	6-10
Focus Area 5: Recreation, Natural Resources, Open Space & Environment .....	6-11
Chapter 7: Future Land Use & Zoning Plan .....	7-1
Introduction.....	7-1
Future Land Use Categories .....	7-2
Priority Redevelopment Areas .....	7-3
Chapter 8: Adoption & Implementation .....	8-1
Adoption.....	8-1
Implementation.....	8-1
Official Documentation .....	8-4
Maps .....	
Existing Land Use Map .....	5-1
Future Land Use Map.....	7-5
Zoning Map .....	7-6



# Chapter 1 Introduction & History



# Chapter 1

## Introduction & History

### Preface

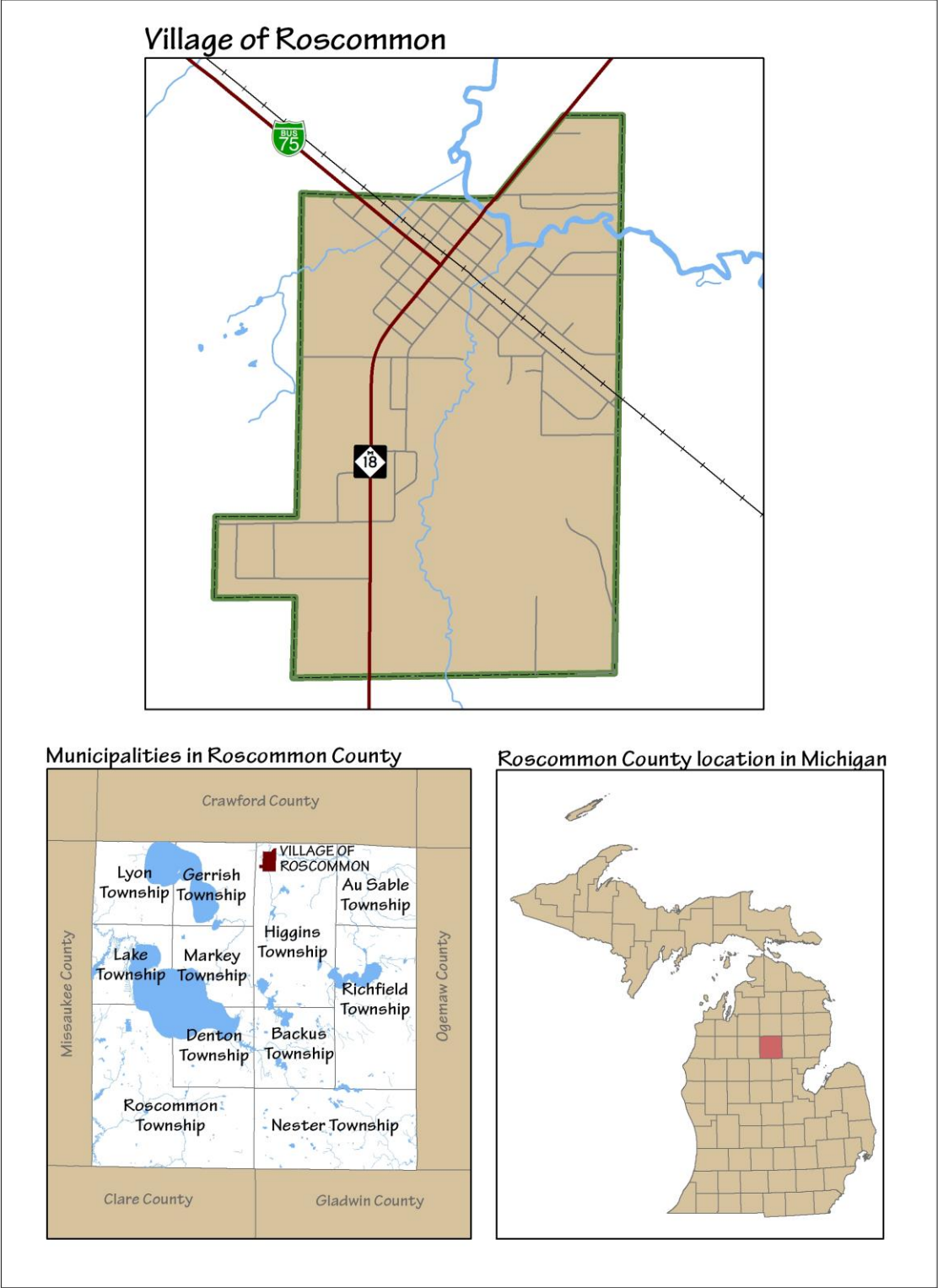
The purpose of this Master Plan is to provide a "blueprint" for managing the land use and future growth of the Village of Roscommon to ensure that Roscommon retains the characteristics that are important to the entire community. This Master Plan includes maps and important information about the Village. 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 for 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.

### Location

The Village of Roscommon, Michigan is a small community located in north central Roscommon County within Higgins Township (**Figure 1-1**). The Village, the county seat for Roscommon County, was incorporated in 1885. The Village of Roscommon encompasses approximately 1.6 square miles and is located three miles east of I-75 and 15 miles southeast of Grayling. Two major thoroughfares lead to Roscommon, M-18 and M-76. The beautiful Au Sable River is the main recreation attraction within the Village. Higgins Lake, one of the world's most beautiful lakes, is about eight miles west of the Village.

Figure 1-1

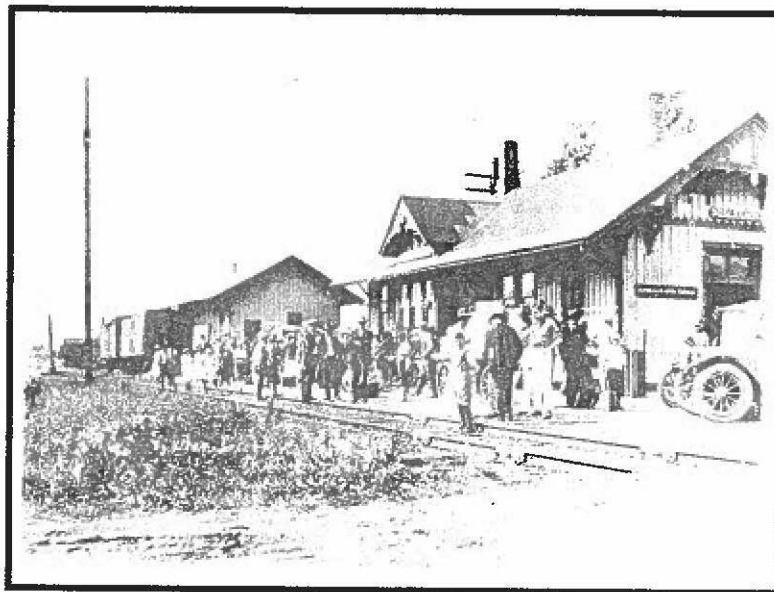


## History

Though Roscommon County had been set off originally as Mikenauk County in 1840, it was changed by legislation in 1843. The name Roscommon is Irish, "Ros" meaning a "wooded promontory or pleasant place" and "Coman" the name of an Irish Saint who lived between 500 and 550 A.D. In 1843, State Representative Charles O'Malley, who was from Roscommon, Ireland and was instrumental in the organization of the County, initiated action to change Mikenauk County to Roscommon County.

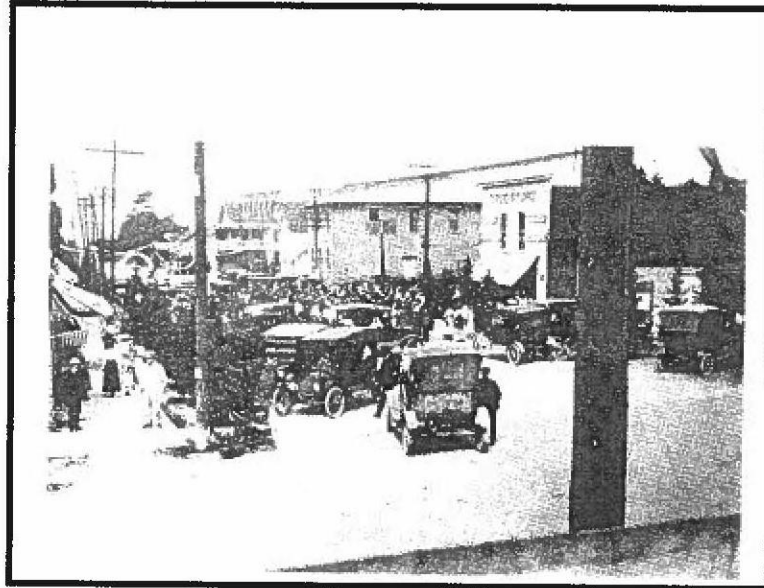
The lumber prospects in Roscommon County and those surrounding it were very attractive. With the South Branch of the Au Sable River meeting the new track of the Jackson, Lansing, and Saginaw Railroad at 44 degrees, -30'N, 84 degrees- 36' W, it was an ideal place to establish a railroad station. Since this point was located in Roscommon County, it was designated Roscommon Station.

In 1875, Roscommon County was organized, and Roscommon Station was designated as the county seat. In 1876, George O. Robinson, a Detroit lawyer and businessman, drew up the plat for the Village of Roscommon. On January 4, 1882, Roscommon was incorporated as a village by the Board of Supervisors. As the railroad and lumbering operations reached new peaks of production, the Village became established and continued to grow. Roscommon seemed destined to a bright and prosperous future.



*The busy Roscommon Station.*

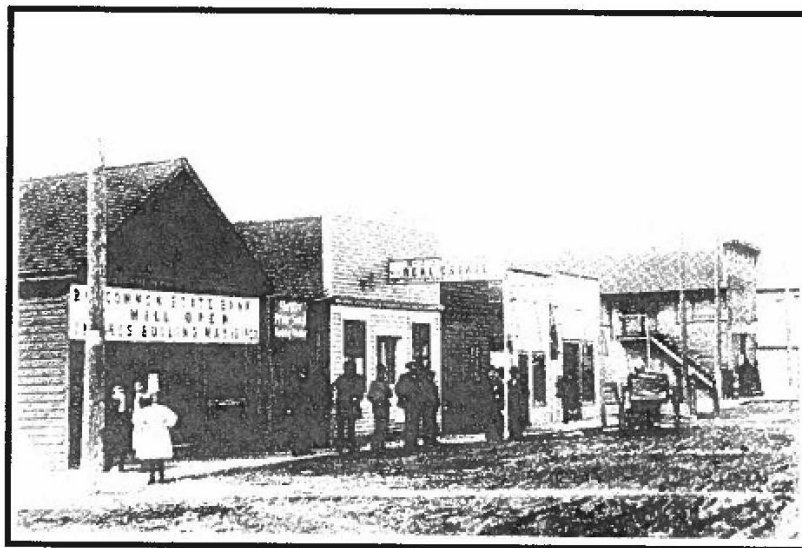
The tourism industry was the main attraction which brought Roscommon back to prosperity. In November, 1922, the businessmen of Roscommon formed the Board of Commerce. The purpose of the organization was to capitalize on the already present tourist trade. Roscommon began to draw attention as a major tourist destination. Even after the outbreak of the Second World War, holidays were profitable to the Village. The tourist industry had flourished between the end of the Depression years and the beginning of World War II.



*July 5, 1920, typical 4th of July weekend crowd in Roscommon.*

Lauren Dean established a canoe livery on the South Branch of the Au Sable River in 1947. It was the first in the area and was located one-half mile east of Roscommon. The beautiful canoe trip down the River attracted many tourists. Five canoe liveries would open in the years to come, forming the South Branch Canoe Livery Association in 1968.

By the dawn of the 1960s, the economy of the Village relied on tourism and management of natural resources, therefore, the railroad was expendable. The practice of arriving by the Michigan Central Railroad was obsolete after the improvement of highways and automobiles. The passing of the lumbering era diminished the need for rail transportation of freight, just as the promotion of the automobile curtailed the need of passenger service. The train discontinued passenger service in 1959. The depot was soon demolished at the direction of Albert Golnick, an employee of the Michigan Central Railroad Company.



*The first home of the Roscommon State Bank as it is about to open for business in May 1907 on the north side of Lake Street between Fifth Street and the railroad tracks.*



## Chapter 2

## Socio-Economics



# 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 Roscommon.

### Population

The 2016 American Community Survey lists the Village of Roscommon's population at 1,120. **Table 2-2** shows a very small population decrease between 2000 and 2016. For comparison, AuSable, Denton, Gerrish, Higgins, Lake, Lyon, Markey, Nester and Richfield Townships, and Roscommon County all showed population losses between 2000 and 2016. Two nearby townships in Crawford County (shown in table for comparison) showed some population gain during the same time period. Historic population levels show there were periods of significant population growth during the decades of the 30's, 40's and 90's. A fact important to note, the US Census Bureau reports that 15% of the population is living in group quarters, which includes nursing homes, group housing and jails.

**Table 2-1**  
Roscommon Historic Population Levels

Year	Population	Percent Change
1920	357	
1930	412	15.4%
1940	619	50.2%
1950	877	41.7%
1960	867	-1.1%
1970	810	-6.6%
1980	834	3.0%
1990	858	2.9%
2000	1,133	32.1%
2010	1,075	-5.1%
2016	1,120	4.2%

Source: 2016 American Community Survey  
5-Year Estimates (U.S. Census Bureau)

**Table 2-2**  
Population for Village of Roscommon, Roscommon Co & Municipalities

Municipality	2000 Population	2010 Population	2016 Population	% Change (2000-2016)	Numeric Change (2000-2016)
<b>Village of Roscommon</b>	<b>1,133</b>	<b>1,075</b>	<b>1,120</b>	<b>-1.2%</b>	<b>-13</b>
AuSable Township	281	255	261	-7.1%	-20
Backus Township	350	330	356	1.7%	6
Denton Township	5,817	5,557	5,392	-7.3%	-425
Gerrish Township	3,072	2,993	2,943	-4.2%	-129
Higgins Township*	2,061	1,932	2,049	-0.6%	-12
Lake Township	1,351	1,215	1,172	-13.3%	-179
Lyon Township	1,462	1,370	1,161	-20.6%	-301
Markey Township	2,424	2,360	2,363	-2.5%	-61
Nester Township	263	295	248	-5.7%	-15
Richfield Township	4,139	3,731	3,639	-12.1%	-500
Roscommon Township	4,249	4,411	4,316	1.6%	67
Roscommon County	25,469	24,449	23,900	-6.2%	-1,569
Beaver Creek Township	1,486	1,736	1,649	11.0%	163
South Branch Township	1,842	2,007	1,900	3.2%	58

Source: 2016 American Community Survey 5-Year Estimates (U.S. Census Bureau)

\*Includes Village of Roscommon

## Seasonal Population

In 2016, the American Community Survey reported that there were 523 homes in the Village of Roscommon. Of these, 36 homes classified as seasonal, recreational, or occasional use. A rough estimate of the number of seasonal residents can be calculated by multiplying the number of seasonal housing units (36) by the village's average household size (2.29), for a total of 82 persons. This figure does not include those seasonal visitors or tourists staying in area motels, campground, etc. It is beyond the scope of this plan to obtain accurate count of the number of the tourists who annually visit the area.

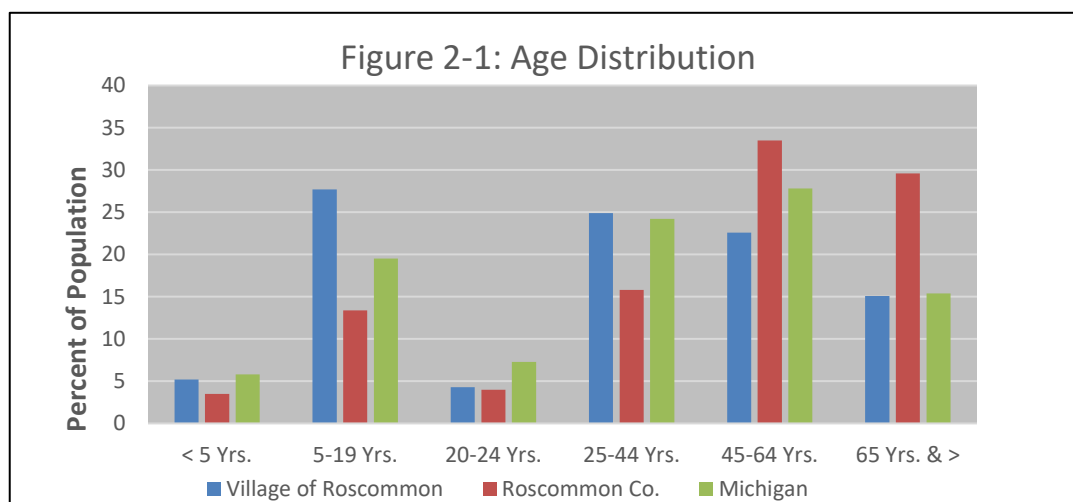
## Age Distribution

Roscommon's median age in 2016 was 35.5 years as compared to 39.5 years for the State as a whole. The Village's median age is much lower than Roscommon County (54.9). The median age increased between 2000 and 2016 for most communities in northeast Michigan, however the Village was an exception as the median age decreased by 3.3 years. 32.9% of the total population is under nineteen years of age while 15.1% is 65 years and over. **Table 2-3** illustrates age groups and median ages for the Village, Roscommon County, and the State of Michigan. As noted, the Village's age distribution is more like the State than Roscommon County. However, the percentage of the school-aged children is much higher than the State; while the percent of the population at college age is somewhat lower than the State of Michigan. **Figure 2-1** compares age groups of the Village, County, and State.

Table 2-3  
Age Distribution By Municipality For Roscommon County - 2016

	< 5 Yrs.	%	5-19 Yrs.	%	20-24 Yrs.	%	25-44 Yrs.	%	45-64 Yrs.	%	65 Yrs. & >	%	Median Age
Village of Roscommon	58	5.2	310	27.7	48	4.3	279	24.9	253	22.6	169	15.1	35.5
Roscommon County	837	3.5	3,203	13.4	956	4.0	3,776	15.8	8,007	33.5	7,074	29.6	54.9
Michigan		5.8		19.5		7.3		24.2		27.8		15.4	39.5

Source: 2016 American Community Survey 5-Year Estimates (U.S. Census Bureau)



## Household Characteristics

**Table 2-4** presents information on household characteristics gathered in the 2016 American Community Survey. Information includes total number of households, average household size, householder living alone, households with one or more people under the age of 18, and households with an individual 65 years & older. According to the 2016 American Community Survey, of the 419 households in Roscommon, 165 were reported as householders living alone. There were 162 households with one or more people under the age of 18 and 131 households with someone 65 years or older. The average household size is 2.29 as compared to Michigan where the average household size is 2.51

**Table 2-4**  
Village of Roscommon and Roscommon County: Household Characteristics - 2016

MUNICIPALITY	Total Households	Avg. Household Size	Householder Living Alone	Households with 1 or more people under 18 yrs	Households w/ 1 or more people 60 yrs. & older
Village of Roscommon	419	2.29	39.4%	38.7%	31.3%
Roscommon County	11,344	2.08	33.5%	18.2%	55.3%
Michigan	3,860,394	2.51	29.1%	29.8%	38.4%

Source: 2016 American Community Survey 5-Year Estimates (U.S. Census Bureau)

## Housing Characteristics

A majority of the housing units (66.7%) are single family, detached structures. The remaining housing units are classified as multi-family structures or apartment complexes. 79.5% of the housing units in the Village were constructed prior to 1980, with 27.7% having been constructed prior to 1950. Older housing stock (40 years and older) generally requires upgrades and renovations. The median home value for housing units in the Village of Roscommon was listed as \$58,100 in the 2016 American Community Survey.

Of the 523 housing units reported in the Village of Roscommon by the 2016 American Community Survey, 419 (80.1%) were occupied and 104 (19.9%) were vacant. Of the occupied units, 184 (43.9%) were owner-occupied and 235 (56.1%) were rentals. Of the 104 vacant units, 36 (34.6%) were classified as “seasonal, recreational, or occasional use.” The 2010 Census showed a similar breakdown with slightly more owner-occupied units (52.2% owner-occupied and 47.8% renter-occupied).

**Table 2-5**  
Age of Structure

Year Built	Percent
2014 or later	0
2010 – 2013	0
2000 – 2009	4.8
1990 -1999	4.0
1980 – 1989	11.7
1970 – 1979	17.4
1960 – 1969	10.1
1950 – 1959	24.3
1940 – 1949	13.4
1939 or earlier	14.3

Source: US Census Bureau

Table 2-6  
Housing Counts and Occupancy Status

Area Name	2016					
	Total	Occupied	Vacant	Percent Vacant	Seasonal	* Percent Seasonal
Village of Roscommon	523	419	104	19.9	36	6.9
AuSable Township	226	119	107	47.4	87	32.7
Backus Township	304	156	148	48.7	123	40.7
Denton Township	5,327	2,852	2,475	46.5	2,121	39.8
Gerrish Township	3,588	1,408	2,180	60.8	2,155	60.1
Higgins Township <sup>†</sup>	1,241	837	404	32.6	295	23.8
Lake Township	1,728	568	1,160	67.1	1,095	63.4
Lyon Township	2,246	560	1,686	75.1	1,608	71.6
Markey Township	2,754	1,152	1,602	58.2	1,381	50.2
Nester Township	392	111	281	71.7	263	67.1
Richfield Township	3,640	1,727	1,913	52.6	1,684	46.3
Roscommon Township	2,924	1,854	1,070	36.6	882	30.2
Roscommon County	24,370	11,344	13,026	53.5	11,694	48.0

\* Percent of total housing  
Source: 2016 American Community Survey 5-Year Estimates (U.S. Census Bureau)  
<sup>†</sup>Includes Village of Roscommon

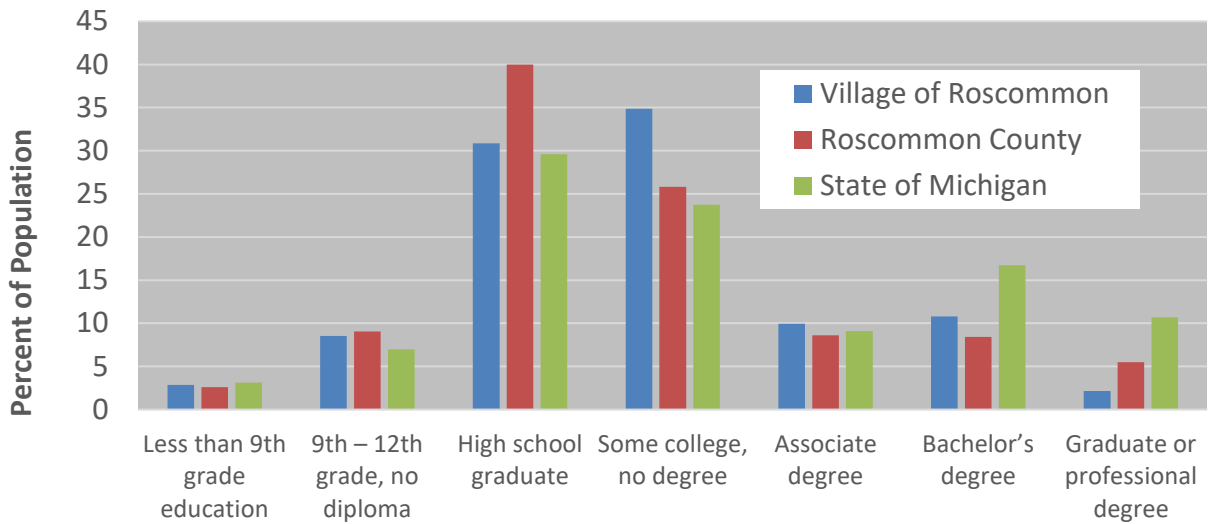


## School Enrollment and Educational Attainment

According to the American Community Survey, of the 703 Village residents 25 years and older, 217 were high school graduates, while 60 had attended school into the 9th-12th grade with no diploma and 20 had completed less than the 9th grade. Two hundred and forty-five (245) had attended some college with no degree, 70 had Associate's degrees, 76 had earned a Bachelor's degree, and 15 had earned a graduate or professional degree. The percent of people with a bachelor's degree or higher within the Village and the County is significantly lower than the State as a whole (**Table 2-7** and **Figure 2-2**).

