

CITY OF GAYLORD

MASTER PLAN

1996



GAYLORD

the Alpine Village

CITY OF GAYLORD

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MASTER PLAN ADOPTED

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INTRODUCTION

The purpose of the Master Plan is to allow the City of Gaylord to set forth in a comprehensive manner the goals, objectives, and strategies for its physical development. The Municipal Planning Act, Public Act 285 of 1931 as amended, specifically gives municipal planning commissions the authority to prepare and officially adopt a Master Plan. This Plan will serve as an advisory guide for maintaining the existing development of certain areas, and for the development or redevelopment of other areas into a desirable living and working environment for present and future City residents.

Planning, in simple terms, is both a goal oriented and continuous process, which seeks to constantly improve a community and create a better environment. A Master Plan is a tool by which this goal can be reached. It is used by both private individuals and public officials to make decisions concerning the long-range future of a community.

The City of Gaylord Planning Commission and the City Council last prepared a Master Plan (The Comprehensive Plan) in 1966, which was intended to guide the growth of the City of Gaylord to the year 1986. Since an additional ten years have elapsed, the Planning Commission and the City Council agreed that a Master Plan update was needed. Issues that have prompted this update include: the inevitable growth adjacent to current City boundaries as commercial, industrial, and residential uses continue to increase both within and beyond City boundaries; requests for water and sewer services from development outside City limits; the need to examine and revise portions of the Zoning Ordinance, which is the legally defensible document that manages land use in the City; a desire to retain and improve upon the positive small town attributes that make Gaylord both a desirable place to live and a popular tourist destination.

The City of Gaylord increased 8.1% from 1980 to 1990, or from 3,011 people to 3,256. While this is not the great amount of growth predicted by the 1966 Comprehensive Plan, both Bagley Township to the south of Gaylord and Otsego County as a whole increased by approximately 20.0%. In light of this generally positive growth rate in the Gaylord area, it is necessary for the Planning Commission to continue to evaluate the long-range future of the City of Gaylord.

The Master Land Use Plan provides:

1. A comprehensive means of looking 10-15 years ahead to meet future needs regarding general and specific aspects of physical development throughout the City;
2. An official, advisory policy statement for encouraging orderly and efficient use of the land for residences, businesses, industry, parks and recreation areas, and agriculture, and for coordinating these uses of land with each other, with streets and highways, and with other necessary public facilities and services;
3. A logical basis for zoning, subdivision design public improvement plans, and for facilitating and funding the work of the Planning Commission and the City Council as well as other public and private endeavors dealing with the development of the City;

4. A means for private organizations and individuals to determine how they may relate their building and development projects to official City planning policies.
5. A means of relating the plans of the City of Gaylord to the plans of adjacent Bagley and Livingston Townships, and to the development of Otsego County as a whole.

Since the City of Gaylord Master Plan is intended to be long-range and dynamic, there is an important caveat to this planning process: The Master Plan is intended to be flexible. It is not necessarily intended to establish the precise boundaries of land use areas or the exact locations of individual future land uses. Its greater function is to serve as a decision making framework, by providing information valuable to land use decisions, and providing a sound rationale for recommended land uses.

DIFFERENCES BETWEEN THE MASTER PLAN AND ZONING

MASTER PLAN

- Provides general policies for the City and is not a legally enforceable document.
- Flexible, written to be able to respond to changing conditions.
- Provides a background on the community, issues, goals, potential actions.
- Enacted under the Municipal Planning Act (Public 285 of 1931 as amended).
- Adopted by the Planning Commission.
- Changes can be made by the Planning Commission.

ZONING ORDINANCE

- Sets forth zoning regulations – the law. (e.g. establishes zoning districts which set forth regulations on the use of the land.)
- Rigid, requiring formal amendment to change.
- Deals just with physical development and how to administer the zoning ordinance.
- Enacted under the City and Village Zoning Act (Public Act 207 of 1921 as amended).
- Adopted by the elected body (City Council) following a recommendation from the Planning Commission.
- Changes made by City Council. Appeals and variances to the Board of Appeals.

CHAPTER 1

GOALS AND OBJECTIVES

Planning goals are statements that express a community's long range desires and serve to provide direction for related planning activities such as zoning, development of infrastructure, and economic development. Goals are intended to provide a basic framework upon which long-term development decisions may be made as well as day-to-day decisions made by public and private agencies. Goals are necessary in any planning effort as they encourage us to seek a better quality of life.

The following goals and objectives were developed based upon information gathered at a Town Meeting Workshop held on May 3, 1995. The workshop was attended by approximately 33 citizens of the Gaylord area, as well as seven planning commissioners and two members of the consultant project team. Citizen representation at the workshop included residents of the City of Gaylord, as well as Bagley and Livingston Townships. Also in attendance were officials from the City of Gaylord and Otsego County. Workshop participants took part in both a futuring exercise and a goal setting exercise, where community opportunities, needs, and priorities were identified.

Goals and objectives have been developed for eight major categories, which are:

Natural Resources, Parks, and Recreation; Residential Development and Re-development; Commercial Development and Re-development; Industrial Development; Water and Sewer Services; Roads and Transportation; Tourism; and Intergovernmental Cooperation. Where possible, strategies have been developed, which are more specific means by which objectives and hence goals may be accomplished.

RESIDENTIAL DEVELOPMENT AND RE-DEVELOPMENT

Goal: Preserve those elements of residential neighborhoods which result in a desirable living environment for both permanent and seasonal residents, and devise measures to address issues that threaten the general positive appearance, safety, function, peace, and sense of neighborhood in all residential areas.

Objectives:

1. Promote the improvement and maintenance of the existing housing stock through housing rehabilitation programs that may include grants, vouchers, and low interest loans.

Strategies:

- A. Work with local lending institutions to develop a low interest loan program that targets home improvements for those who qualify.

- B. Investigate federal or state programs that address housing improvements needs within cities.
 - C. Promote the preservation of existing housing stock through proper code enforcement; review and revise existing codes as necessary.
2. Encourage the creative design and re-design of neighborhoods both within and beyond City boundaries that enhance desirability by including sidewalks, bike paths, pedestrian ways, open spaces, parks, and playgrounds, and street design, that results in more even distribution of traffic on public streets.

Strategies:

- A. Review City zoning ordinances to provide clear definitive guidelines for residential development through site plan review and a subdivision control ordinance, which includes provisions for open space, bicycle paths, street design, pedestrian walkways, architectural style, and landscaping and grid street pattern with short blocks.
 - B. Work with adjacent communities to establish general policies of land use, land division, and design standards that result in unified and cohesive neighborhood development.
 - C. Encourage new residential development patterns that utilize small lot, cluster techniques in conjunction with open space or conservation easements.
 - D. Continue to support the use of capital improvements funds to implement the City of Gaylord Streets Master Plan, which prioritizes the installation of curbs, gutters, and sidewalks in various locations throughout the City.
 - E. Encourage the construction and maintenance of sidewalks in all residential areas and in other areas that may provide access to schools, parks, or shopping areas.
3. Strengthen and protect the viability of neighborhoods by controlling the expansion of incompatible land uses on adjacent properties and protecting neighborhoods through open space, buffers, and landscaping.
4. Provide for and retain controlled shopping opportunities within neighborhoods for the convenience of nearby residents, to reduce vehicle trips and provide a sense of identity to the neighborhood.

Goal: Establish areas for new residential development