Table 2-7 Educational Attainment			
	Village of Roscommon	Roscommon County	State of Michigan
Population 25 years and over	703	18,885	6,682,881
Less than 9 <sup>th</sup> grade education	20	489	209,210
9 <sup>th</sup> – 12 <sup>th</sup> grade, no diploma	60	1,711	467,257
High school graduate	217	7,551	1,978,662
Some college, no degree	245	4,875	1,587,525
Associate degree	70	1,627	608,429
Bachelor's degree	76	1,592	1,117,697
Graduate or professional degree	15	1,040	714,101
Percent high school graduate or higher	88.6	88.4	89.9
Percent bachelor's degree or higher	12.9	13.9	27.4
Source: 2016 American Community Survey 5-Year Estimates (U.S. Census Bureau)			

Figure 2-2: Educational Attainment



### School Enrollment

In the 2017-2018 school year there were 963 students enrolled in the Roscommon Area Public Schools. Of these 963 students, 582 were classified as economically disadvantaged and 133 were identified as having a disability. **Table 2-9** shows a steady decline in number of students attending school at the Roscommon Area Schools over the last eight years. From 1,455 students in 2010-2011 to 963 in the 2017-2018 school year, there is a loss of 492 students at a 34% decline.

Table 2-9  
Roscommon Area Schools  
Student Enrollment by Year

School Year	Enrollment
2017-2018	963
2016-2017	1,028
2015-2016	1,034
2014-2015	1,101
2013-2014	1,155
2012-2013	1,174
2011-2012	1,403
2010-2011	1,455

Source: [mischooldata.org](http://mischooldata.org)

Table 2-8  
Student Enrollment by Grade 2017-2018

Grade	Number of Students
Kindergarten	61
1 <sup>st</sup> Grade	57
2 <sup>nd</sup> Grade	56
3 <sup>rd</sup> Grade	77
4 <sup>th</sup> Grade	73
5 <sup>th</sup> Grade	67
6 <sup>th</sup> Grade	80
7 <sup>th</sup> Grade	70
8 <sup>th</sup> Grade	92
9 <sup>th</sup> Grade	80
10 <sup>th</sup> Grade	101
11 <sup>th</sup> Grade	76
12 <sup>th</sup> Grade	72

Source: [mischooldata.org](http://mischooldata.org)

**Table 2-10**  
Roscommon County Disability Status of Civilian Non-Institutionalized Persons

LOCAL UNIT	% Disabled persons	% of Disabled under 5 Years	% of Disabled 5-17 Years	% of Disabled 18-64 Years	% of Disabled 65+ Years
Village of Roscommon	30.0	12.1	20.6	58.0	20.1
Roscommon County	26.5	0.8	14.3	52.1	41.4
Michigan	14.2	0.9	6.4	53.9	38.1

Source: 2016 American Community Survey 5-Year Estimates (U.S. Census Bureau)

## Disability Status

Data shown on **Table 2-10** provides data from the 2016 American Community Survey and gives an indication of disabled people residing in the Village of Roscommon, Roscommon 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 higher for the Village of Roscommon and Roscommon County than Michigan as a whole. Note that there is a fairly high margin of error listed for this dataset on the US Census website.

## Income

According to the American Community Survey data showing income for the past 12 months, the Village of Roscommon's median household income is \$29,798, nearly \$6,000 lower than the County and \$21,000 lower than the State income levels. The same pattern can be found for median family income and per capita income. See **Table 2-11**.

**Table 2-11**  
Income for Village of Roscommon, Roscommon County & State

	Village of Roscommon	Roscommon County	Michigan
Median Household Income	\$29,798	\$35,959	\$50,803
Median Family Income	\$31,250	\$42,912	\$63,958
Per Capita Income	\$12,677	\$21,807	\$27,549

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

**Table 2-12** shows a breakdown of income sources within Village of Roscommon, Roscommon County and the State of Michigan from the American Community Survey. The estimates show, within the Village, 59.7% received earnings from employment, 33.7% received Social Security income, and 15% received retirement income. The lower percentage of people receiving income from employment as compared to the State relates to the population structure previously discussed.

While the percentage of people getting social security income is comparable to the State of Michigan, the percentage of people also getting retirement income is lower than Roscommon County and Michigan. This fact helps explain the lower median household income and per capita income levels in the Village as compared to the state as a whole. The percentage of the population getting Supplemental Security Income, cash assistance and food stamps/SNAP is considerably higher than Roscommon County and State levels.

Table 2-12 Income Sources in Village of Roscommon, Crawford County and Michigan						
Income Sources	Village of Roscommon		Roscommon County		Michigan	
Subject	Estimate	Percent	Estimate	Percent	Estimate	Percent
With earnings	250	59.7%	6,044	53.9%	2,850,704	73.8%
<b>Mean earnings</b>	<b>\$30,716</b>		<b>\$41,177</b>		<b>\$71,098</b>	
With Social Security	141	33.7%	6,211	54.8%	1,310,710	34.0%
<b>Mean Social Security income</b>	<b>\$14,967</b>		<b>\$19,623</b>		<b>\$19,108</b>	
With retirement income	63	15.0%	3,978	35.1%	875,006	22.7%
<b>Mean retirement income</b>	<b>\$20,827</b>		<b>\$21,813</b>		<b>\$22,219</b>	
With Supplemental Security Income	91	21.7%	977	8.6%	243,525	6.3%
<b>Mean Supplemental Security Income</b>	<b>\$8,964</b>		<b>\$9,529</b>		<b>\$9,864</b>	
With cash public assistance income	75	17.9%	347	3.1%	120,970	3.1%
<b>Mean cash public assistance income</b>	<b>\$4,047</b>		<b>\$3,341</b>		<b>\$2,812</b>	
With Food Stamp/SNAP benefits in the past 12 months	221	52.7%	2,334	20.6%	614,603	15.9%
Source: 2012-2016 American Community Survey 5-Year Estimates, U.S. Census Bureau						

## Poverty

Information from the American Community Survey shows poverty rates, based on income levels for the past 12 months in the Village of Roscommon, Roscommon County and Michigan (**Table 2-13**). The percent of families, individuals and individuals 65 years and over living in poverty is considerably higher in the Village than in Roscommon County and Michigan.

**Table 2-13**  
**Poverty Rates: Village of Roscommon, Roscommon County and Michigan**

	Village of Roscommon	Roscommon County	Michigan
Families	44.4%	14.3%	11.5%
Families w/ female head of household	52.5%	38.5%	32.9%
Individuals	50.1%	19.7%	16.3%
Individuals 65 years and over	20.9%	7.9%	8.1%

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

## 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 2-14** presents information on labor force, employment and unemployment for Roscommon County from 2006 to 2017. Unemployment rates experienced a significant increase in 2009 as a result of the recession in 2008. The jobless rate peaked in 2010 at 16.6% and has dropped to 8.9% in 2017, still high compared to the State of Michigan and U.S. Additionally, the number of persons in the labor force and employed began to fall in 2007. The economic downturn continued to feed this trend. Even though unemployment rates are lower than in 2006, the civilian labor force has not returned to 2006 levels. Unemployment rates in Roscommon County generally mirror those in the State and U.S., however, they are consistently at a higher level (**Figure 2-3**).



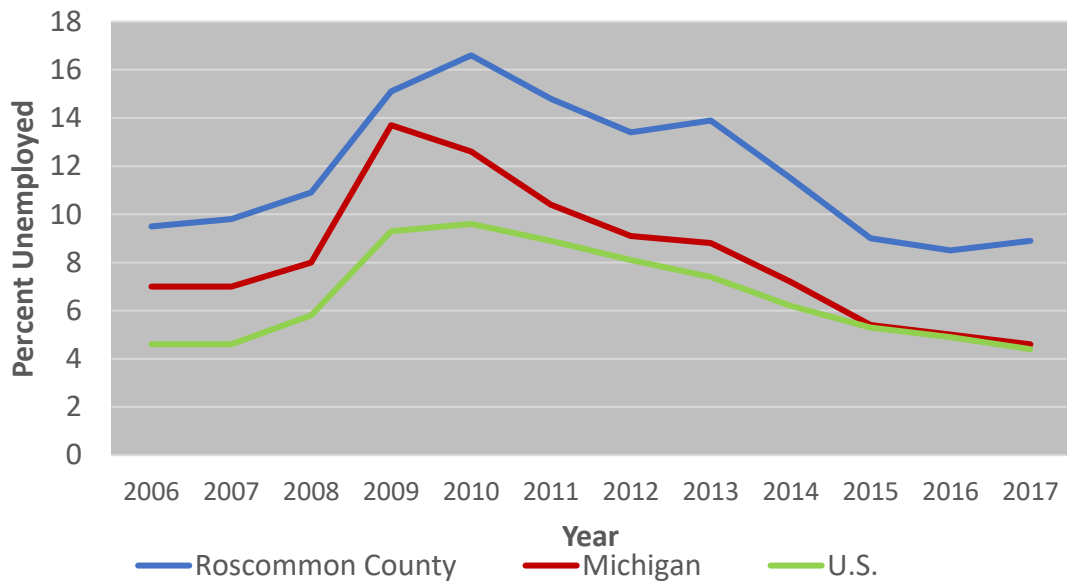
Table 2-14

Employment Information Roscommon County 2006 - 2017

Year	Civilian Labor Force	Number Employed	Number Unemployed	Unemployment Rate
2017	7957	7248	709	8.9
2016	7864	7197	667	8.5
2015	7794	7090	704	9.0
2014	7942	7032	910	11.5
2013	8077	6957	1120	13.9
2012	8101	7012	1089	13.4
2011	8383	7143	1240	14.8
2010	8652	7212	1440	16.6
2009	10,053	8536	1517	15.1
2008	10,206	9096	1110	10.9
2007	10,473	9444	1029	9.8
2006	10,950	9907	1043	9.5

Source: Michigan Bureau of Labor Market Information and Strategic Initiatives

Figure 2-3: Unemployment Rates 2006-2017



### Employment Sectors and Wages

The largest employment sectors within the Village are manufacturing, services, retail trade, and public administration. As can be seen in **Table 2-15**, manufacturing accounts for 27.4% of the employment opportunities in Roscommon. Construction, mining, transportation and communications, wholesale trade, and finance, insurance and real estate accounted for much lower percentages of the wage and salary employment.

**Table 2-15**  
**Total Employees by Major Employment Type**

Category	Village of Roscommon		Roscommon County	
	Total	Percent	Total	Percent
Agricultural, Forestry, Fishing (SIC Range 01-09)	10	1.0 %	104	1.4%
Mining (SIC 10-14)	24	2.3%	40	0.5%
Construction (SIC 15-17)	11	1.1%	304	4.1%
Manufacturing (SIC 20-39)	285	27.4%	508	6.9%
Transportation and Communications (SIC 40-49)	19	1.8%	282	3.8%
Wholesale Trade (SIC 50-51)	1	0.1%	172	2.3%
Retail Trade (SIC 52-59)	200	19.2%	2,010	27.3%
Finance, Insurance And Real Estate (SIC 60-69)	37	3.6%	378	5.1%
Services (SIC 70-89)	276	26.6%	2,824	38.3
Public Administration (SIC 90-98)	179	17.2%	734	10.0%
Unclassified (SIC 99)	1	0.1%	17	0.2%

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

The State of Michigan Quarterly Census of Employment and Wages (**Table 2-16**) reports that retail trade makes up the largest number of establishments in Roscommon County (and the greatest number of employees). Workers with the category of “federal government” and “state government” bring home the highest average weekly wages. “Transportation and Warehousing” ranks third.

**Table 2-16**  
**Employment & Wages for Roscommon County (2016)**

Industry	Number of Establishments	Avg Employment	Avg Weekly Wages
Agriculture, forestry, fishing and hunting	**	**	**
Mining	3	*	*
Utilities	**	**	**
Construction	65	219	\$688
Manufacturing	**	**	**
Wholesale trade	15	52	\$739
Retail trade	95	1,248	\$525
Transportation and warehousing	8	45	\$822
Information	7	38	\$752
Finance and insurance	27	136	\$674
Real estate and rental and leasing	20	78	\$533
Professional and technical services	25	55	\$643
Administrative and waste services	13	52	\$454
Educational services	**	**	**
Health care and social assistance	39	588	\$591

Arts, entertainment, and recreation	14	98	\$509
Accommodation and food services	68	830	\$257
Other services, except public administration	55	142	\$476
Unclassified	5	12	\$673
Federal government	6	28	\$969
State government	11	191	\$968
Local government	29	1,034	\$663

Source: Michigan Bureau of Labor Market Information and Strategic Initiatives  
Quarterly Census of Employment & Wages – 4<sup>th</sup> Quarter 2016

\*Data suppressed.

\*\*Data was not included in database.

## Commuting to Work

The vast majority of residents of the Village of Roscommon drive alone to work (**Table 2-17**). According to the 2016 American Community Survey, 12.5% of workers car pooled to work; a higher percentage attributed to larger employers in nearby communities like Grayling and Gaylord. The mean travel time to job was 16.8 minutes which shows many individuals travel outside the Village for work.

Table 2-17  
Village of Roscommon Work Commute

Mode of Transportation	Number	Percent
Drove Alone	220	85.6%
Carpooled	32	12.5%
Walked	3	1.2%
Bicycle	0	0.0%
Taxicab, Motorcycle, or Other Means	2	0.8%
Worked At Home	0	0.0%

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

## Jobs & Workers in Roscommon – Detailed Tables

The following tables show a detailed breakdown of jobs and workers within the Village of Roscommon. **Table 2-18** shows how the jobs within the Village are broken down in terms of age and earnings. **Table 2-19** shows job inflow and outflow within the Village. It should be noted that only 52 people both live and are employed within the Village. 264 people live in the Village and work outside of that area. 673 people live outside the Village but work within it. **Table 2-20** shows where workers are living that are employed in the Village while **Table 2-21** shows where Village residents are working.

Table 2-18 Jobs in Village of Roscommon (2015)	Count	Share
Total Jobs	725	100.0%
<b>Jobs by Worker Age</b>		
Age 29 or younger	141	19.4%
Age 30 to 54	408	56.3%
Age 55 or older	176	24.3%
<b>Jobs by Earnings</b>		
\$1,250 per month or less	222	30.6%
\$1,251 to \$3,333 per month	316	43.6%
More than \$3,333 per month	187	25.8%

Source: U.S. Census Bureau "On the Map"

Table 2-19 Job Inflow/Outflow in Village of Roscommon (2015)	Count	Share
Employed in Village of Roscommon	725	100.0%
Living in Village of Roscommon	316	43.6%
Net Job Inflow (+) or Outflow (-)	409	+
<b>In-Area Labor Force Efficiency</b>		
Living in Village of Roscommon	316	100.0%
Living and Employed in Village of Roscommon	52	16.5%
Living in Village of Roscommon but Employed Outside	264	83.5%
<b>In-Area Employment Efficiency</b>		
Employed in Village of Roscommon	725	100.0%
Employed and Living in Village of Roscommon	52	7.2%
Employed in Village of Roscommon but Living Outside	673	92.8%
<b>Outflow Job Characteristics</b>		
<b>External Jobs Filled by Residents</b>	264	100.0%
Workers Aged 29 or younger	67	25.4%
Workers Aged 30 to 54	145	54.9%
Workers Aged 55 or older	52	19.7%
Workers Earning \$1,250 per month or less	76	28.8%
Workers Earning \$1,251 to \$3,333 per month	90	34.1%
Workers Earning More than \$3,333 per month	98	37.1%
Workers in the "Goods Producing" Industry Class	43	16.3%
Workers in the "Trade, Transportation, and Utilities" Industry Class	64	24.2%
Workers in the "All Other Services" Industry Class	157	59.5%
<b>Inflow Job Characteristics</b>		
<b>Internal Jobs Filled by Outside Workers</b>	673	100.0%
Workers Aged 29 or younger	126	18.7%
Workers Aged 30 to 54	386	57.4%
Workers Aged 55 or older	161	23.9%
Workers Earning \$1,250 per month or less	201	29.9%
Workers Earning \$1,251 to \$3,333 per month	294	43.7%
Workers Earning More than \$3,333 per month	178	26.4%

Workers in the "Goods Producing" Industry Class	47	7.0%
Workers in the "Trade, Transportation, and Utilities" Industry Class	72	10.7%
Workers in the "All Other Services" Industry Class	554	82.3%
<b>Interior Flow Job Characteristics</b>		
<b>Internal Jobs Filled by Residents</b>	52	100.0%
Workers Aged 29 or younger	15	28.8%
Workers Aged 30 to 54	22	42.3%
Workers Aged 55 or older	15	28.8%
Workers Earning \$1,250 per month or less	21	40.4%
Workers Earning \$1,251 to \$3,333 per month	22	42.3%
Workers Earning More than \$3,333 per month	9	17.3%
Workers in the "Goods Producing" Industry Class	2	3.8%
Workers in the "Trade, Transportation, and Utilities" Industry Class	4	7.7%
Workers in the "All Other Services" Industry Class	46	88.5%

Source: US Census Bureau "On the Map"

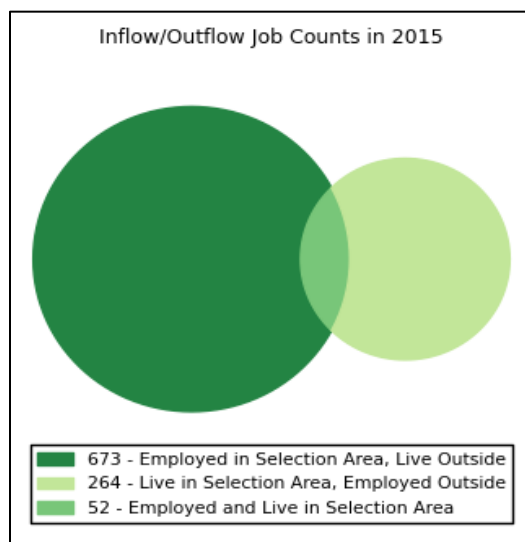


Table 2-20  
Where Workers Live Who are Employed in  
Village of Roscommon (2015)

	Count	Share
<b>Total Jobs</b>	<b>725</b>	<b>100.0%</b>
Roscommon, MI	52	7.2%
Houghton Lake CDP, MI	31	4.3%
St. Helen CDP, MI	30	4.1%
Prudenville CDP, MI	9	1.2%
Grand Rapids, MI	7	1.0%
Gaylord, MI	5	0.7%
Grayling, MI	5	0.7%
Mio CDP, MI	5	0.7%
Mount Pleasant, MI	4	0.6%
Alma, MI	2	0.3%
All Other Locations	575	79.3%

Source: US Census Bureau "On the Map"



Table 2-21  
Where Workers are Employed Who Live in Village of Roscommon (2015)

	Count	Share
<b>Total Jobs</b>	<b>316</b>	<b>100.0%</b>
Roscommon, MI	52	16.5%
Houghton Lake CDP, MI	15	4.7%
Grayling, MI	9	2.8%
Midland, MI	6	1.9%
Lansing, MI	5	1.6%
Saginaw, MI	5	1.6%
Bay City, MI	4	1.3%
Mount Pleasant, MI	4	1.3%
Prudenville CDP, MI	4	1.3%
Southfield, MI	4	1.3%
All Other Locations	208	65.8%

Source: US Census Bureau "On the Map"

## State Equalized Value

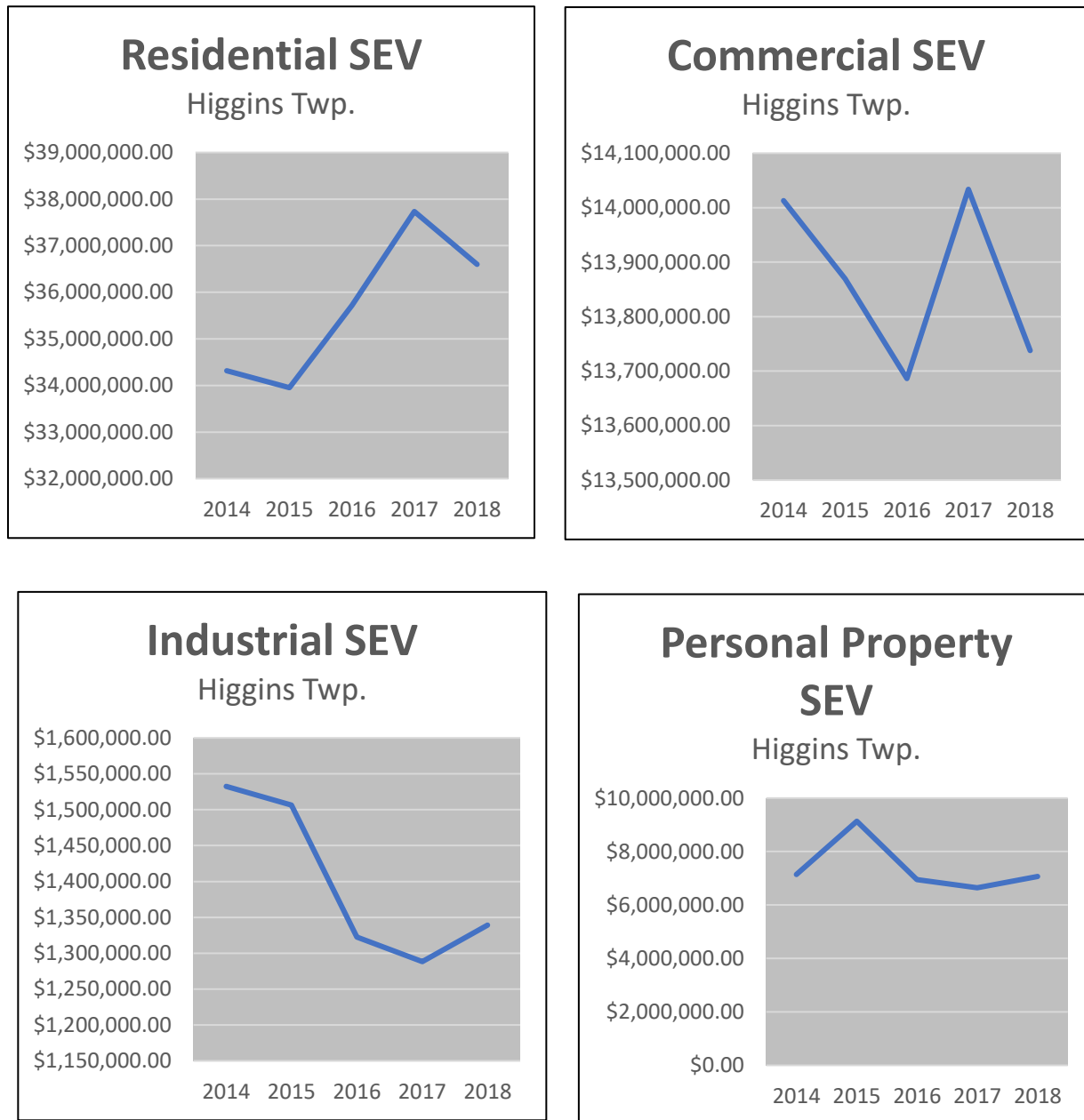
By analysis of the State Equalized Value (SEV), characteristics of property values can be obtained (broken down by townships). As shown by **Table 2-22** and **Figure 2-4 (1-5)**, Higgins Township's residential SEV decreased in 2015 and 2018 and increased in 2016 and 2017. Commercial SEV has fluctuated slightly but has remained generally around the same values. Higgins Township's Industrial SEV has steadily fallen since 2014 but increased slightly in 2018. Personal property has fluctuated but is currently back at 2014 levels. Overall SEV has fluctuated between the years as well and is also currently comparable to 2014 levels. **Table 2-23** and **Figure 2-5** show overall SEV in the Townships located in Roscommon County.

Table 2-22  
Higgins Township Assessed Value: 2014-2018

Year	Agricultural	Residential	Commercial	Industrial	Personal Property	Real + Personal Property
	\$	\$	\$	\$	\$	\$
<b>2018</b>	0	36,600,200	13,737,700	1,339,200	7,064,800	58,741,900
<b>2017</b>	0	37,733,700	14,033,700	1,288,300	6,644,200	59,699,900
<b>2016</b>	0	35,721,100	13,686,300	1,322,500	6,955,530	57,685,430
<b>2015</b>	0	33,952,100	13,869,500	1,506,500	9,134,350	58,462,450
<b>2014</b>	0	34,317,300	14,012,800	1,532,500	7,143,510	57,006,110

Source: Michigan Department of Treasury

Figure 2-4 (1-5)



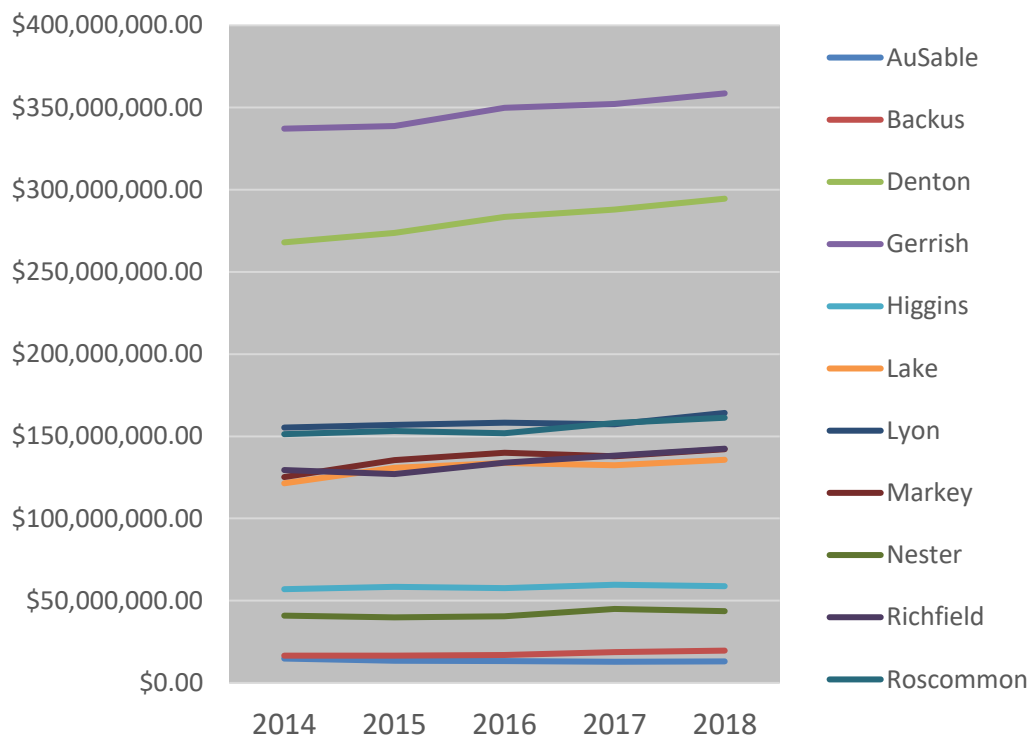


**Table 2-23**  
**Roscommon County Assessed Value: 2014-2018**

	2014	2015	2016	2017	2018
	\$	\$	\$	\$	\$
AuSable Twp	14,784,501	13,385,848	13,179,182	12,844,142	13,112,100
Backus Twp	16,572,790	16,634,574	16,882,333	18,666,900	19,624,900
Denton Twp	267,996,200	273,669,100	283,419,800	287,970,700	294,561,200
Gerrish Twp	337,184,000	338,816,700	349,904,400	352,247,900	358,615,700
Higgins Twp	57,006,110	58,462,450	57,685,430	59,699,900	58,741,900
Lake Twp	121,425,850	130,910,000	133,719,100	132,360,138	135,717,400
Lyon Twp	155,336,600	156,970,981	158,244,695	157,255,200	164,220,400
Markey Twp	125,226,400	135,569,118	139,994,700	137,897,775	142,154,380
Nester Twp	40,852,100	39,858,300	40,585,600	44,990,800	43,627,800
Richfield Twp	129,584,893	127,016,123	133,968,955	138,331,200	142,475,300
Roscommon Twp	151,331,100	153,200,600	151,928,700	158,018,100	161,306,800

Source: Michigan Department of Treasury

Figure 2-5 Townships in Roscommon County SEV  
2014-2018



## Village of Roscommon Finances

Munetrix ([www.munetrix.com](http://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 2-6** 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, 2013, 2014, and 2015 but most municipalities remain in the Fiscally Neutral category throughout. **Figure 2-7** shows the indicator scores for municipalities within Roscommon County. As can be seen, most municipalities in Roscommon County are in extremely low fiscal stress, but a small percentage had a relatively higher stress level in 2014, 2015, and 2016. **Table 2-24** shows that the Village of Roscommon has maintained a low fiscal stress score.

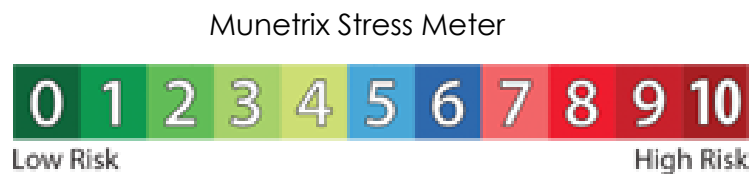


Figure 2-6

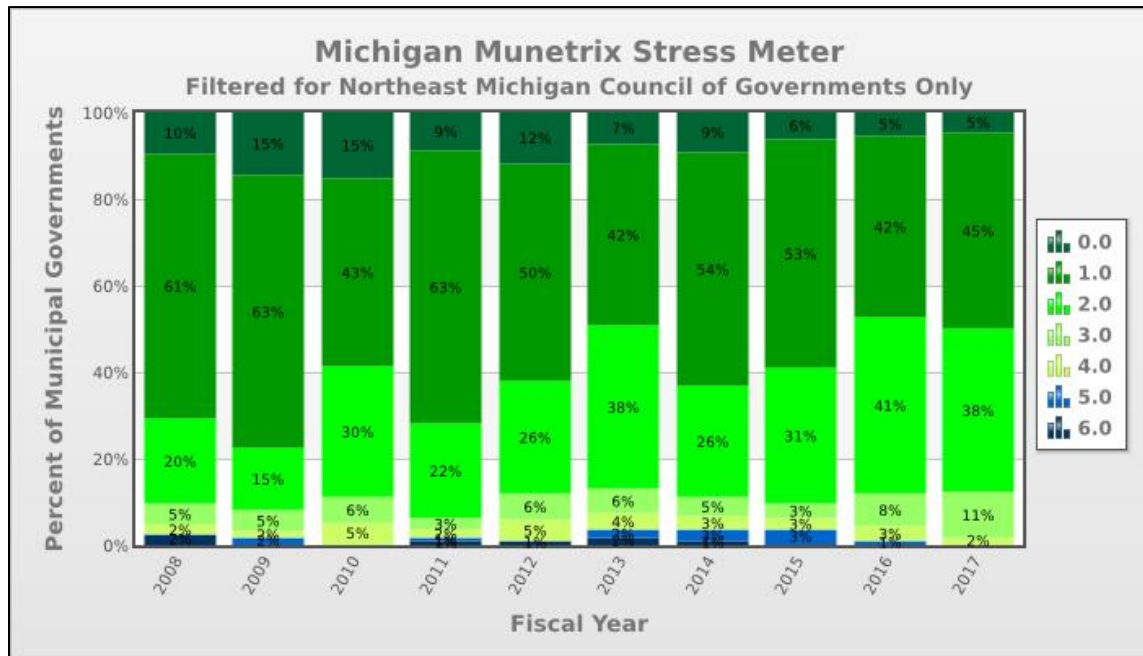


Figure 2-7

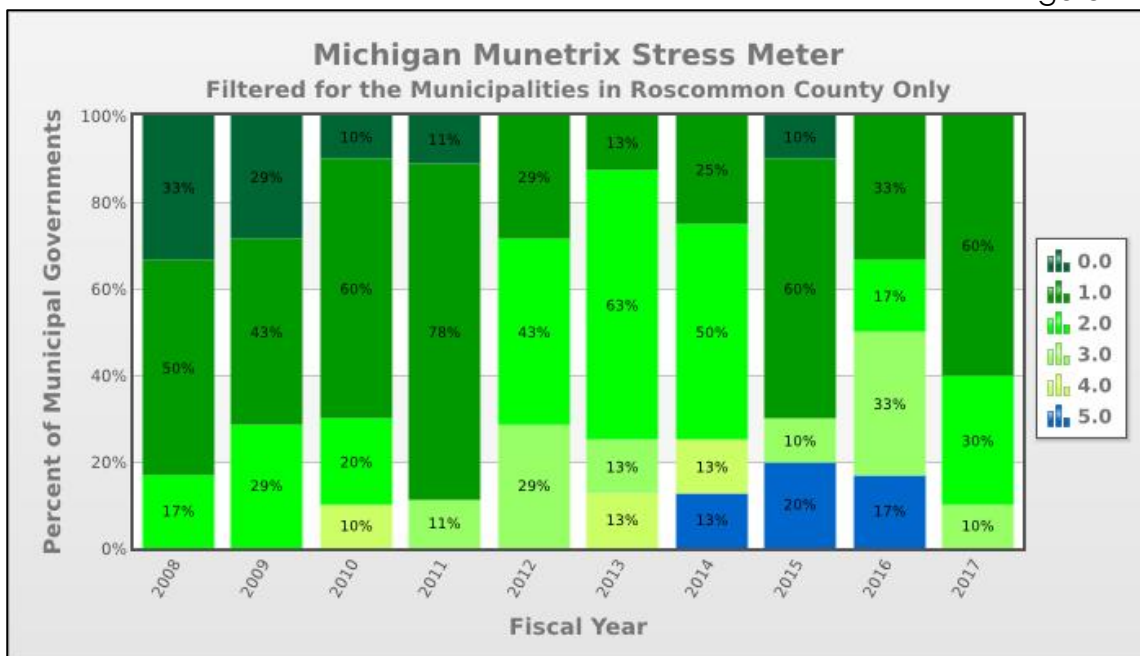


Table 2-24  
Financial Health Overview – Village of Roscommon

Year	Indicator Score	Population	Revenues	Expenditures	Fund Balance	Long Term Debt	Taxable Value
2017	2	1,053	\$478,023	\$257,133	\$872,029	\$0	\$23,590,191
2016	2	1,054	\$447,184	\$400,414	\$654,124	\$0	\$23,466,464
2015		1,069	\$344,719	\$377,326	\$610,401		\$24,412,128
2014	1	1,075	\$472,810	\$308,523	\$647,343	\$2,761	\$23,861,769
2013	2	1,063	\$323,411	\$281,697	\$468,936	\$4,813	\$24,177,623
2012		1,072	\$336,291	\$332,952	\$424,379		\$24,283,387
2011	1	1,077	\$306,807	\$306,358	\$413,880	\$5,376	\$25,232,805
2010	1	1,084	\$305,796	\$286,884	\$392,932	\$0	\$26,743,547
2009	1	1,043	\$305,796	\$499,087	\$392,932	\$22,461	\$26,525,144
2008	2	1,059	\$537,489	\$499,087	\$391,452	\$20,732	\$25,831,601
2007		1,078	\$404,629	\$375,585	\$353,050	\$51,360	\$25,603,551
2006		1,133	\$433,108	\$495,670	\$324,006	\$81,184	\$26,020,021

Source: Munetrix LLC 2018

### Revenues & Expenditures

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 2-8** shows the sources of revenue for the Village of Roscommon. The largest sources of revenue are “property taxes”, “State contributions” and “State revenue sharing”. **Figure 2-9** shows where expenses are incurred. The categories where the most funds are expended are “general government”, “public works”, and “other”. More recently, the “other” category has diminished and the “capital outlay and special items” category has increased. **Figures 2-10** through **2-16** give an indication of the financial health of the Village. **Figure 2-10** shows Roscommon’s available reserves as a percent of total expenditures well above the indicator trigger of fiscal distress. **Figure 2-11** shows that expenditures are consistently lower than revenues resulting in an increasing fund equity. **Figure 2-12** assesses Roscommon’s public sector relative to its tax base. A low score means that a unit’s public sector is small relative to its tax base. Roscommon consistently scores low which means that there isn’t a need to cut expenditures. **Figure 2-13** shows the change in taxable value throughout the years. Roscommon’s taxable value has fluctuated somewhat but is above the indicator trigger in 2017. **Figure 2-14** indicates that Roscommon does not have a general fund operating deficit. **Figure 2-15** shows the general fund balance as a percent of fund revenues which has grown steadily each year. **Figure 2-16**



shows long term debt as a percent of taxable value. Roscommon's long term debt is well below the indicator trigger of fiscal distress (note – 2012 and 2015 data is missing from the Munetrix records, however the trend shows that these two years are also well below the indicator trigger). Overall, the financial records show that Roscommon is in good fiscal health.

Figure 2-8

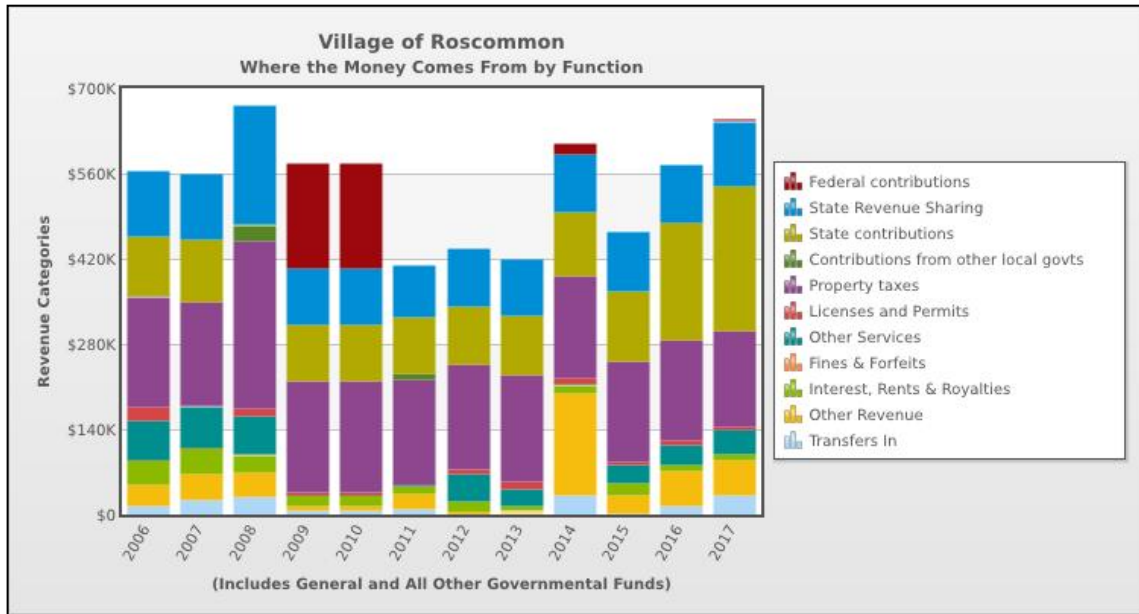


Figure 2-9

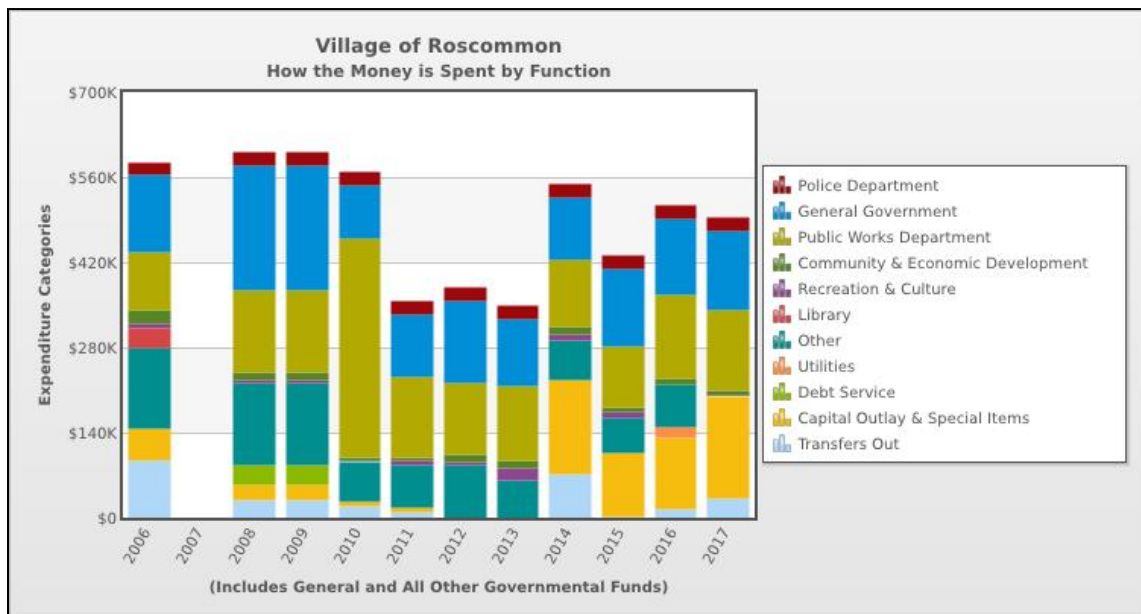


Figure 2-10

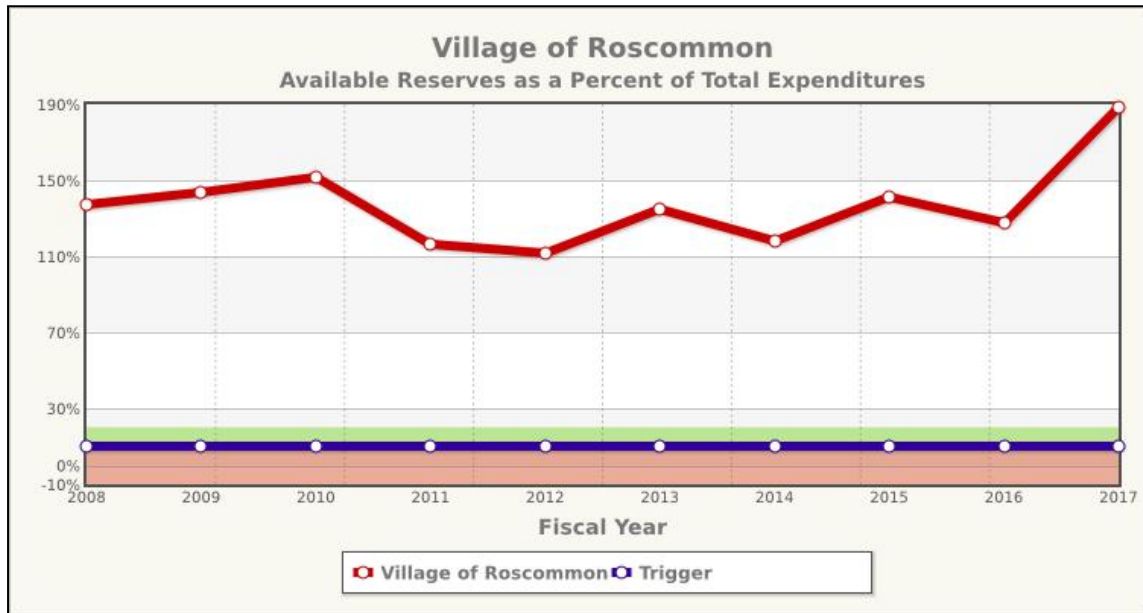


Figure 2-11

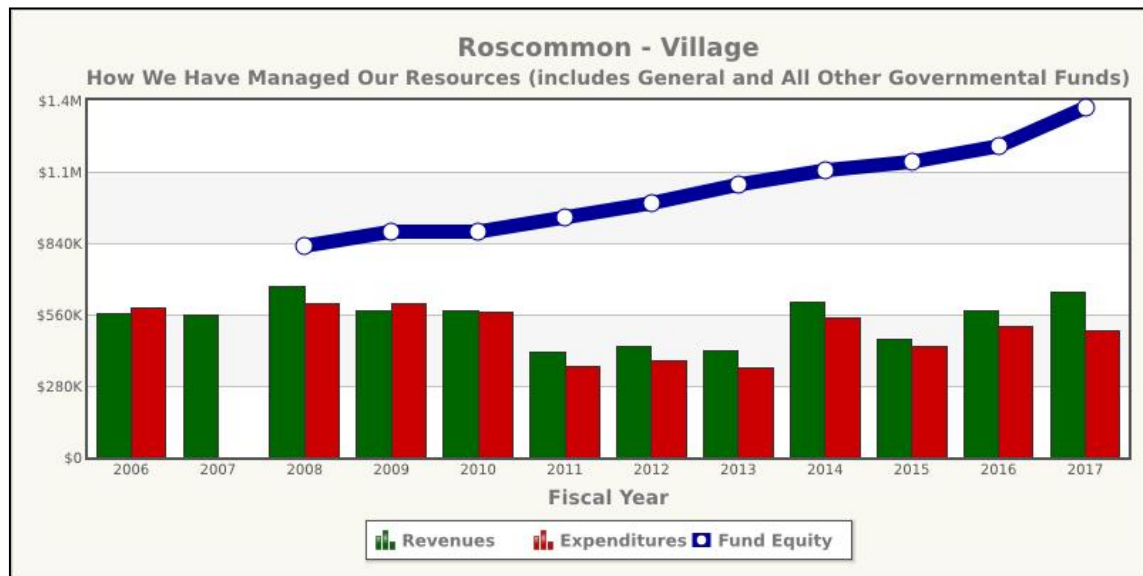


Figure 2-12

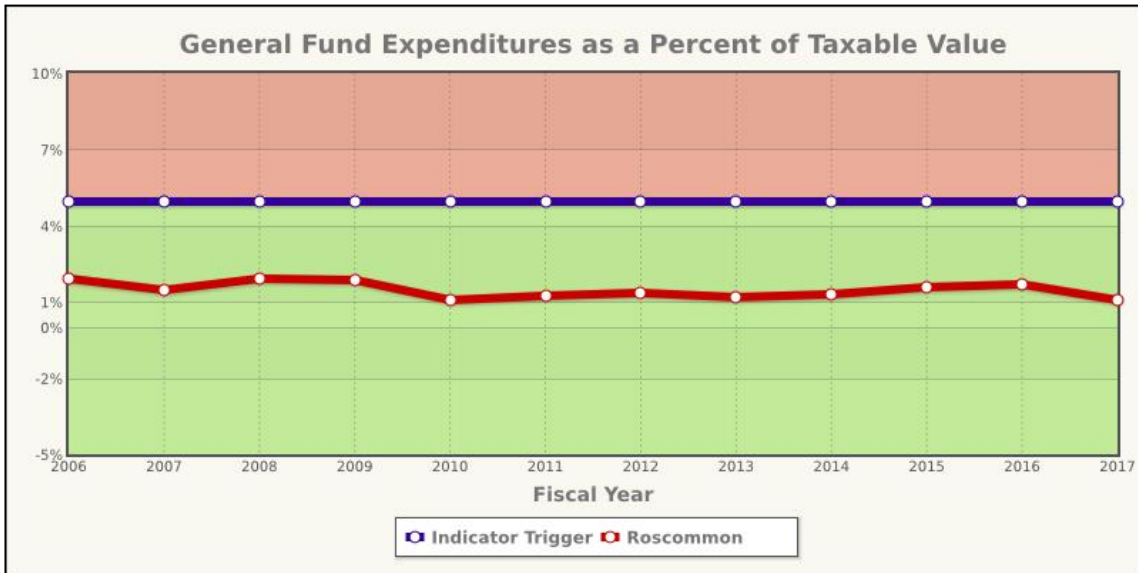


Figure 2-13

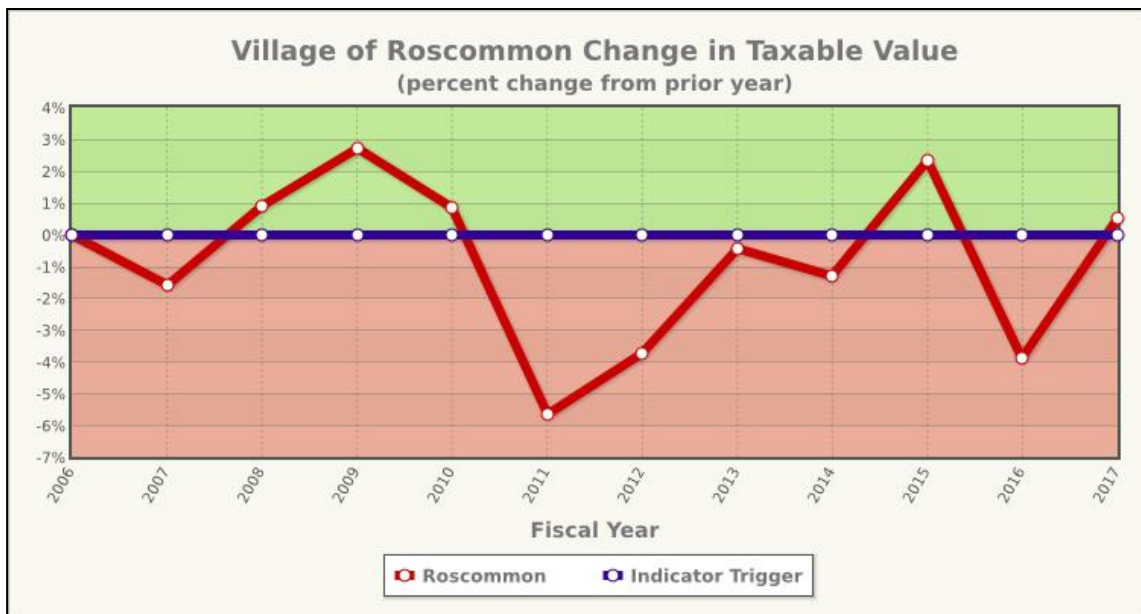


Figure 2-14

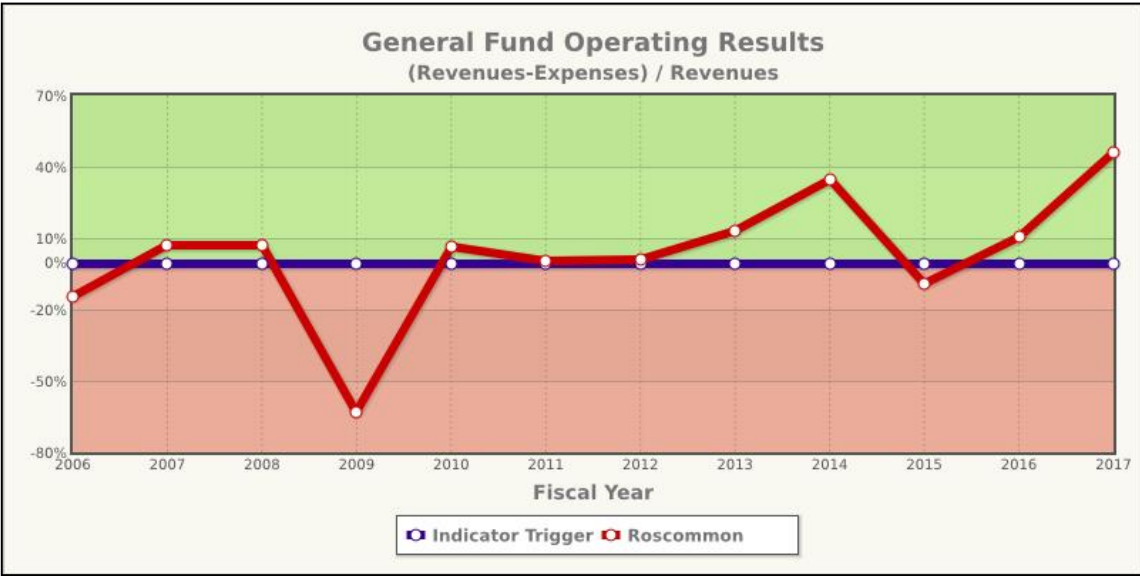


Figure 2-15

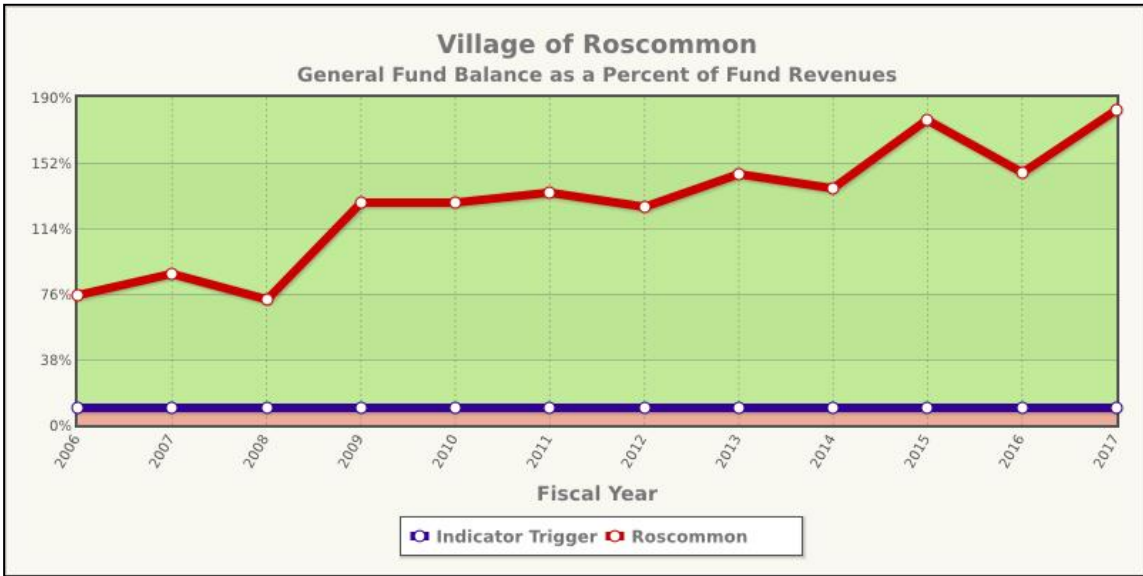
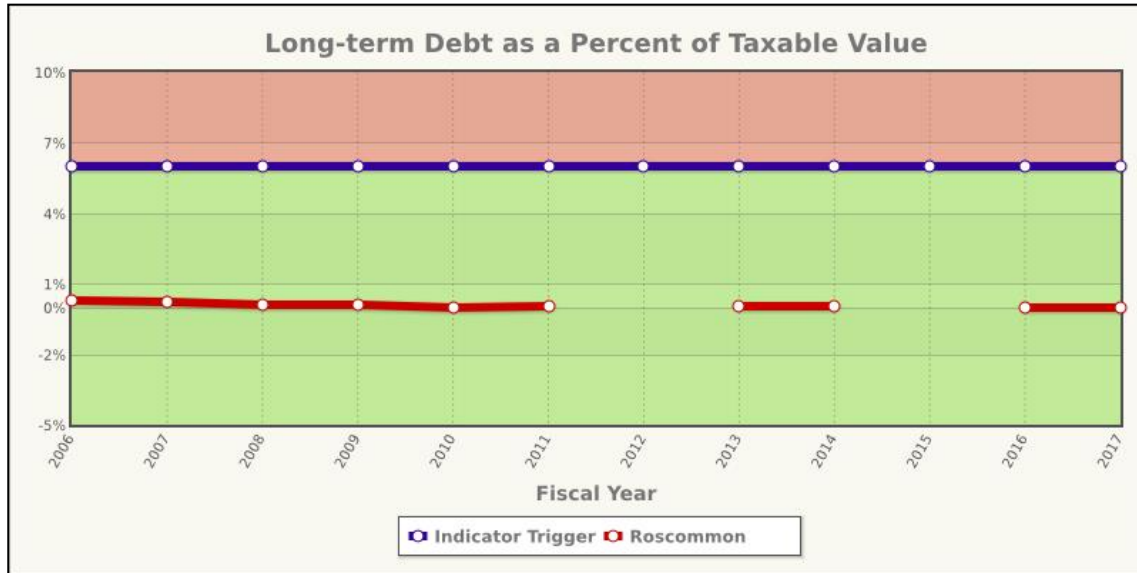


Figure 2-16



## Crime and Traffic Crashes

Data related to crime and traffic crashes is also tracked through the online Munetrix system. Data from **Figure 2-17** indicates that crime rates have dropped in recent years with crimes against persons being the least common type of crime in the Village. **Figure 2-18** shows that most crashes within the Village are non-injury crashes.

Figure 2-17

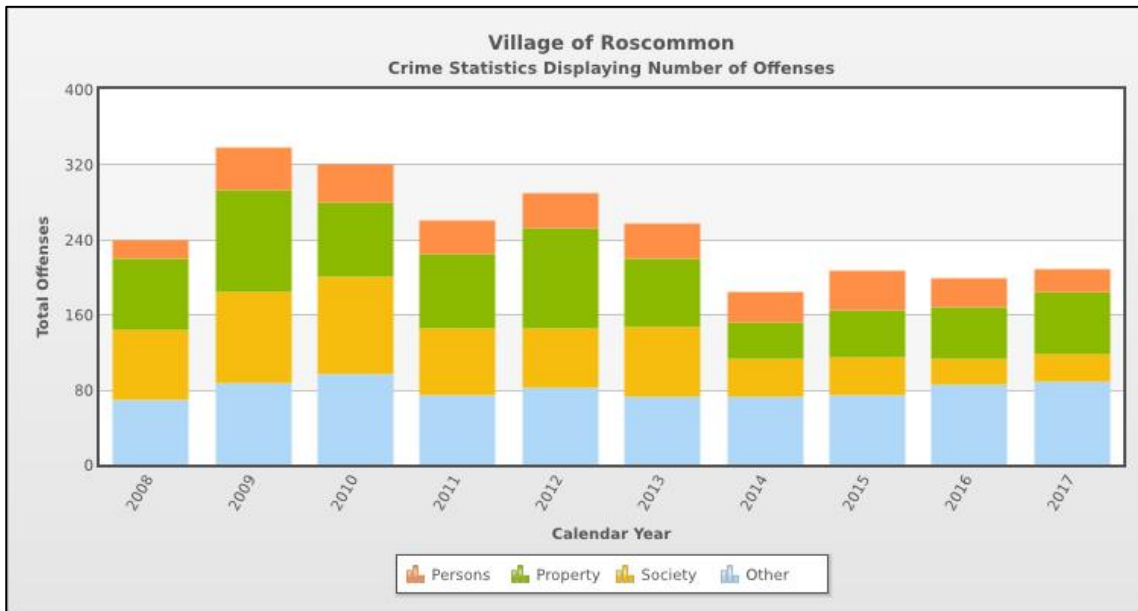
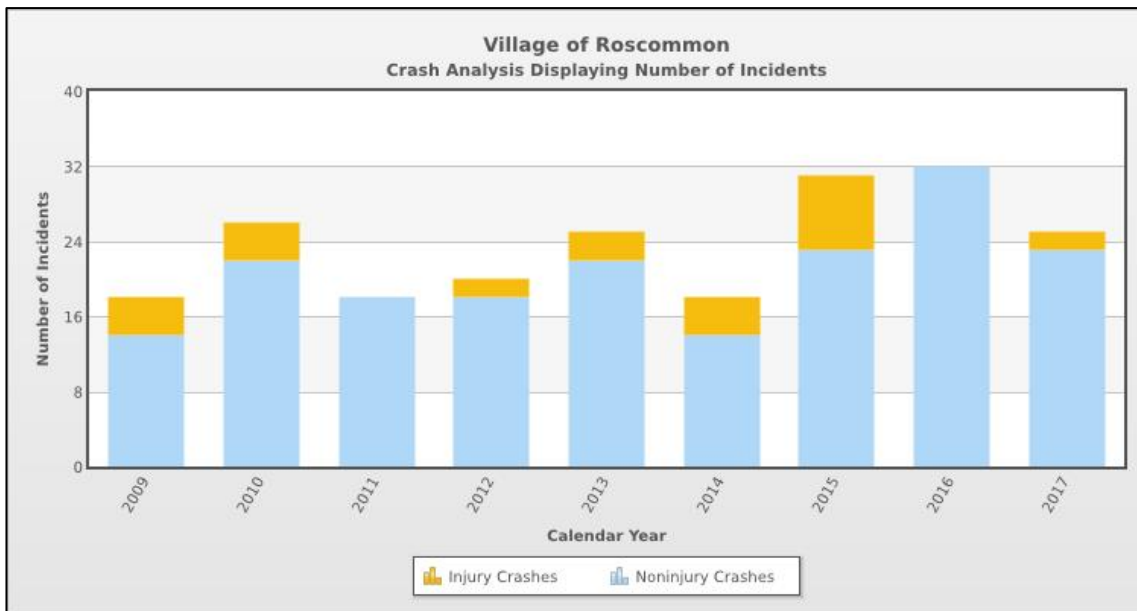


Figure 2-18



## Chapter 3 Community Facilities





## Community Services and Facilities

This chapter will explore the location and extent of existing services. Services are provided in many ways by public or quasi-public agencies or by private enterprise. Each service provider makes the service available to the best of its capabilities. The resulting service levels determine the capacity of a given location to attract various types of land development.

### Village Government

#### Village Council

The Village Council governs and conducts the business of the Village of Roscommon. The Council may appoint additional committees and hire staff as deemed necessary. The Village Treasurer, Village Clerk, and Village Manager do not have the authority to vote.

*Meetings:* The 2nd Monday of each month at 7:00P.M.  
*Location:* Village Hall, 702 Lake Street.

#### Planning Commission

The Village Planning Commission is a 5-member committee appointed by the Village Council. The Planning Commission provides general planning guidance, **site plan review**, may grant special use permits, **recommends** amendments to the zoning ordinance, and is **responsible for creating and overseeing** the Master Plan.

*Meetings:* Four times per year **and** by request.  
*Location:* Village Hall, 702 Lake Street.

#### Zoning Board of Appeals

The Village Zoning Board of Appeals is a committee appointed by the Village Council to hear and decide, upon appeal, any request for the interpretation of the Village of Roscommon Zoning Ordinance and/or to grant any variances of the Village of Roscommon Zoning Ordinance. The Zoning Board of Appeals must be comprised of three members (Village President & 2 citizens at large). ZBA members are paid a small stipend for each meeting where a variance is being considered.

*Meetings:* As needed.  
*Location:* Village Hall, 702 Lake Street.

#### Village Staff

The Village has an administrative staff consisting of the Village Manager, Village Clerk, Village Treasurer, and an Administrative Assistant.

## Department of Public Works

The Department of Public Works (DPW) is responsible for the repair and maintenance of all village infrastructure including but not limited to streets, street lights (decorative light poles only), Wallace Park, wastewater treatment, and the water and sewer mains, lift stations and wells.

*Location:* 1050 S. Main St.

## Cemetery Board

The Cemetery Board of Trustee's role is to regulate the operation, control, and management of the cemetery to protect the health, safety, and general welfare of the public. The Cemetery Board meets quarterly.

## Downtown Development Authority

The Downtown Development Authority was established in 1990 by the Village Council. The activities of the DDA are funded through a Tax Increment Financing (TIF) plan. The DDA consists of 13 members, including the Village Council President, with staggered four-year terms. The DDA objectives are to encourage increased economic development in the Roscommon DDA district through public improvements. The DDA devises projects to prevent urban deterioration and to encourage development and revitalization. Projects completed by the DDA include the Public Library contribution, New Dock & Stairway at Wallace Park, Lake Street Building Demolition, Roscommon County Courts Facility Funding, Downtown Railroad parking Project, New Roads in Industrial Park, Flowers in the Village, as well as various downtown beautification projects such as sidewalks, light poles, trees, flower boxes, brick pavers, landscaped Village of Roscommon welcome signs, light pole banners, and the town clock.

## Economic Development

The Village Manager is the principal economic development staff person for the Village. While the Village does not specifically have an economic development department, economic development services are provided on an as-needed contractual basis. The contractor has worked closely with village stakeholders to create partnerships, prepare an economic development plan, and implement economic development policies, procedures, and initiatives (including Redevelopment Ready Certification). The Village goals are to streamline the development process by integrating elements of transparency, predictability, and efficiency.

## The Sawmill Rural Business Center

The mission of The Sawmill is to “accelerate the development and success of start-ups and existing businesses in Northern Michigan by offering a place where raw ideas and passionate people are shaped into entrepreneurial success stories.” The Sawmill provides an environment with educational opportunities geared toward the needs of the unique business environment, supported by a network of mentors, connections, and information, focused on overcoming the challenges of entrepreneurship.

## Higgins Lake-Roscommon Chamber of Commerce

The mission of the HLRCC is to promote and enhance the business and economic development in the area, encourage good will and communication among members and the community in an environmentally responsible manner. The Chamber hosts and/or sponsors a variety of community events throughout the year such as WinterFest, The Great Egg Scramble, DOE Day Golf Outing, July 4th

Freedom Festival Events and Parade, Roscommon Annual Arts Festival and Craft Fair, and Christmas in the Village. They actively promote all area and member events such as Summer Concert Series at the CRAF Center Gazebo, July 4th Fireworks, Roscommon River Festival, Michigan Firemen's Memorial Festival and more. **The Chamber is comprised of a Director and a five-member Board of Directors.**

## Water Supply and Sewage Disposal

Currently, the Village of Roscommon operates a public water system that **bills for services** based on usage.

### Public Water

The Village of Roscommon has 9.3 miles of sewer mains, 8 sewer lift stations, a wastewater treatment plant, 3 water supply wells, a village-wide fire hydrant system, and a 250,000 gallon water tower that stands 150 feet tall. Together these operations provide our customers with state and national award-winning drinking water, added fire protection (hydrants), and a sanitary sewer service. In 2008 and 2012 the Village of Roscommon won 1st place for the best tasting rural water in the state, and in 2013 the Village took 4th place in Washington DC as having the best tasting water in the nation!

### Public Sewer System

Roscommon's public sewer is an aerated lagoon system built in 1997. The funding for the project was obtained through a Department of Agriculture Rural Development Grant. The system's capacity is 300,000 gallons per day, and current usage is around 100,000 gallons per day, which leaves room for expansion. The waste-water treatment facility covers a total of 40 acres.

## Utilities

Consumers Energy supplies electric service in the Village of Roscommon and DTE Gas provides gas utility. Telephone service is also available from a variety of providers.

## Postal Service

Residents of the Village are served by the post office located at 281 Lake Street in Roscommon.

## Schools

The Village of Roscommon is served by the Roscommon Area Public Schools. Three schools are present in this district: Roscommon Elementary School, Roscommon Middle School, and Roscommon High School. This district also extends into Crawford County immediately north of Roscommon County. The surrounding area also has charter and parochial schools, and child development centers.

Kirtland Community College operates two campuses, one in Crawford and one in Roscommon County. Kirtland's new campus located in Crawford County offers courses in automation process control, cosmetology, welding, wood science technology, workforce development and training. The Kirtland Regional Police Academy is offered at the Roscommon campus.

## Libraries and Museums

The Village of Roscommon operates the Roscommon Area District Library located at 106 Lake Street. The Roscommon Area Historical Society owns and operates a historical museum at 404 Lake Street within the Village. The Roscommon Historic Model Train Club is located at 815 Lake St and operates through donations and memberships. The Club remodeled the entire building with help from the Village of Roscommon. The Roscommon Historic Model Train Club is one of the fastest growing train clubs in Northern Michigan.

## Medical Facilities

Primary care providers, specialists, and urgent care are provided by Munson and the MidMichigan Health facility located in the Village. MidMichigan also provides a student-based health center located at the Roscommon Middle School which is staffed by a nurse practitioner and social services counselor with an adjusted cost to families. Munson Hospital, located in the City of Grayling, is an 81 inpatient-bed, 39 long-term-bed acute care facility. Davita - Roscommon Dialysis was recognized and certified in 2015 by Centers for Medicare & Medicaid Services (CMS) as one of modern dialysis facilities which are scientifically measured and assessed to have high-quality dialysis services for promoting health and improving the quality of life.

Additional medical facilities located in Roscommon are Northern Family Dentistry, My Community Dental Center, Ankle and Foot Associates of Northern Michigan, Ritchie Chiropractor, Family Eye Care PC, and a Bible-based rehabilitation facility, The Lion's Den, operating out of the old Health Department.

Other health services (outside of the Village) include primary care providers, specialists, and urgent care are provided by the MidMichigan Health Park located in Houghton Lake. Mid-Michigan Health operates Mid-Michigan Medical Centers in Clare and Gladwin, both of which are within a one hour distance of the Village. The Central Michigan District Health Department also helps to fill community health care needs not available or affordable elsewhere. The Health Department service area includes Roscommon, Arenac, Clare, Gladwin, Isabella, and Osceola Counties. An office of the Michigan Department of Health and Human Services is located in Roscommon County but outside of the Village limits.

## Cemeteries

The Village of Roscommon owns & maintains one cemetery located along M-18 & George Street. The old section of the cemetery comprises 4.5 acres. The new section was platted in 1950 and contains 150 lots. The cemetery also features a Potters Field, where unknown and/or indigent people are buried. The Potters Field was dedicated in September 2009 with a ceremony featuring the Roscommon Cemetery Board, Village officials, local clergy, local historians, and the general public followed by a reception at Village Hall.

## Public Safety

### Law Enforcement

The County Sheriff's Department provides police protection for the Village of Roscommon. Their office is located at 111 S 2<sup>nd</sup> Street in the Village of Roscommon.

## Early Warning & Siren Systems

There are no siren warning systems functioning in either the Village of Roscommon or Roscommon County.

## Higgins Township Fire Department

The Higgins Township Fire Department provides firefighting services, emergency medical service, vehicle rescue, and search and rescue. The Fire Department serves 2,300 people in a 144 square mile area including the Village of Roscommon.

The Department of Natural Resource Conservation District field office is located outside of the Village limits, in Higgins Township.

## Transportation

There are 13.6 miles of roads in the Village of Roscommon. M-18 and I-75BL pass northeast/southwest and northwest/southeast through the Village, respectively, forming the main intersection in town. **Table 3-1** describes the roads in the Village by their functional classification code (**Figure 3-1**).

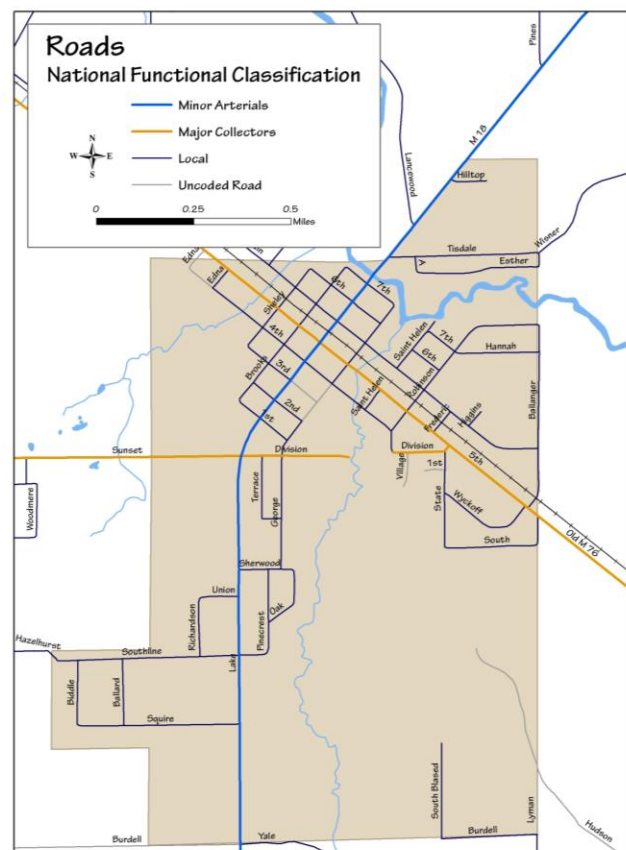
**Table 3-1**  
Roads in the Village of Roscommon

Functional Classification Code	Miles*
Principal Arterials	0.0
Minor Arterials	1.6
Major Collectors	1.7
Minor Collectors	0.0
Local	9.3
Uncoded	1.0
Source: Center for Shared Solutions & Technology Partnerships	

### Functional Classification Codes

- Principal arterials are at the top of the National Functional Classification hierarchical systems and generally carry long distance, through-travel movements. They also provide access to important traffic generators.
- Minor arterials are similar in function to principal arterials, except that they carry trips of shorter distance and to lesser traffic generators.
- Collectors tend to provide more access to property than do arterials. Collectors also funnel traffic from residential or rural areas to arterials.

**Figure 3-1**



## Complete Streets

The “Complete Streets” concept assures that the entire roadway is designed for all users including drivers, bicyclists, pedestrians, and public transportation. Roadway uses, safety, green infrastructure, parking, access management, and stormwater are all issues that factor into designing streets with the “Complete Streets” concept in mind. Legislation was signed into law (Public Act 134 and 135 of 2010) to advance cooperation between transportation and local government agencies and encourages communities to develop a comprehensive complete streets vision identifying the road corridors that would benefit from complete streets principles. The Village will take into consideration the Complete Streets concepts for roadway improvement projects, trail projects, and private development (through zoning requirements and site plan review standards).

## Public Transit

The Roscommon County Transportation Authority provides transportation services for the entire county, including the Village of Roscommon. It operates six days a week, 6:00 am to 7:00 pm on Monday through Friday, and 9:00 am to 4:00 pm on Saturday.

### *History:*

*Roscommon County Transportation Authority (RCTA) started as the county wide "Dial a Ride" in 1976 but funding concerns and facility problems forced the system to temporarily close in 1977. November of 1980 brought some Michigan Department of Transportation funding commitments and Federal 5311 operating assistance and the Roscommon County Mini Bus System was born. Rosco Mini Bus, as it was affectionately called, started in the old Denton Township offices and that was where it stayed until 1984 when the administration and fleet were moved to a rear office and warehouse area of what is now known as Oxford Automotive.*

*The Roscommon County Board of Commissioners continued to improve the program and received grants from the State and Federal Governments for capital money to build our own facility. The County authorized the land for the transportation building and we dedicated our building in November, 1988. Continuing the process of growth and improvement in 2004 we became an Authority with our own governing board and a new name "Roscommon County Transportation Authority".*

*From the date the first rider called to schedule their first ride, the county wide system has grown now providing over 125,000 rides annually. RCTA will take one anywhere within the county borders and will provide connecting transportation to any of the surrounding counties that have available transportation. RCTA also connects with Indian Trails, a passenger bus service.*

## Recreation

The Village of Roscommon and the surrounding area, due to its geographic location, has many recreational businesses that are tourist and seasonally related. These include canoeing, hunting, fishing, boating, snowmobiling, cross-country skiing, snow-shoe trails, nature walking, bird watching, cycling, camping, hiking, and off road vehicles (ORV) use. The Village of Roscommon has several parks and recreational sites located within or very near the Village limits. The Au Sable River is undoubtedly the best known river in Michigan. Its clear water, consistent flow and attractive surroundings make it one of the finest canoeing, kayaking and fishing destinations in the Midwest. The South Branch of Michigan's famous Au Sable River is a 25-mile world-renowned stretch of classic small stream trout water. It is one of the most popular fly-fishing destinations in the Midwest, if not the country, and home to perhaps the finest brown trout fishing east of the Mississippi. Higgins Lake is located approximately five miles west of Roscommon in Roscommon County. Higgins Lake has been noted as one of the world's most beautiful



lakes. The crystal clear lake was formed as a glacial ice sheet retreated. The Cut River connects Marl Lake to Higgins Lake giving ample opportunity to fish for perch, trout and pike. Two state parks and public access points provide excellent beach facilities, camping, launch sites, hiking trails and cross-country skiing. Several campgrounds and canoe liveries are also located in the immediate vicinity.

### **Wallace Park**

*Located at 104 N. Seventh Street*

Within walking distance of the Village downtown, Wallace Park is located along the banks of the South Branch of the AuSable River. The park provides covered pavilion, picnic areas and a canoe/kayak launch. It is the home of the annual Roscommon Classic Canoe Race. Hiawatha Property, located at 1113 Lake St, is a recent acquisition and an extension of Wallace Park. Plans are to create a welcome center, handicap accessible launch and a wooden foot bridge across the South Branch of the AuSable River.

### **Roscommon Village Metro Park**

*Located at George Street*

The eight acre park is located two blocks from the Roscommon County Building. The Roscommon Metropolitan Recreational Authority, comprised of members appointed by both the Village and Higgins Township, **shares** ownership of the park.

### **Roscommon Community Center**

*Located at 510 South Street*

The Community Center is located on the east side of the Village and is a focal point for several public programs.

### **Roscommon Metropolitan Recreation Authority**

The Roscommon Metropolitan Recreation Authority (RMRA) is located in Roscommon County, Michigan. RMRA is the governing authority for several entities and events available to the community of Roscommon. We monitor and govern the operations of the C.R.A.F. Center, AuSable River Center, and Metro Park. RMRA is dedicated to providing quality recreation programs for residents and visitors of all ages. Working in conjunction with other groups the Authority plans annual community activities and programs. The RMRA itself maintains Tisdale Triangle, Metro Park, and is responsible for overall function of the CRAF Center.

*Meetings: 3rd Wednesday in January, March, May, September and November*

*Location: CRAF Center, 606 Lake Street*

### **AuSable River Center**

*Located at 211 N. Main Street*

The mission of the AuSable River Center is to educate the public about the heritage, artifacts, wildlife, and environment of the great AuSable River.

#### ***History:***

*The 76x30-foot, two-story cedar structure that houses the AuSable River Center was built by the Civilian Conservation Corps in 1939 to serve as the regional headquarters of the Michigan Conservation Department (now the Department of Natural Resources). The building went through several reincarnations before it went into disuse in the 1980s. It sat empty at the corner of Lake and Second streets in downtown Roscommon - a forlorn but beautiful sight - until 1998. At that time, a planned expansion of the county jail put the building at jeopardy of being demolished. A committee, which soon became the board of the AuSable River Center, formed to save it from demolition and raised the funding*



*necessary to move the building - stone fireplace and all - two blocks east to the parking lot of the Roscommon Metropolitan Recreation Authority, the umbrella organization for the committee. The building was moved once more in May 2006 when county executives decided to build a large addition to the nearby Roscommon County Courthouse. It hit the road, over and under many utility wires, for five blocks, coming to rest at its current location, in the corner of a parking lot owned by the Village of Roscommon, across the street from the Roscommon Cinema. The new location gives the building a higher downtown profile and looks great in the spot that was once home to Roscommon's railroad depot.*

## **Community, Recreation, Activities, and Fitness Center (CRAF Center)**

*Located at 606 Lake Street*

The CRAF Center's mission is to enable a healthier community by implementing effective programs and providing facilities to enhance levels of fitness, recreation, and leisure satisfaction.

### ***History:***

*In 1992 a group of people from the community organized to explore the fate of the "old middle school". This 43,000 square foot facility has served the community in many ways and very well. The original building is the two-story section on the northwest corner of the current facility. This portion was constructed in 1931 and served as a Kindergarten through 12th grade school and was called the Roscommon School. The previous school building was the Masonic Temple building across the street. The original building was added on to in 1935, 1954, and 1958 with the final addition completed in 1962.*

*In 1993 the Gerrish Higgins Board of Education entered into a purchase agreement with the Village of Roscommon for acquisition of the "old middle school". With the school board's approval, the building was assigned to the Roscommon Metropolitan Recreational Authority (R.M.R.A.).*

*The last classes were in June of 1993 after which ownership was formally turned over to R.M.R.A. In the fall of 1993, the first Director of the facility was Katie Vanderlake with JoAnn Tyler as her office support staff. Building and Grounds Manager was John Rosczyk (who was also the chair of R.M.R.A. at the time). Earlier that summer the Roscommon Rotary Club and the Zonta Club contributed \$35,000 and \$15,000 respectfully to remodel, establish and equip the fitness center. The Higgins Lake-Roscommon Lions Club contributed funding to renovate both the men and women's locker rooms. For over 2 ½ years the Camp Lehman trustee program through the Michigan Department of Corrections furnished an inexpensive work crew that completed a significant amount of the renovations throughout the facility.*

*Jo Ann Tyler proposed the acronym C.R.A.F. Center as the name of the facility based on the goals of the group to provide a facility that serves the community by offering a Center for Recreation, individual growth Activities, and Fitness activities. The group adopted this as the facility name. What started out as a fitness center and gymnasium has mushroomed to the present day to include: Kirtland Police Academy, Kirtland College Basketball teams, North Sport Physical Therapy, Crawford Roscommon Soil Conservation District office, Roscommon County Gypsy Moth Office, Top Notch Teen Center, Mikenauk Rock and Gem Club, Roscommon Area Art Guild and their Art Studio, C.O.O.R, ISD Transitional Training site, Dance Studio, enlarged fitness center, site of 4-H girls and boys basketball games, adult men's recreation, women's volleyball league, co-ed volleyball games, Circle Squares Dance site, G.S.A. and B.S.A. meeting site, soccer meeting site, **pickleball site** ...and many other activities including a fine rental facility for large and small parties and gatherings. A portion of the building has been deeded to Roscommon County for Second Chance Academy and a Juvenile Detention Center. The added gazebo on the front lawn serves as the center of the Art Festival, Freedom Festival, and Christmas in the Village as well as offering a fine free concert series throughout the summer. The C.R.A.F. acronym **has** exceeded its expectations when the group adopted it in the spring of 1993.*

*The building is still owned and operated by R.M.R.A. with Marlyn Byrd serving as the Manager. Our annual budget is \$130,000 and since 1999 our income has equaled or exceeded our expenses. The hot water heating system has been replaced, the entire roof recovered, some windows replaced, some walls insulated and the gymnasium floor completely refinished. Trustees from the County Jail are utilized to handle custodial, minor maintenance and lawn care.*

*This facility serves over 150 people average count on a daily basis for over 300 days a year. The C.R.A.F Center is truly a remarkable accomplishment and reflects a tremendous spirit of cooperation between governmental units, schools, businesses, service organizations, foundations and individuals. Many individuals and service groups were instrumental in the success of this facility and there are a number who are recognized on the Wall of Honor. However, there are an even larger number of individuals and businesses that have contributed and continue their support without whom the C.R.A.F. Center would not exist.*

*One would be remiss in not mentioning Mary Loughray who made the largest individual financial contribution to the C.R.A.F. Center to establish and preserve the Enrichment Center, which represents the original 1931 building. Mary made a marvelous donation in the memory of her husband Woodrow "Woody" Loughray, whose spirit still remains with us. Also, a thank you is in order to the Gerrish-Higgins Alumni Committee, which has sort of adopted us. They hold a special fondness for the "old building" where so many alumni attended and use us for their meetings and Annual Alumni Gathering.*

## Festivals & Annual Events

The Village of Roscommon holds a number of festivals throughout the year.

### **Higgins Lake-Roscommon Winterfest**

It is currently held on the third weekend of February at various locations. The WinterFest became a Higgins-Lake Roscommon Chamber sponsored event in 2009, after being a self-run event the previous few years. The design for the WinterFest button has always been designed by a Roscommon High School Art student. In 2009, the event expanded to host activities on Friday night, which included a Cross Country Ski and Bonfire outing. Saturday is a fun filled day beginning at 8:00 am with a pancake breakfast, followed by the Crazy Cardboard Classic, where participants can try their home-made cardboard sleds out on Pioneer Hill. Those that are ice fishing enthusiasts can enter the Higgins Lake Fishing Derby, and win some great prizes. A Chili Cook-off is also held, featuring some great local entrants that compete for a traveling trophy. Another activity is the Kids Karnival held at Higgins Lake North State Park, where hot dogs and other snacks are sold. The Kids Karnival has expanded over the years.

### **Brunch and Browse Weekends**

Sponsored by our Village of Roscommon Shops, the business district pushes for more visitors to check out our local shops the last Saturday of the month, starting in February and ending on the last Saturday for Farmer's Market. The BnB Weekends are focused on the morning hours from 9:00am to 2:00pm. Some weekends may have local musicians available on the street for musical ambience.

### **Annual Roscommon Business Expo**

Held at the CRAF Center, the Roscommon Business Expo, sponsored by the Higgins Lake Chamber of Commerce, is an annual Spring event that features area businesses and organizations by showcasing and sampling their products and services, while interacting with the general public. The Roscommon

Business Expo started in 2009 as a method to help promote local businesses and stimulate the Roscommon economy. The Roscommon-Higgins Lake Chamber of Commerce, the Village of Roscommon, and local business owners comprise the Roscommon Business Expo Committee.

### **Roscommon Canoe Classic**

Annual canoe race held the 1st weekend in May at Wallace Park. This event is organized by the Michigan Canoe Racing Association. It features both Expert 1 and Expert 2 heats. Participants paddle from Wallace Park to Steckert Bridge, make a clockwise turn, then paddle back to town.

### **Kirtland Warbler Festival**

Annual one-day event takes place the 1<sup>st</sup> weekend in June. The festival involves warbler tours, an art show, and other nature related activities.

### **Roscommon Farmer's Market**

Annual seasonal market from mid-May to the first weekend in October serving the Village of Roscommon. The Farmer's Market takes place each Saturday from 10:00 am to 3:00 pm at the Au Sable River Center under the canopy.

### **CRAF Center Gazebo Concert Series**

The annual Summer Concert Series takes place in the CRAF Center Gazebo on Wednesdays throughout the summer months. All concerts are at 7:00 pm. Concerts are free to the public; however a goodwill offering is encouraged to meet incidental expenses. These concerts have been presented since 1996.

### **Annual 4th of July Parade and Fireworks**

An annual event that takes place on the Fourth of July. The festivities include a patriotic parade through downtown Roscommon, games, patriotic concert, ice cream social, chicken barbeque, fireworks at dusk at the Roscommon Fire Training Grounds/Fair Grounds, and various other activities.

### **Roscommon Riverfest**

This annual two day event takes place on the 3rd weekend of July. It celebrates the Village's river heritage on the banks of the beautiful South Branch of the AuSable River at Wallace Park and along the streets of Roscommon. Events include fly fishing, boat and kayak demonstrations, wooden boat and canoe shows, and a dog jumping competition. There are vendors and exhibitors from across the state featuring the best that the worlds of fishing, hunting, and the outdoors have to offer.

### **Annual Roscommon Art Festival**

The Roscommon Arts Festival and Craft Show began in 1969 on the banks of the Au Sable River in Wallace Park. Having since outgrown the park, it has settled on the lawns of the CRAF Center and County Building in the Village of Roscommon. Over 60 exhibitors are planned for 2019. These vendors come from all over the state and beyond to showcase handmade fine arts and crafts. The Festival is held the second Saturday every July bringing visitors from all over. Village shops and businesses participate with sidewalk sales and specials.

### **Firemen's Memorial Festival**

Located at the Firemen's Training Grounds, this annual four day event takes place on the 3rd weekend in September. Events include a parade, memorial service, family night, water ball, light showdown, chicken barbeque, search and rescue demonstration, and other fun demonstrations. Firefighters from all over

the state converge on Roscommon for the festivities. It is not uncommon to see firefighters from across the country and around the world at this special event.

### **Girls' Night Out**

Sponsored by the Higgins Lake Roscommon Chamber of Commerce, the October event provides a safe shopping experience in the Village of Roscommon with craft vendors at the CRAF center, business specials, wine tastings and giveaways.

### **Christmas in the Village**

Annual event in December, located in downtown Roscommon.

#### ***History:***

Christmas in the Village started as a simple tree lighting and the singing of carols. The Higgins Township Fire Department decorated the large tree on the corner of Lake and 4th Street. The Roscommon High School choir director, Jim Mahoney, organized the caroling. Through the years it drew to include coffee, hot cocoa, cider, and doughnuts. Savings bonds were given to children who were the color contest winners. In 1994, Judy Kominek formed a committee called "Christmas in the Village." This committee organized putting out burn barrels, roasting chestnuts, caroling and offering hayrides prior to the tree lighting. The addition of Santa coming into town to visit the children was an absolute necessity. As the years passed, new ideas came in with each new volunteer who joined the committee. The Lions Club set up a grill in front of Ace Hardware and with a donation of a canned good, everyone received a hot dog. The canned goods were and still are used to make baskets for the needy. Luminaries were added along the streets, businesses were decorated with beautiful lights and a craft show as held in the old Cherven drug store (which is now the **Village Hall**). Every year the committee tried to add new and exciting things to the Christmas in the Village. Filling the cement flowerpots with greens, putting up a Santa House, a free concert on Friday night (consisting of local talent) at the local high school auditorium, and a bigger craft show were added. Ice sculptures were added but due to unpredictable weather, the committee changed to wood carving demonstrations. The movie matinees were added for the children's enjoyment, which are also free, with a donation of a canned good.

## Service Organizations

The Roscommon area has many great service organizations including:

*Roscommon Rotary*  
*Roscommon Lions Club*  
*Knights of Columbus*  
*Zonta Club*  
*VFW Post 4159*  
*American Legion 96*

## Local Churches

### **Churches within the Village of Roscommon limits**

**Beacon Assembly of God**  
**St. Michael's Catholic Church**  
**Northern Michigan Church of Christ**

First Congregational Church

**Churches in the surrounding area**

Shepherd of the Lakes Evangelical Lutheran Church WELS

Immanuel Baptist Church

St. Elizabeth's Episcopal Church

Markey Community Baptist Church

Grace Covenant Fellowship

Roscommon Baptist Church

Roscommon Free Methodist Church

Messiah Luther Church ELCA

Good Shepherd United Methodist Church of the North



## Chapter 4

## Natural Resources



### Climate

Typical of northern Michigan, the distinct four seasons in Roscommon offer an ever-changing landscape. Long snowy, cold winters and moderately warm summers are separated by a cool, green spring and a cool, colorful fall. Located in the north central part of the northern Lower Peninsula, the Village is approximately 80 miles inland from Lake Michigan and 65 miles inland from Lake Huron. Given this geographic location, with the exception of lake-effect snowfall, the weather is not significantly influenced by the lake-moderating effect of both Great Lakes.

According to the USDA Soil Survey, climate data recorded at Grayling found the average annual precipitation is 31.95 inches (includes water equivalent of snowfall). Precipitation is heaviest during the summer months with 62 percent of the annual precipitation from April through September. The average annual snowfall is 92.9 inches. Records show a long term average of 127 days or 1/3 of the year, there is at least one inch of snow on the ground. However, the number of days varies greatly from year to year. The average daily temperature ranges from 67.5 °F for the Month of July to 17.7 °F during January. The average mid-afternoon relative humidity is 63 percent. Since humidity levels are highest at night, the average relative humidity at dawn is 85 percent.

### Geology

Starting some 2 million years ago, during the Pleistocene Epoch, continental glaciers formed in the Hudson Bay area. Several times over this two million year period, glaciers built up and inched their way south across North America. The massive ice sheets, which were more than one mile thick, advanced in a southerly direction bulldozing their way across the landscape. The glacier pushed material in front of it, incorporated rocks and soil into the debris-laden ice, and scraped, ground and broke apart the sedimentary bedrock of the Michigan Basin.

Each advance and retreat of the continental glaciers took tens of thousands of years. This reoccurring process shaped and reshaped the land, obliterating and then creating hills, valleys, rivers and lakes, swamps and marshes. The last glacial period, called the Wisconsin Era, created the landscape we know today. The glacier left behind boulders, rocks, cobble, sand, gravel, silt, clay and loam. In some areas, the material was deposited in unsorted masses called till plains, ground moraines and end moraines. Water flowing from the melting glaciers also sorted materials, creating outwash channels, sand deltas, kames and eskers. Fine materials, captured in the fast-moving glacial meltwater, settled to the bottom of expansive glacial lakes creating lacustrine clay and silt plains.

According to a map prepared by W. A. Burgess and D. F. Eschman, titled "Landform Units in Northeastern Lower Michigan," the Village of Roscommon is located in a landform area called the Saint Helen Outwash Plain. At the front of the massive retreating glaciers, large streams originated from the melting ice. The debris-laden water created outwash plains and carved wide drainageways. The Au Sable River and upper Manistee



Rivers are located in glacial drainageways, while Higgins and Houghton Lakes are located in outwash plains. These areas are dominated by sands and organic muck soils.

Beneath the glacial deposits, some 200 to 300 feet below the surface, is sedimentary bedrock that was created during the Late Mississippian Ages of the Paleozoic Era. The bedrock was formed in ancient seas, which covered the area some 310-345 million years ago. The shallow marine seas deposited layers of silt, clay, sediments, marine animals, plants, coral, and other calcareous materials. These deposits formed shale, sandstone and limestone bedrock. According to the 1987 Bedrock Geology of Northern Michigan map, prepared by the Geological Survey Division of the Michigan Department of Environmental Quality, the upper layer of bedrock beneath the glacial overburden is called the Michigan Formation. The bedrock is composed of greenish-gray and dark gray shale with discontinuous beds of sandstone, limestone, dolostone, gypsum, and anhydrite. Natural gas deposits have been discovered in the Michigan and Marshall formations.

## Topography and Soils

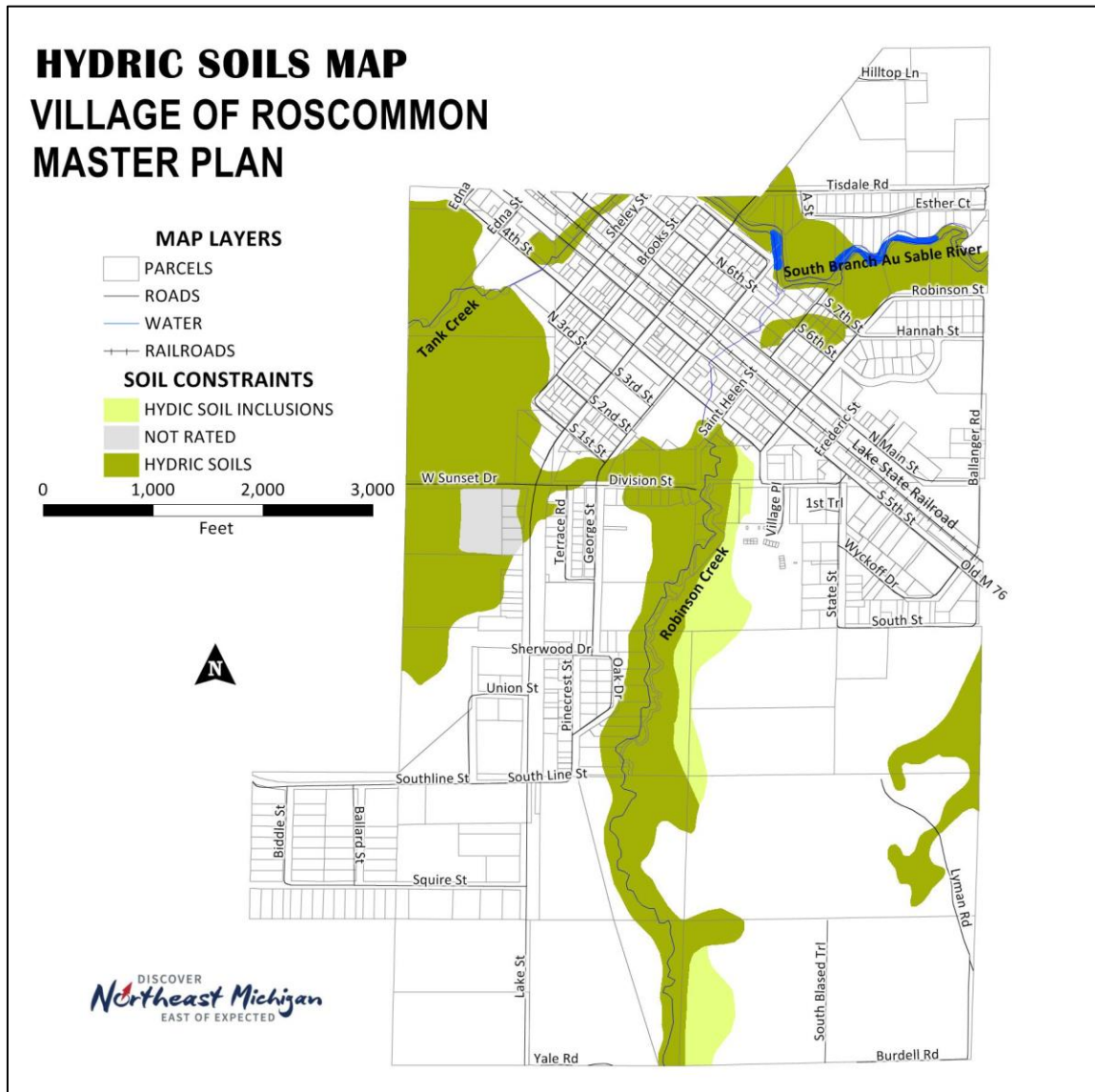
The Village of Roscommon is located in an outwash plain that is relatively level. Short, steep slopes are found along the South Branch of the Au Sable River as it flows through the Village. Gently sloping ridges and knolls can be found outside the community in adjacent townships.

According to the *Soil Survey of Roscommon County, Michigan*, published in August 1998 by the U.S. Department of Agriculture, there are sixteen soil classification types within the Village of Roscommon (Roscommon County has 170 different soil types within its boundaries). A digital version of the soil survey maps was acquired from the Natural Resource Conservation Service and used to analyze soils conditions and generate soil maps. Soil maps enable communities to identify areas most suitable for development along with areas with development constraints that are more suitable for low density development or set aside as parks and natural areas.

### Hydric Soils

**Figure 4-1** is a color thematic map that classifies hydric soils. 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. The hydric soils are shown as green and soils with hydric inclusions are light green/yellow. According to information presented in the Roscommon County Soil Survey, areas with hydric soils are located adjacent to the South Branch of the Au Sable River and Robinson Creek. An extensive area of hydric soils is located in the northwestern parts of the Village.

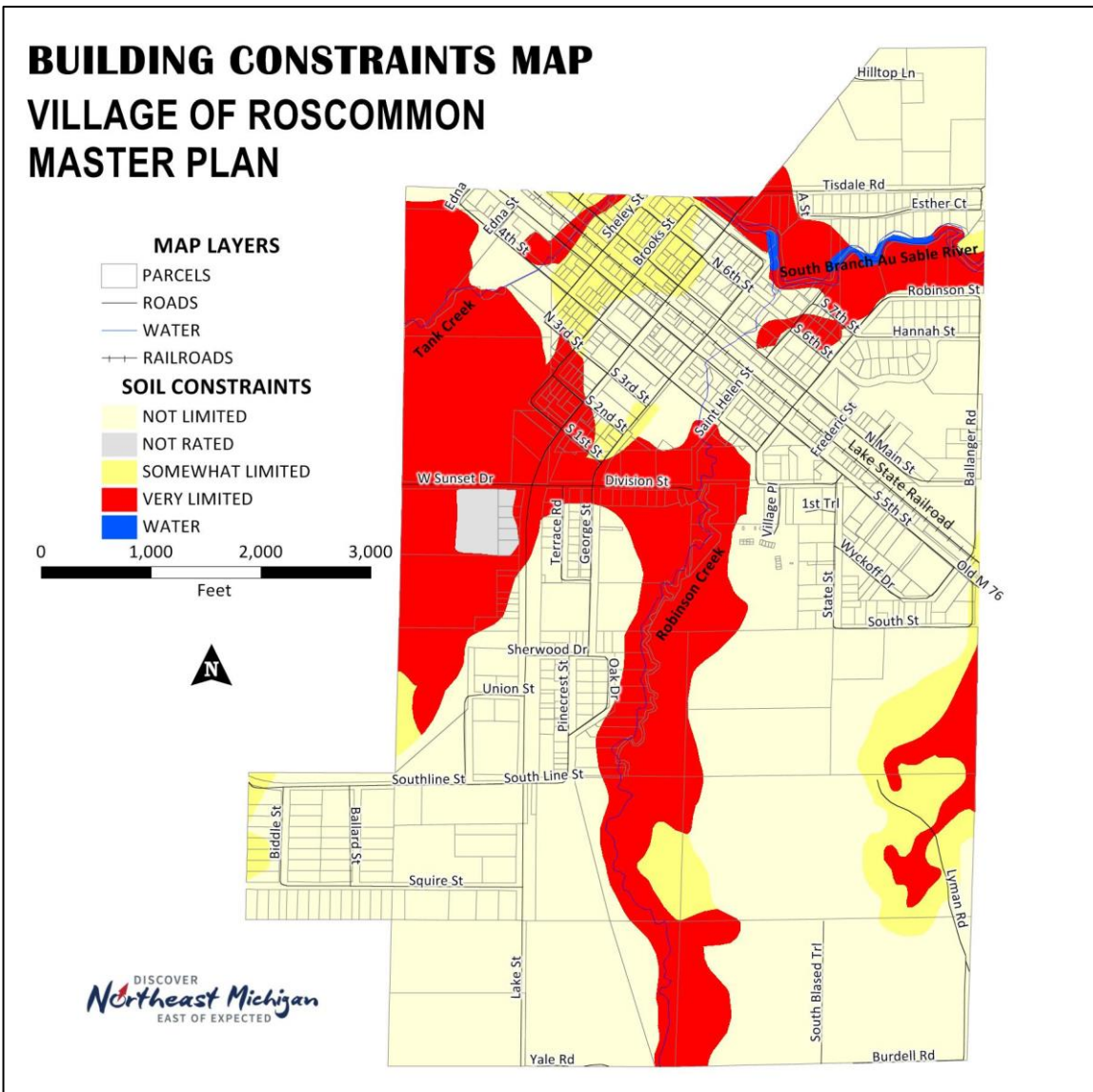
Figure 4-1



### 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 table. The rating system classifies areas as “not limited”, “somewhat limited” and “very limited”. Using the rating system developed by USDA, soil limitations for buildings without basements have been mapped and are displayed in **Figure 4-2**. Areas with well-drained soils and slopes of less than 10 percent are not limited for building development. Areas depicted as light yellow on the map would be considered well-suited for building development. Areas with high water tables and organic soils are very limited (red on the map). The “very limited” classification simply means special considerations must be made during site development. Much of the Village is “not limited” or “somewhat limited” for buildings without basements. Areas classified as “very limited” for building development are located along the waterways and in the northwestern part of the Village.

Figure 4-2



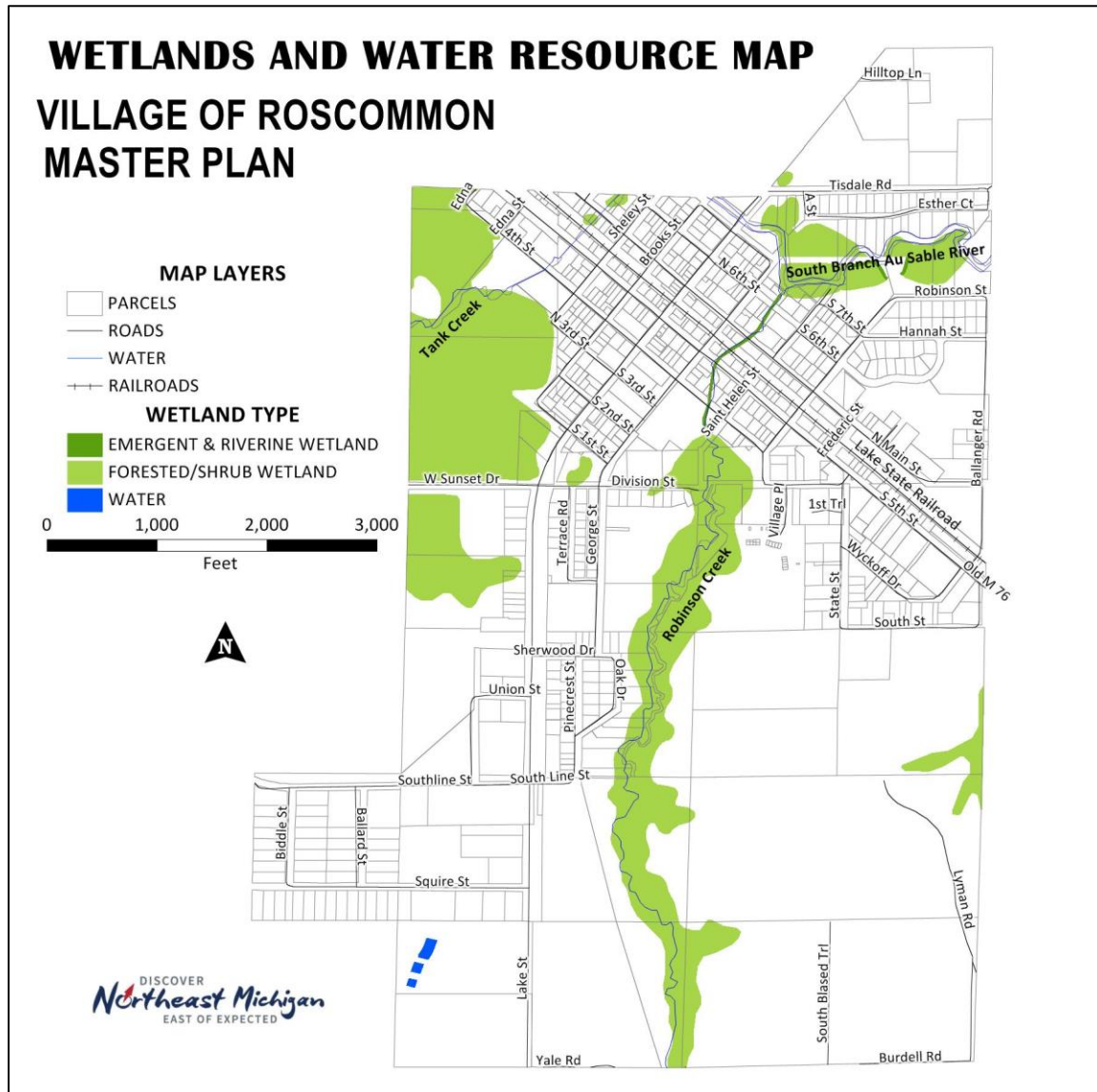
## Water Resources

One of the important and most sensitive natural resources in Village is water. Maintaining high quality groundwater and surface water is key to the long term sustainability of the community. Residents of the Village rely on groundwater for drinking water. Streams provide scenic values and recreational opportunities for residents and visitors. Additionally, water resources provide critical habitat components for a wide range of fish and wildlife species. Most importantly, the water resources flow through the Village and on to other communities downstream. Each community located on the river has a responsibility to be good stewards of this valuable resource.

## Groundwater

The Village operates a community water system. The mantle of glacial till contains underground aquifers that provide the Village with sufficient water quantities. Due to highly permeable sandy soils, vulnerability of drinking water aquifers to surface contamination is high in the Village and surrounding Townships. Roscommon has implemented a wellhead protection program to work towards protecting the groundwater aquifers used for its public water system.

Figure 4-3



## Surface Water Resources

The Village of Roscommon is located in the Au Sable River Watershed. **Figure 4.3** is a map that shows the water resources in the Village. The South Branch of the Au Sable flows through the northeastern corner of the community. The Au Sable River is a nationally recognized, blue ribbon cold water fishery that supports resident brook, rainbow, and brown trout populations. Streams in the area are prime recreational canoeing/kayaking waters, as evidenced by the numerous canoe liveries. Robinson Creek flows through the community, entering at the south border and empties into the South Branch of the Au Sable near 7<sup>th</sup> and George Streets. The South



Branch of the Au Sable and Robinson Creek are covered by the Au Sable Natural Rivers Plan and are subject to special regulations, per the Michigan Natural River Act (Part 305, P.A. 451 of 1994).

Higgins Lake is located **eight** miles west of Roscommon in Roscommon County. Higgins Lake has been noted as one of the world's most beautiful lakes. The crystal clear lake was formed as a glacial ice sheet retreated. The Cut River connects Marl Lake to Higgins Lake giving ample opportunity to fish for perch, trout and pike. Two state parks and public access points provide excellent beach facilities, camping, launch sites, hiking trails and cross-country skiing.

## 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. People are becoming increasingly more aware of the value of wetlands. Beyond their aesthetic value, wetlands protect water quality of lakes and streams by filtering polluting nutrients, organic chemicals and toxic heavy metals. Wetlands are closely related to high groundwater tables and serve to discharge or recharge aquifers. Wetlands support wildlife, and wetlands vegetation protects shorelines from erosion. Furthermore, in Michigan, development of property determined to be a state-regulated wetland is severely restricted.

The U.S. Fish and Wildlife Service developed national wetlands inventory program in the 1980's. Through this effort, a national wetlands inventory map was compiled for Roscommon County. The digital data was acquired from the Center for Geographic Information, State of Michigan, and was used to compile **Figure 4-3**. The map depicts forested and non-forested wetlands.

## Forests

Approximately 46 percent of the Village is covered with upland and lowland forests. Not typical for a small village, this high percentage of forest lands can be attributed to the large tracts of State Forest lands in the southern part of the community. Tree species vary depending upon the soils, moisture and past activities such as logging, fires and land clearing. Pine and oak forests are the more common forest types found in the community.

Upland forest types cover approximately 325 acres of the Village and include pine (jack, red and white), aspen-birch and oak forest types. Upland forests in the southern parts of the community are mostly jack pine with red pine, red oak, northern pin oak, aspen and red maple species found to a lesser extent. Forests dominated by jack pine are considered high risk for wildfires. The Village of Roscommon is considered a community at risk because of its location within a regional landscape of pine forests which are prone to wildfires. The urban-wildlands interface is dominated by jack pine forests that spill into the developed portions of the community. In other words, the jack pine forests within the Village limits are directly connected to thousands of acres of pine forests on public lands. Firewise programs and a community wildfire protection plan will help to mitigate losses from wildfires. Upland forests in the northeast part of the community are dominated by oak and aspen-birch. There is a large undeveloped forested lot bounded by S. Main, Ballanger, Robinson and Hannah Streets.

Poorly drained, lowland areas support northern white cedar, tamarack, balsam fir, black spruce, eastern hemlock, white pine, balsam poplar, trembling aspen, paper birch, black ash, speckled alder and shrub willows. There is a large lowland forest and wetland complex in the northwestern parts of the Village. Tank Creek flows through this large wetland eventually emptying into the South Branch of the Au Sable River. Lowland forests

and lowland brush cover types are found adjacent to the South Branch of the Au Sable River and Robinson Creek. Eleven percent of the Village is classified as lowland forests.

## Surface Water Discharge Permits

All point source discharges into surface waters are required to obtain a National Pollutant Discharge Elimination System (NPDES) permit which is issued by the Michigan Water Resources Commission upon recommendation by Michigan Department of Environmental Quality (MDEQ), Surface Water Quality Division. Permit requirements generally address discharge limitations, effluent characteristics, monitoring and reporting requirements, along with facility management requirements. The Village has a NPDES permit for its waste water treatment facility.

## Sites of Environmental Contamination

The Michigan Environmental Response Act (Part 201 of PA 451 of 1994, as amended) provides for the identification, evaluation and risk assessment of sites of environmental contamination in the State. The Environmental Response Division (ERD) is charged with administering this law. A site of environmental contamination, as identified by ERD, is “a location at which contamination of soil, ground water, surface water, air or other environmental resources are confirmed, or where there is potential for contamination of resources due to site conditions, site use or management practices.” The database has information for Sites of Environmental Contamination (Part 201), Leaking Underground Storage Tanks (Part 213) and Baseline Environmental Assessments (BEAs). The BEA is completed when a property is purchased, leased or foreclosed on for the purposes of documenting contamination and protecting from liability for cleanup of existing contamination on the property. Five sites were found in the DEQ Database as Part 213, Leaking Underground Storage Tanks. Six sites were identified as Part 201, Sites of Environmental Contamination. Further review of the database found eight sites have completed a Baseline Environmental Assessment. All sites are shown in **Table 4-1**. In addition to the database, the Michigan Department of Environmental Quality has an online mapping system called “Environmental Mapper” that allows individuals to identify and locate these types of environmental concerns.

Table 4-1  
Sites of Environmental Concern

Facility Name	Address	Type
1. Former gas station	320 Lake Street	Part 213
2. Former gas station	709 Lake Street	Part 213
3. Rays Auto Wash	301 Fifth Street	Part 213
4. Rosco Mini Mart Ltd.	200 North 5th Street	Part 213
5. Wuexfels Standard Service	501 Lake Street	Part 213
6. 909 Lake Street	909 Lake Street	Part 201
7. Abandoned bulk fuel storage plant	11501 North Central Avenue	Part 201
8. Au Sable Cleaners Former	322 North Fifth Street	Part 201
9. Barbier Bulk Oil Plant	11543 North Central Avenue	Part 201
10. Lear Corp. (ITT Hancock Industries)	10161 N. Roscommon Road	Part 201
11. Total Pipeline Corporation	M-18 & S Line Road	Part 201
12. NA	10471 North Roscommon Road	BEA
13. 110 North Fifth Street	110 North Fifth Street	BEA
14. 909 Lake Street	909 Lake Street	BEA
15. Bowling Alley & Restaurant	426 North Fifth Street	BEA
16. ITT Automotive	10161 North Roscommon Road	BEA
17. Mid-Michigan Transmission/Rays Auto Wash	301 Fifth Street	BEA
18. Wert Pratt Property	210 Fifth Street	BEA
19. Old Fire Hall	216 S Main Street	BEA

Source: Michigan Department of Environmental Quality



## Chapter 5

## Existing Land Use



Prior to determining future land uses, a community must have an accurate assessment of existing land uses. This chapter presents information on the types of land uses existing in the Village presently.

### 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, ranging from 7,000 square feet to 14,000 square feet are concentrated in the downtown and adjacent neighborhoods. Governmental facilities and newer commercial development tend to be located on larger lots in the downtown area. Both developed and undeveloped lots outside the village center are typically 12,000 square feet and larger. There are several large undeveloped, publically owned parcels in the southern part of the Village.

### Existing Land Use/Land Cover Characteristics

The Existing Land Cover/Use for the 2019 Master Plan was generated by classifying parcels into the following categories: Residential, Multi-Family Residential, Commercial, Industrial, Institutional/Recreational, Non-Forested Uplands, Upland Forests, Lowland Forests and Non-Forested Wetlands. Roscommon County parcel data was used as the base for the land cover/use map. Color aerial photos from 2005, 2014 and 2016 along with ancillary digital map data like ownership information, USDA soils, Google Maps, and National Wetlands Inventory, were used to complete the map and analysis.

A more detailed approach was used to identify and map natural resources on larger tracts of land. Therefore larger parcels may show urban built-up areas along with undeveloped forests, wetlands or upland openings. The Land Cover/Use Map is displayed as **Figure 5-1** on the following page. **Table 5-1** presents the existing land cover/use breakdown for the Village of Roscommon. Not typical of small villages, nearly 58 percent of the Village is classified as undeveloped (upland forests, lowland forests, non-forest uplands and non-forest wetlands).

#### Residential

Single family residential development is found within older neighborhoods adjacent to the downtown and in newer subdivisions east and south of the downtown. Most of the residential uses occur on small lots. Typical of development patterns, residential lots located in older sections of the community are generally smaller (12,000 square feet or less) while lots in newer subdivisions tend to be 12,000 square feet and larger. Single family residential land use covers 148.2 acres or 16.1 percent of the community.

Multi-family residential development includes several apartment complexes, a condominium development and The Brook Retirement Community. Multi-Family residential land uses cover 29.3 acres or 3.1 percent of the Village.

## **Commercial**

The commercial category includes retail sales of goods and services, restaurants, lodging, and health care providers. There are 54.9 acres of commercial uses in Roscommon (6.0 percent of the Village). The downtown business district centers on the intersection of Lake Street and 5th Street. The downtown has compact development with parking along the streets and in designated public parking lots. Wide sidewalks at the front of stores provide a pedestrian-friendly atmosphere. Commercial development along major streets is automobile-oriented with each establishment having its own required parking lot.

## **Industrial**

Industrial land uses make up 10 percent of the Village covering some 92.4 acres. Industrial areas are located in the southern part of the Village along Lake Street/I-75 Business and within an industrial park. Note, while most of the lots in the industrial park have not been developed, the entire area is dedicated to industrial uses and was mapped as such. A triangular lot south and east of the downtown is industrial.

## **Institutional and Recreational**

This classification consists of land uses that are governmental, hospitals and clinics, libraries, churches (and associated facilities), museums, and parks. These uses make up 7.2 percent of the Village, or 67 acres. According to ownership information, 29 parcels are owned by churches and account for 8.8 acres of the category.

## **Non-forested Uplands**

The non-forested category accounts for 22.9 acres or 2.5 percent of the Village. Herbaceous plants and shrubs are typically found growing in the old farm fields and forest openings. These areas are found throughout the community.

## **Upland Forests**

Upland forest lands cover 325.9 acres or 35.3 percent of the Village area. Forest types include jack pine, red pine, aspen-birch and oak. Forests dominated by jack pine are considered high risk for wildfires. Large tracts of upland forests are found in the southern half of the Village. Most of the upland forested areas are under public ownership.

## **Lowland Forests and Wetlands**

Wetlands are defined as land that has sufficient water at, or near, the surface to support wetland or aquatic vegetation. These areas are commonly referred to as swamps, marshes and bogs. Two important functions of wetlands are water quality protection and ecological corridors. The network of wetlands receive surface water and subsurface water discharge, creating the many streams and creeks which, in turn, flow into the area lakes. The interconnected resources exemplify how activities distant from major water bodies can still have an impact on the water quality. Non-forested wetland types include lowland brush, marshes and bogs. According to the inventory 79.5 acres or 8.6 percent of the Village is identified as non-forested wetlands.

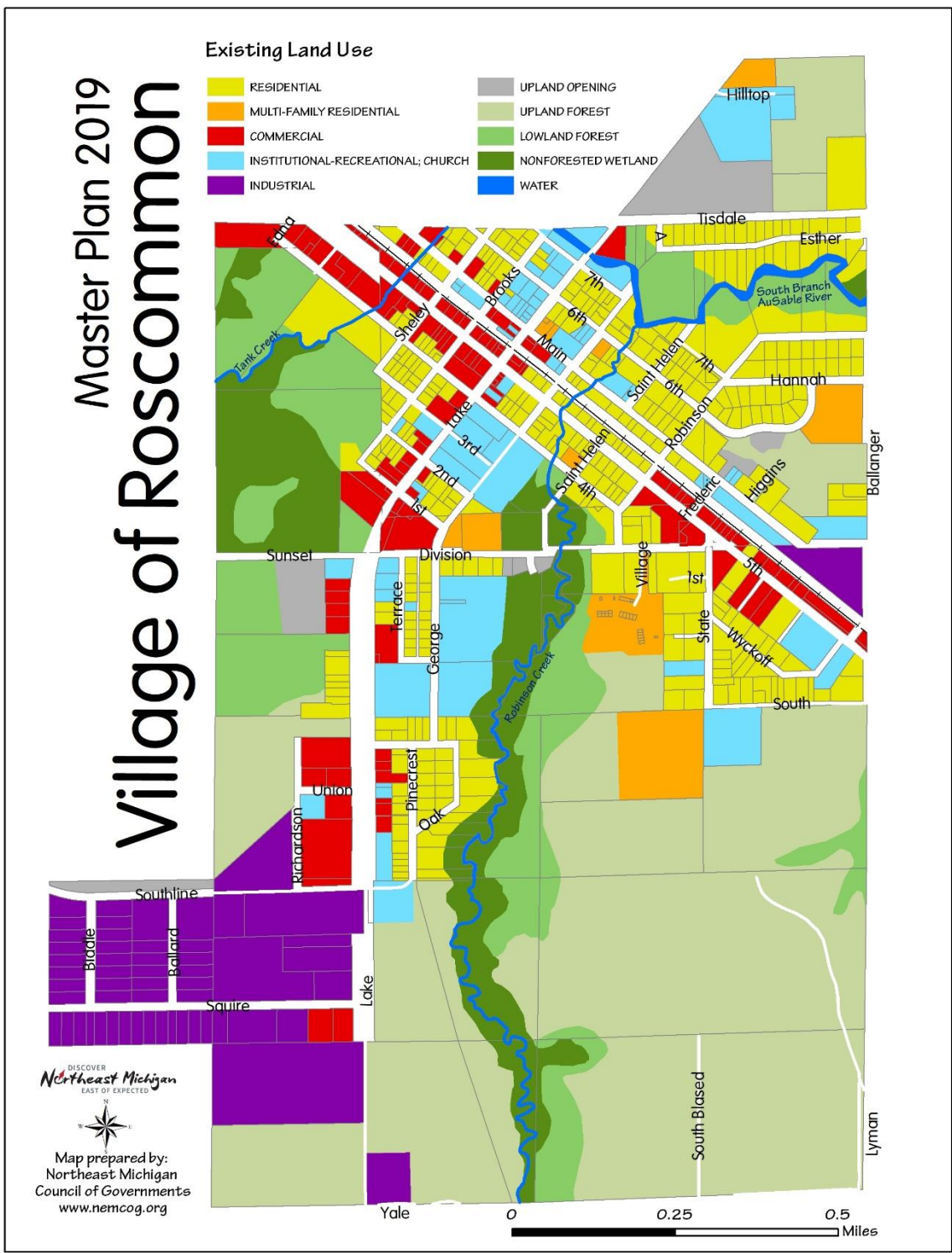
Poorly drained, lowland areas support northern white cedar, tamarack, balsam fir, black spruce, eastern hemlock, white pine, balsam poplar, trembling aspen, paper birch, black ash, speckled alder and shrub willows. There is a large lowland forest and wetland complex in the northwestern parts of the Village. Lowland forests and lowland brush cover types are found adjacent to the South Branch of the Au Sable and Robinson Creek. Eleven percent or 103.1 acres were mapped as lowland forests.

Table 5-1  
Village of Roscommon Existing Land Cover/Use Statistics

Land Use Category	Number of Acres	Percent of Village
Single Family Residential	148.2	16.1%
Multi-family Residential	29.3	3.2%
Commercial	54.9	5.9%
Industrial	92.4	10.0%
Institutional/Recreational	66.9	7.2%
Non-Forested Uplands	22.9	2.5%
Upland Forests	325.9	35.3%
Lowland Forests	103.1	11.2%
Non-forested Wetlands	79.5	8.6%
<b>TOTAL</b>	<b>923.1</b>	<b>100.0%</b>

Source: NEMCOG – 2019 Existing Land Cover/Use Map

Figure 5-1





## Chapter 6 Objectives & Strategies



# Chapter 6

## Objectives & Strategies

### Planning Process

To ensure that the Village's Master Plan reflects the goals of the community, an online survey was prepared to gather input from residents. During June and July of 2018, the Village of Roscommon posted a community survey on their website and made printed copies available at the Village Offices. The survey was advertised through a press release and through social media platforms. Input was requested on several major issues including Quality of Life, Land Use and Development, Community Services, Roads and Transportation, and Economy and Business. Public input was also welcomed at all Planning Commission, Village Council, and RRC Committee meetings.

### Survey Results

#### Respondents

The survey generated 158 responses. 83 of the respondents were year-round Village residents, 12 were seasonal residents, and 57 were not residents of the Village. 7% of the year-round residents of the Village responded to the survey. Over 92% of respondents are home owners or property owners (rental or land) in the Village. 16% of respondents are business owners. Length of time spent living or owning property in Roscommon is split evenly between long-time residents and newer residents. The age of respondents showed a classic bell curve. Nearly 35% of respondents are classified in the professional/managerial occupation, 24 % are retired, over 13% are self-employed, and over 9% are in the skilled trades/crafts. 39% of respondents are employed within the Village of Roscommon.

#### Quality of Life

62% of respondents are satisfied with the Village as a place to live or own property while 24% are very satisfied. When asked to identify Roscommon's biggest assets, some common themes emerged including the following general themes:

- Friendly
- Quiet/quaint
- Small town/Hometown feel
- Safe
- Natural resources
- Walkability
- Sense of community
- Cleanliness/Flowers
- Events and activities
- Parks/Recreation
- Businesses



Christmas in the Village was rated by 43% of respondents as the favorite community event with the Farmer's Market coming in second. However, it was noted that respondents would have like to select more than one event as their favorite.

When asked about the biggest problems within Roscommon, the responses were more varied. Many issues emerged such as:

- Lack of shopping/Poor economy/Vacant businesses
- Lack of lodging facilities
- Blight
- High cost of living (gas, taxes, water/sewer)
- Political disputes
- Too much regulation
- Lack of events/entertainment/recreation
- Drinking water quality
- Lack of opportunity
- Lack of services

### **Land Use**

Respondent's opinion of the quality and range of housing options in the village rated poor to moderate (71%). Over half feel that the Village should encourage more attached housing units and 46% feel the Village should allow accessory dwelling units (29% responded "no"). 53% feel that more low-cost senior housing is needed. Half of respondents support the development of Tiny Houses in the Village.

### **Services**

70% of respondents feel that the quality of services in the Village are good or adequate. Many ideas were generated about additional needed services. When asked if the Village should maintain services such as irrigation at parks, yard waste pick-up/drop-off, sidewalk snowplowing, street sweeping, sidewalk maintenance, street/walkway signage, the majority of respondents feel that these services should be maintained or expanded. In addition, over 70% of respondents recycle.

### **Roads/Transportation**

69% of respondents are satisfied with the condition of the roads in the Village. The survey also asked for specific segments needing improvement (the full list is located in Appendix A). 77% are satisfied with snow removal services. Half of respondents feel that additional wayfinding signage is not needed in the Village.

### **Economy/Business**

62% of respondents feel that there are not enough job opportunities in the Village, however 44% also feel that they have enough money to meet their everyday needs (24% say they have "just enough" money while 23% say they do not have enough money to meet everyday needs). Over 79% favor offering incentives (such as partial tax abatements) to attract and retain new jobs and businesses. When asked if they would locate a business in the Village today, 33% said they would not while only 25% said that they would. 66% of respondents leave the Village for shopping one to two times per week and 45% leave the Village for entertainment one to two times per week. 30% leave the Village for medical care one to two times per week.

## Goal

The primary goal of this plan is to maintain and foster the growth and advancement of the Village of Roscommon as a quality place to live, work and visit.

The Roscommon Village Council and Planning Commission has sought to make this plan a reflection of community belief, support, and action to implement it. Plan implementation often times is simply ascribed as governmental responsibility and not part of the activity that can be embraced by the broader community. That is not the intent of this plan. In Plan implementation, the responsible parties are identified and the type of activity required is identified. Responsibility for implementing this plan will include governmental, private enterprise, community group activity, and individuals. It is hoped this plan will stimulate enthusiasm and interest in community development that can become self-sustaining.

## Objectives and Implementation Strategies (Action Items)

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 that 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.

**ON-GOING:** Actions that have no beginning and end period but which are continuously on-going in the Village.

VC = Village Council

PC = Planning Commission

DPW = Department of Public Works

VM = Village Manager

Staff = Village Staff

Roxie = RRC Steering Committee

RMRA = Roscommon Metropolitan Recreation Authority

DDA = Downtown Development Authority

Saw = Sawmill Rural Business Center

RC = Road Commission

Chamber = Chamber of Commerce

ZO = Zoning Officer

TWP = Higgins Township

## IMPLEMENTATION STRATEGIES

FOCUS AREA	OBJECTIVES AND ACTION ITEMS	TIMEFRAME	RESPONSIBLE PARTY
<b>1</b> Government & Public Services	<b>OBJECTIVE A</b> Continue to plan for the maintenance, replacement and expansion of community facilities, infrastructure and services that accommodate the needs of residents, businesses, and visitors in the Village while being fiscally responsible.		
	(1) Adopt and maintain a six-year Capital Improvements Plan.	ON-GOING	DPW, VC, PC, Staff
	(2) Continue to provide quality police and fire protection service to residents.	ON-GOING	DPW, VC, Staff
	(3) Continue to improve and plan for the maintenance and any planned expansion of water and sewage facilities. Plan for the required replacement of lead and galvanized water service lines.	ON-GOING	DPW, VC, Staff
	(4) Provide for adequate streets, and road maintenance thereof, that ensure safety while facilitating orderly growth. Evaluate road repairs using a GIS program.	ON-GOING	DPW, VC, Staff
	(5) Maintain a sidewalk repair and replacement program.	ON-GOING	DPW, VC, Staff
	(6) Conduct annual Master Plan reviews and future goal setting by the Village Planning Commission to evaluate accomplishments and actions needed for the next year. Conduct five year updates to the Master Plan.	ON-GOING	PC, VM, VC
	(7) Maintain a balanced budget and the fiscal stability of the Village.	ON-GOING	VM, VC
	<b>OBJECTIVE B</b> Communicate effectively with the public and offer opportunities for public involvement.		
	(1) Use the Village website to provide meeting agendas and approved minutes of all council, committee, commission, and other bodies as well as to communicate issues and matters of importance before these boards.	ON-GOING	Staff
	(2) Include as many interested citizens as possible on committees on other boards.	ON-GOING	VC, PC, Staff
	(3) Develop and follow a Village of Roscommon Public Participation Plan to maximize citizen involvement.	SHORT	VC, PC, Staff
	(4) Provide training for boards and commissions and recruit using multiple methods.	ON-GOING	VC, VM

FOCUS AREA	OBJECTIVES AND ACTION ITEMS	TIMEFRAME	RESPONSIBLE PARTY
<b>1</b> Government & Public Services	<b>OBJECTIVE C</b> Promote intragovernmental, intergovernmental and regional cooperation on issues of mutual concern.		
	(1) Conduct annual joint meetings of Village Council, Planning Commission and DDA to promote cooperation within Village government.	ON-GOING	VM, VC, PC, DDA
	(2) Attend regular, joint meetings of local governments in the general area.	ON-GOING	VM, VC, PC
	(3) Strengthen and develop a working relationship with the Chamber of Commerce, the Roscommon County Economic Development Corporation, the Sawmill Rural Business Center, and the DDA.	ON-GOING	VM, DDA, Saw, Chamber
	(4) Coordinate with Roscommon County (Department Heads, Commissioners, EDC, Sheriff's Department).	ON-GOING	VM, VC
<b>2</b> Community Development	<b>OBJECTIVE A</b> Maintain and enhance the appearance and character of the Village. Foster distinctive, attractive development which provides a high quality of visual character in the Village while maintaining the small town feel.		
	(1) Continue to make the downtown "pedestrian friendly" and attractive by installing streetscape features including street lights (lampposts), trees where appropriate, benches, wayfinding signage (including snowmobile signs), and well-maintained sidewalks and paths.	SHORT	VM, DDA, Roxie
	(2) Develop downtown design guidelines to achieve a collective identity and encourage creative design and planning techniques which produce visual harmony while preserving special features and protecting natural resources. Include these guidelines in the Zoning Ordinance.	SHORT	PC, DDA, Roxie
	(3) Work with the DDA to implement strategies within the current downtown plan.	ON-GOING	VM, DDA
	(4) Utilize programs to enhance façades and rear entrances of buildings.	SHORT	DDA
	(5) In the Zoning Ordinance, require roadside and open space buffer strips of vegetation, both to enhance the visual image of the Village and to protect the land uses adjacent to the roadway from traffic noise, dirt and glare.	ON-GOING	PC, DPW
	(6) Review zoning and other regulations to ensure they encourage the use of outdoor space in businesses, such as sidewalk cafes.	SHORT	PC, VM, VC
	(7) Work to maintain and rehabilitate commercial structures and obsolete properties.	ON-GOING	DDA, VM, VC, PC
	(8) Explore opportunities to preserve Village character through the designation of historic structures (maintain list of historic structures).	ON-GOING	DDA, PC, Roxie

FOCUS AREA	OBJECTIVES AND ACTION ITEMS	TIMEFRAME	RESPONSIBLE PARTY
<b>2</b> Community Development	<b>OBJECTIVE B</b> Create a strong sense of place.		
	(1) Create opportunities for community interaction such as outside shopping, art displays, and festivals that celebrate community culture and assets.	ON-GOING	Chamber, DDA
	(2) Promote evening events designed to foster the interaction of business and community members/visitors after hours.	ON-GOING	Chamber, DDA
	(3) Provide a sufficient number of public amenities (restrooms, picnic tables) in key locations around the Village.	ON-GOING / SHORT	VM/PC
	<b>OBJECTIVE C</b> Provide for land uses within the Village that provide necessary services, shopping, tax base, and employment, while complementing and enhancing residential areas. Minimize the negative impacts of development on adjacent land uses.		
	(1) Through zoning, ensure adequate areas exist which allow a variety of land uses which are needed in the Village. Ensure these land uses complement, rather than conflict with, the residential areas.	ON-GOING / SHORT	PC, VC, ZO
	(2) Through zoning, require adequate buffering, where necessary, to minimize negative impacts on adjacent land uses.	ON-GOING / SHORT	PC, VC, ZO
	(3) Evaluate density and current zoning setback regulations to determine if an increased density or lesser setbacks are needed.	SHORT	PC, VC, ZO
	<b>OBJECTIVE D</b> Develop, maintain and fund a safe and efficient multi-modal transportation system.		
	(1) Incorporate Complete Streets design concepts into the Village's planning efforts to ensure all forms of transportation are adequately provided for. Ensure the Complete Streets concept is factored into roadway improvement projects, trail projects, and private development (through zoning requirements and site plan review standards). (See Chapter 3 for details on Complete Streets).	SHORT	PC, VC, Roxie
	(2) Revise zoning to require sidewalks and standards for pedestrian connections to all new developments, and work to connect all existing developments along the corridor with sidewalks.	SHORT	PC, VC, Roxie

FOCUS AREA	OBJECTIVES AND ACTION ITEMS	TIMEFRAME	RESPONSIBLE PARTY
<b>2</b> Community Development	(3) Continue to focus efforts on elements central to a "walkable community" such as sidewalks, trails, visual elements, destination points and corridor improvements.	ON-GOING	VC, VM, Roxie
	<b>OBJECTIVE E</b> Enhance community gateways and wayfinding.		
	(1) Install community welcome signage and streetscape elements that reflect the character of Roscommon.	MEDIUM	VC, DDA, Staff
	(2) Ensure adequate and distinctive wayfinding signage is present throughout the Village.	MEDIUM	VC, DDA, Staff
	<b>OBJECTIVE F</b> Eliminate areas of blight in the Village.		
	(1) Enforce the blight ordinance and work with property owners to ensure they are aware of Village ordinances concerning blight.	ON-GOING	VM, TWP, ZO
	(2) Explore ways to return unused or vacant property to commercial or residential use.	ON-GOING	VM, DDA, Roxie
	(3) Continue dumpster project with township.	ON-GOING	Staff, VC, VM, TWP
<b>3</b> Economic Development	<b>OBJECTIVE A</b> Develop and promote the growth of a diverse economic base as well as the tourism economy to serve the employment and commercial needs of residents and visitors.		
	(1) Ensure the zoning ordinance allows for areas of mixed use development, higher density development, and walkable designs in addition to areas for general commercial and industrial development.	SHORT	VM, ZO, PC, VC
	(2) Explore options (i.e. tax abatements) that would further assist with business recruitment. Encourage Village staff to participate in programs, seminars, and conferences which educate on available opportunities. Research incentives.	ON-GOING	VM, DDA, Saw
	(3) Support the use of programs for rehabilitation by the DDA and Roscommon County (Façade Improvements Program, Brownfields, etc.).	ON-GOING	DDA, VM

FOCUS AREA	OBJECTIVES AND ACTION ITEMS	TIMEFRAME	RESPONSIBLE PARTY
<div>3</div> <div>Economic Development</div>	(4) Review and revise zoning to ensure that development of property within the Village is not unnecessarily burdensome; <b>streamline approval processes.</b>	SHORT	PC, VC, ZO, Roxie
	(5) Support the development and maintenance of a vibrant downtown through implementation of the DDA Downtown Plan.	ON-GOING	DDA
	(6) <b>Amend the Zoning Ordinance to allow</b> for mixed use development in the downtown and other areas identified as appropriate and consistent with existing surrounding neighborhoods.	ON-GOING / SHORT	ZO, DDA, PC
	(7) Work with tourism organizations and surrounding municipalities to promote the Roscommon area as a year-round tourism destination.	ON-GOING	VM, Chamber, Roxie
	<b>OBJECTIVE B</b> Market the Village to attract additional commercial and industrial enterprises.		
	(1) Work toward development of the priority redevelopment and infill development areas.	ON-GOING	Roxie, VM
	(2) Develop a database that contains specific information pertaining to each commercial/industrial property that can be used as a marketing tool for redevelopment.	LONG	Roxie, VM
	(3) Market redevelopment ready properties through the RRC program with assistance from the State.	LONG	Roxie, VM
	(4) Ensure a strong marketing message is created and displayed on the Village's website and on other local websites ( <b>branding</b> ).	LONG	Roxie, VM, Chamber
	(5) Support and monitor marketing of the downtown with regional partners.	LONG	Roxie, VM, Chamber
	(6) Support and promote the development of mixed lodging opportunities within the Village by measures such as adopting zoning ordinance provisions that permit various forms of lodging, i.e. hotels, motels, bed and breakfasts, and tourist homes.	SHORT	ZO, VM, PC, VC



FOCUS AREA	OBJECTIVES AND ACTION ITEMS	TIMEFRAME	RESPONSIBLE PARTY
<b>3</b> Economic Development	<b>OBJECTIVE C</b> Work to attract a diverse age group to the Village by providing a thriving environment for training and job growth as well as by maintaining a family-friendly high quality of life.		
	(1) Support and participate with local and regional economic development personnel and educational institutions to provide job training opportunities within the Village.	ON-GOING	Saw, MI Works
	(2) Encourage entrepreneurial training programs to assist residents in starting and maintaining their own small businesses.	ON-GOING	Saw
	(3) Create information packets for new and potential residents and businesses.	LONG	Chamber, VM
	(4) Become more internet and Wi-Fi friendly.	ON-GOING	DDA, VC
	<b>OBJECTIVE D</b> Provide a development-friendly environment in the Village.		
	(1) Ensure development approval processes are easy to follow, seamless, and predictable.	SHORT	VM, ZO
	(2) Implement and maintain the practices outlined by the MEDC Redevelopment Ready Communities Program.	ON-GOING	VM, PC, Roxie
	(3) Provide clear guidelines for developers on the Village website and include illustrations in the Zoning Ordinance.	ON-GOING / SHORT	ZO, VM, PC, Staff

FOCUS AREA	OBJECTIVES AND ACTION ITEMS	TIMEFRAME	RESPONSIBLE PARTY
<div>4</div> <div>Residential Development</div>	<b>OBJECTIVE A</b> Provide for a wide variety of quality residential housing options for all ages and income levels in safe and attractive walkable neighborhoods.		
	(1) Ensure that the Zoning Ordinance provides for sufficient areas for the construction of high quality dwellings, multi-family, townhouse, single family, and two-family, of varying densities and types including tiny homes and accessory dwelling units.	SHORT	PC, ZO, VM, VC
	(2) Research opportunities for senior and student housing within the Village.	MEDIUM	PC, ZO, VM, VC
	(3) Promote neighborhood enhancement programs such as street tree plantings, clean-up days, neighborhood gardens, etc., including community pride programs and bury utility lines where appropriate and feasible.	ON-GOING	Various groups, as needed.
	(4) Study and evaluate accessory dwelling units.	MEDIUM	PC, VC, ZO
	(5) Explore and implement rental housing programs which ensure that high safety standards are maintained in single- and multi-family rental housing.	LONG	VC, VM
	(6) Allow select residential housing downtown in conjunction with commercial development.	SHORT	PC, VC, DDA
	(7) Ensure residential zoning regulations are appropriate densities for the Village and address tiny homes in zoning.	SHORT	PC, VC, ZO
	<b>OBJECTIVE B</b> Maintain the tranquil quality of existing neighborhoods by protecting them from the intrusion of incompatible uses.		
	(1) Implement buffering and lighting standards where residential abuts non-residential.	SHORT	PC, VC, ZO
	(2) Ensure that all non-residential uses in residential neighborhoods are low impact and compatible with and support the residential uses.	ONGOING / SHORT	PC, VC, ZO
	<b>OBJECTIVE C</b> Encourage the maintenance of the existing housing stock and residential neighborhoods in good repair, appearance, usefulness and safety.		
	(1) Identify funding sources available for residential improvements and make property owners aware of such rehabilitation programs.	MEDIUM	VM, Staff

FOCUS AREA	OBJECTIVES AND ACTION ITEMS	TIMEFRAME	RESPONSIBLE PARTY
<b>5</b> Recreation, Natural Resources, Open Space, and Environment	<b>OBJECTIVE A</b> Provide and maintain recreational and open space amenities within the Village to enhance the overall quality of life.		
	(1) Maintain a five-year recreation plan with Higgins Township and the Roscommon Metropolitan Recreation Authority.	ON-GOING	VC, PC, DDA, VM
	(2) Maintain and improve Village recreational facilities and expand where indicated in the Village Recreation Plan.	ON-GOING	VC, PC, Staff
	(3) Ensure that Village-owned public spaces remain clean and attractive by providing continued maintenance by the Village.	LONG	VM, DPW
	(4) Pursue outside funding sources, such as grants, for recreational development.	LONG	VM, Staff, RMRA, DPW, DDA
	(5) Establish Village Recreation Committee	MEDIUM	VC, PC, VM
	<b>OBJECTIVE B</b> Incorporate resource planning into the community's land use planning process to protect open space and natural resources.		
	(1) Encourage a land use pattern that is oriented to and respects the natural features and water resources of the area. Evaluate type and density of proposed developments based on soil suitability; stormwater management; slope of land; potential for ground water and surface water degradation and contamination; compatibility with adjacent land uses; and impacts to sensitive natural areas like wetlands, greenways and wildlife corridors.	ON-GOING	ZO, DPW, VM, PC, Roxie
	(2) Encourage the use of native plant species and naturalized landscape designs, where appropriate, to enhance the Village's existing character.	SHORT	ZO, DPW, VM, PC, Roxie
	<b>OBJECTIVE C</b> Explore the development of local ordinances and policies to protect natural resources within the Village.		
	(1) Establish regulations and standards necessary to protect and preserve the quality of the air from degradation due to fumes, odors, smoke, dust and other pollutants.	SHORT	PC, VC
	(2) Maintain the wellhead protection zone.	ON-GOING	PC, VC
	(3) Maintain an active water quality testing program to ensure safe and clean drinking water resources are available to the residents and visitors of the Village.	ON-GOING	DPW, VM

FOCUS AREA	OBJECTIVES AND ACTION ITEMS	TIMEFRAME	RESPONSIBLE PARTY
<b>5</b>  Recreation, Natural Resources, Open Space, and Environment	<b>OBJECTIVE D</b> Become more environmentally responsible, more energy efficient, and more "green".		
	(1) Actively participate in the Michigan Municipal League Green Communities Challenge.	ON-GOING	VC, VM
	(2) Coordinate energy audits for all Village buildings.	ON-GOING	VC, VM
	(3) Continue to promote recycling and other environmentally-responsible activities.	ON-GOING	VC, Staff

## Chapter 7

## Future Land Use



# Chapter 7

## Future Land Use and Zoning Plan

### Introduction

The Future Land Use Plan represents a union of all the research and strategies that have been developed throughout the planning process. Following a set of goals and objectives defined by the Planning Commission, this Master Plan presents a future land use plan that will enable the Village to accommodate growth while still protecting the resources and community characteristics. It should be noted that 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 this Master Plan.

The Michigan Planning Enabling Act (PA 33 of 2008) requires that the Master Plan contain a zoning plan which includes an explanation of how the future land use categories on the Future Land Use Map relate to the zoning districts. A chart is provided below which includes a listing of the future land use categories and the equivalent zoning districts. The Village has chosen to utilize future land use categories that closely match their zoning categories. The zoning plan is found within the discussion of the future land use categories. The Future Land Use Map (**Figure 7-1**) and the current Zoning Map (**Figure 7-2**) are found at the end of this chapter.

After adoption of this Master Plan, the Village should review the Zoning Ordinance for compatibility with the goals, objectives, and future land uses listed within the Master Plan. The Village should review all current zoning districts to ensure that a full range compatible and desired uses are provided for in each district. The Zoning Ordinance should also be reviewed for specific development standards for each district (including architectural and buffering standards), approval procedures, review standards, and general provisions. In general, the Zoning Ordinance should provide enough flexibility to allow the desired development pattern to occur.

Table 7-1  
Village of Roscommon Future Land Use Categories/Zoning Categories

Future Land Use Category	Zoning District
Downtown	Downtown Commercial
Highway Commercial	Highway Commercial
Industrial	Industrial
Mixed Use	Mixed Development
Residential 1	R-1
Residential 2	R-2
Residential 3	R-3
Public and Recreation	All districts

Source: NEMCOG – 2019 Future Land Use Map

## Future Land Use Categories

### Residential

Areas designated as residential (1, 2, and 3) are intended to accommodate single-family, multi-family, and other related and compatible uses which serve the residents of the area without hampering the residential environment. Residential 1 and 2 are intended to house single-family homes each located on its own lot or land area. Residential 2 allows duplexes in addition to single-family homes. These areas also allow smaller lot sizes with Residential 1 allowing the smallest lot size at 66 feet in width. Residential 2 requires an 80 foot lot width. Residential 3 requires a lot width of 100 feet and accommodates single-family, duplexes, and multi-family developments. The Village intends to decrease minimum dwelling unit sizes from 1,000 square feet to 700 square feet in Residential 1 and from 1,200 square feet to 900 square feet in Residential 2. Minimum dwelling unit sizes in Residential 3 (for multi-family) will remain at 450 square feet for efficiency units, 600 square feet for one-bedroom units, and 750 square feet for two-bedroom units. Minimum dwelling unit sizes are based on ground floor square footage. In addition, nursing homes, convalescent homes, and assisted living homes are allowed in these areas.

### Mixed Use

The Mixed Use designation exists to recognize the fact that there are portions of the Village that are not divided into homogeneous land uses. The Village of Roscommon recognizes the desirable quality of traditional neighborhood design which allows for a mix of compatible residential and business development. The five proposed Mixed Use areas occur in the following areas:

- (1) Southeastern portion of the Village – this is currently public land and is classified as upland forest, lowland forest, and wetlands (along the creek).
- (2) Lake Street – north of the industrial area.
- (3) 5<sup>th</sup> Street – contiguous to downtown.
- (4) Tisdale Road – on the north side of the Village.
- (5) Main Street – north side between Brooks and Sheley.

Commercial development within this designation should be consistent in design (building setback, building form, massing) with existing residential development and with neighboring districts. Permitted commercial land uses in this category should be low impact with standard business hours which are compatible with residential uses. Signage, lighting, and parking regulations should be incorporated to ensure that these elements will blend into the residential aspects of the neighborhood. In addition, adequate buffers should be provided to screen commercial uses from residential uses. As the Zoning Ordinance is updated, development regulations will be incorporated which insure compatibility between uses. A significant portion of the mixed use category is designated on currently vacant land. This provides an opportunity to incorporate the existing natural landscape into proposed development.

### Downtown

The downtown is the focal point of Roscommon and provides for commercial development that is pedestrian-oriented and offers a mix of retail and service uses within the central core of the Village. Downtowns provide convenient access to shopping, restaurants, service establishments, entertainment, cultural events, and recreation. The downtown should have development regulations that ensure a pedestrian-friendly design allowing for street trees, outdoor furniture, and eye-level design elements. The downtown should also have development regulations which ensure consistency in building design and form (i.e. buildings close to the



street line, similar but varied scale, and design elements). Height regulations should allow for two-story buildings with retail, service, office, and accommodation uses occupying the ground floor. Upper floors could allow the same uses as lower floors in addition to residential uses. Regulations should be developed which address the issues of sign size, signs overhanging the public right-of-way, message boards, and digital signs. Lighting regulations should be appropriate for a downtown area requiring lighting of a specific type, height and intensity. Parking should be located in the rear or side yard only. The downtown category is located along Lake Street, 5<sup>th</sup> Street, and Main Street.

### **Highway Commercial**

This category is intended for the widest and most intensive variety of retail, office, and service businesses. Businesses that meet the commercial needs of the automobile-dependent public are typically associated with roadways having high traffic volumes. Typical uses in this district include uses such as drive-through restaurants, auto service establishments, hotels, retail, offices, and other commercial uses serving a regional clientele. Signage regulations should be reviewed to determine appropriate area and height requirements. In addition, specific requirements for message boards and digital signage should be developed. Other development regulations that will be incorporated into this district include those related lighting, landscaping, buffering, and safe pedestrian access. Highway commercial is located along Lake Street, Sunset, 4<sup>th</sup> Street, and a small area on Main Street.

### **Industrial**

The industrial designation is for that area located in the southwest corner along the Village's border and in the east central portion of the Village. The Industrial category is intended to accommodate and attract new manufacturing, processing, warehousing, and other industrial uses. The industrial area accessed off Squire Street has also been designated for possible future tiny home development or other type of high density residential development (see Redevelopment Priority Area #3 below).

### **Public and Recreational**

This classification consists of land uses that are recreational and publicly-owned uses. The uses appearing in this category are Metro Park, the cemetery, an area along the South Branch of the AuSable River, and the water tower. Several other publicly-owned uses are classified in other categories. For example, Roscommon Village Hall and the Roscommon County Building appear in the future "Downtown" category.

## **Priority Redevelopment Areas**

The Village of Roscommon intends to participate in the MEDC Redevelopment Ready Communities program. As part of this program, the Village will identify and prioritize redevelopment sites. For the purposes of this plan, the Village is designating general areas of desired redevelopment. These areas and the priority sites, once specific sites are designated and prioritized, will be reviewed annually and may change throughout the year as circumstances in the community change and as new information becomes available. The inclusion of these general areas of redevelopment in this Master Plan is not meant to preclude alternate areas of redevelopment in the Village if the opportunity for redevelopment becomes available. The following general areas are possible redevelopment sites (included on the Future Land Use Map – **Figure 7-1**).

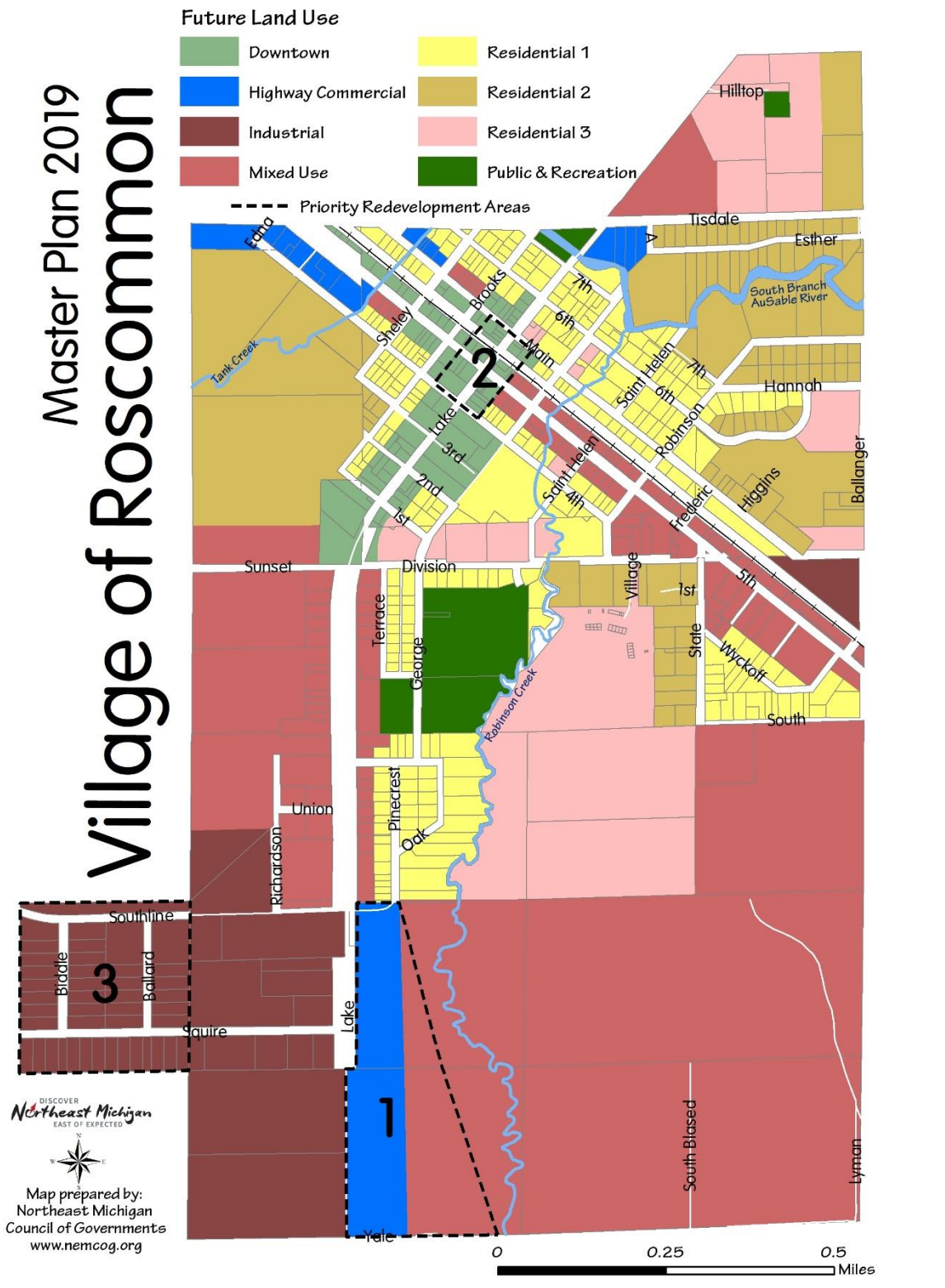
1. Lake Street – designed as future highway commercial along the street and mixed use to the east.
2. Downtown – from 4<sup>th</sup> Street to Main Street.

3. Industrial area accessed by Squire Street. While this area is shown as future Industrial, the Village has also designated this area as a possible future area of tiny home development or other high density residential development.

# FUTURE LAND USE

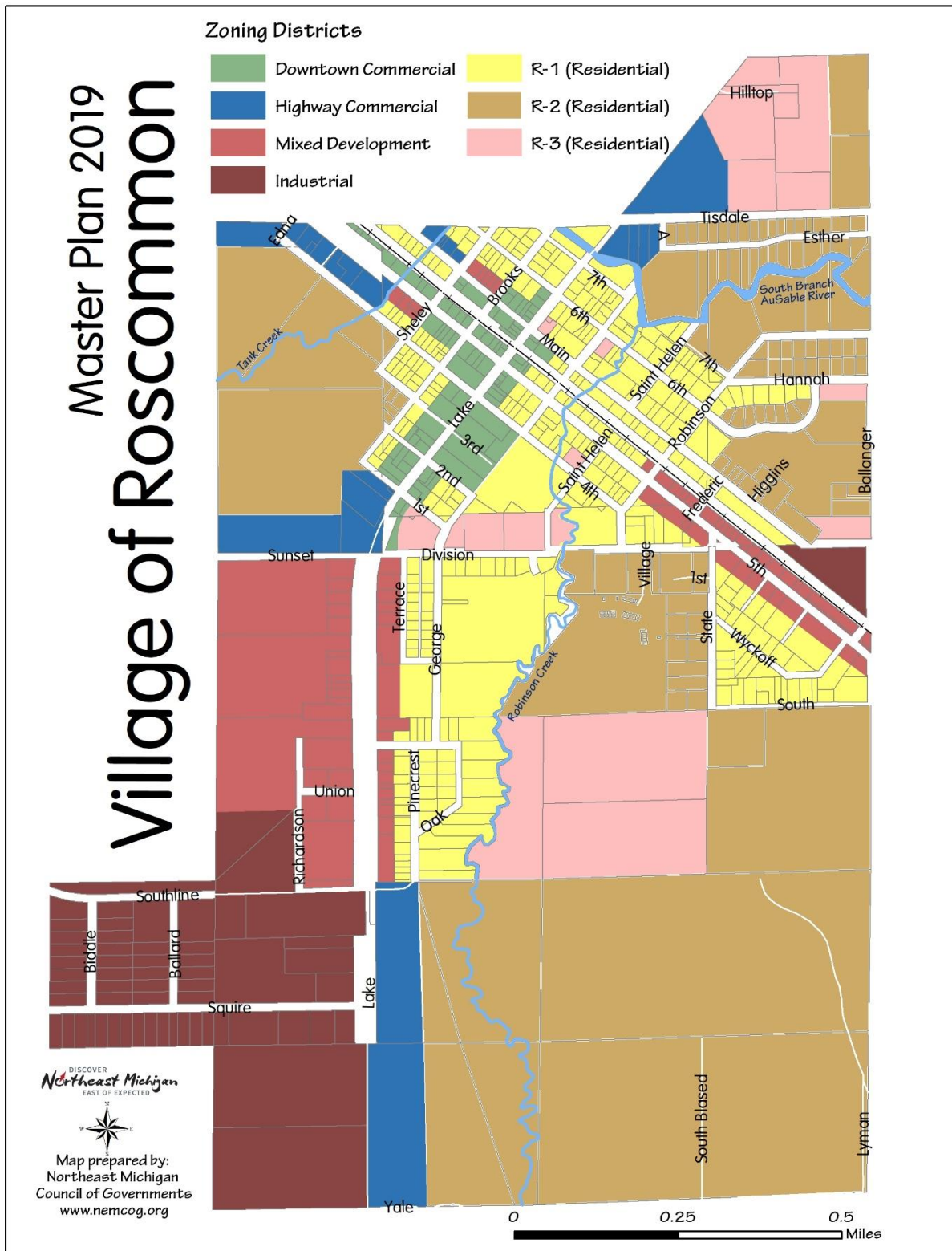
Figure 7-1

## Master Plan 2019 Village of Roscommon



## EXISTING ZONING

Figure 7-2





## Chapter 8 Adoption & Implementation



## Adoption

### 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 Roscommon 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 Roscommon with the assistance of NEMCOG, 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 Roscommon, 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 municipality. A notice of the public hearings was published in a local newspaper within the community. Copies of the public hearing notice are reproduced at the end of this chapter.

### Adoption

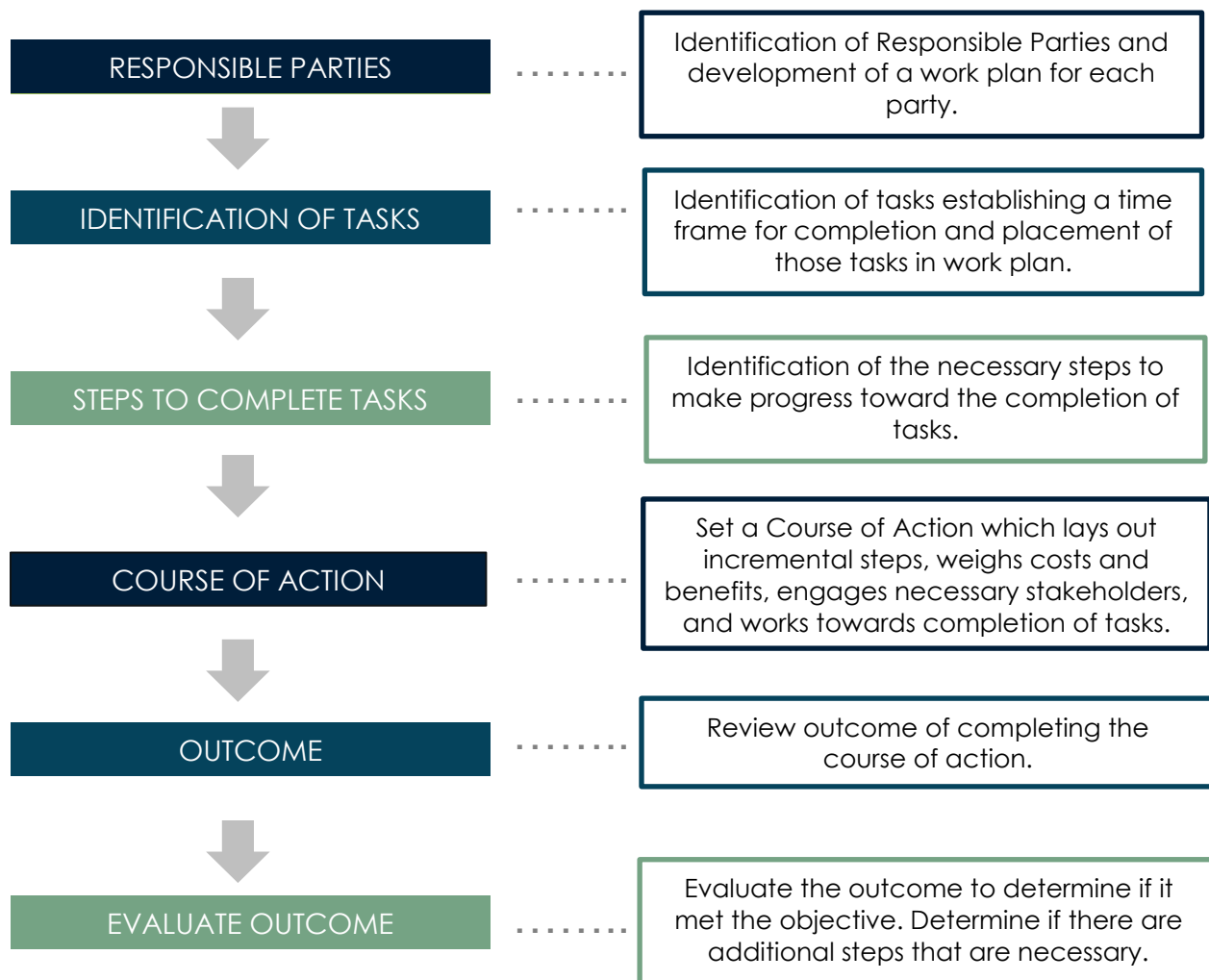
The Village of Roscommon Planning Commission formally adopted the Master Plan on \_\_\_\_\_. The Roscommon Village Council passed a resolution of adoption of the Master Plan on \_\_\_\_\_.

## 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 Roscommon Planning Commission and Village Council will review the objectives and strategies of the Master Plan and identify and prioritize three to four working strategies per year. These identified priority items will be the focus of the Village's activity throughout that particular year. This will allow the Village to work on a proactive basis in order to better accomplish the goals identified in the Master Plan.

In order to develop a work plan for each strategy identified in Chapter 6, the Village uses a management process as indicated in the following flowchart to implement actions to achieve objectives. These work plans will be developed with guidance from all responsible parties identified in the Implementation Strategies table.



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 Roscommon Planning Commission will review the Master Plan on a five-year schedule and develop updates as necessary. Implementation of this plan occurs through regulation through ordinances and allocation of money through budgeting for specific project(s).

### Zoning Ordinance

The Village of Roscommon is operating under regulation of a zoning ordinance that became effective 2002. This ordinance is scheduled to be updated in 2019 to be consistent with this Master Plan.

### Capital Improvements Plan

Many communities develop a detailed capital improvements program that sets aside a five or six year program of capital expenditures. Capital improvements relate to land purchases, structure or building construction,



infrastructure or major equipment. This process results in a preliminary commitment of the Village to actively pursue plan development. This capital improvements program facilitates plan implementation by identifying a process for when capital investments will be made by the Village to fund the Village share of expenditures.

### **Tax Increment Financing**

The Village of Roscommon can use any of a number of tax increment financing mechanisms to recover property tax monies on new projects to help implement public and qualifying improvements. The most common of these is a Downtown Development Authority (DDA). The Village of Roscommon's DDA implements such projects as constructing public facilities, developing streetscape improvements, installing utilities, building parking lots, and similar activities. The DDA was established so that needed improvements can be financed using that device. These are commonly accepted practices for worthwhile projects even in large cities or suburbs. If they are used, it must be for qualifying projects and for revenue from projects that pay property taxes. That eliminates public and quasi-public revenue sources, but those projects may be eligible for expenditures generated by other property tax paying entities.

### **Grants**

Grants can also help implement projects associated with elements of this plan. Grants can include such assistance as foundation or trust funds, Michigan Economic Development **Corporation grants**, designated Brownfield grants for assessment purposes (plus tax credits where appropriate), U.S. Economic Development Administration projects, Michigan Department of Natural Resources, Michigan, Michigan Department of Transportation grants, and a variety of other grants depending on the specific part of the **Master Plan** being facilitated or implemented. Many of these grants require either specific inclusion in a community's plan and/or documented public participation regarding the issue. Fortunately this Master Plan is designed to provide both of these for identified improvements.

### **Simplified Regulation**

Various ordinances can be overlapping and multiple applications may be required even if only one ordinance applies. Simplifying the process requires two considerations. One consideration is eliminating or reducing the number of departments, public bodies or other public entities that have to be involved. Fortunately, the small size of Roscommon already provides the simplification as the Village Manager and Zoning Administrator **manage** requests with the Planning Commission, Village Council, and/or other legally responsible body.

The second aspect of simplified regulation is keeping the requirements simple, straight-forward and relevant to the request. In addition, checklists, forms that include requirements for regulations and similar documents can avoid multiple contacts or tabling for inadequate information.

### **Private Enterprise**

The previous discussion leads credence to the strong role that private enterprise plays in the Village's planning objectives in implementing a plan. Private enterprise initiates many of the activities that meet the improvements envisioned by this plan. The Village welcomes private enterprise to collaboratively work together towards the goals outline in this Master Plan.

### **Community Groups and Individuals**

The Village of Roscommon's Master Plan provides opportunity to allow the entire community to get involved. To achieve community involvement, the Village actively engages with the community through outreach methods using social media, website, local news and communication with the Village Council, DDA and Planning Commission.

## Official Documentation

*Documentation of the Master Plan adoption process will be inserted on the following pages.*

## APPENDIX      SURVEY NOTICE & RESULTS





# Village of Roscommon Public Opinion Survey

for the Village of Roscommon Master Plan Update

**Access the Master Plan Survey online!**

[www.surveymonkey.com/r/RoscommonVillage](http://www.surveymonkey.com/r/RoscommonVillage)

~ also available on the village website: [roscommonvillage.com](http://roscommonvillage.com) ~

**GET INVOLVED!** An important component of the master planning process is public input. To reach out to residents, the Village has chosen to distribute a public input survey in order to receive public opinion about a variety of topics within Roscommon. The survey contains 36 questions, takes about 10 minutes to complete and is anonymous. The public input gathered from this survey will be used to formulate new goals, objectives, and action items.

## RRC CERTIFICATION

The Master Plan update is being done as a step toward Redevelopment Ready Communities (RRC) certification. RRC is a Michigan Economic Development program.

## SURVEY DEADLINE

**July 31, 2018**

**For more information, contact the Village offices!**

**702 Lake St, Roscommon, MI**

**989-275-5743**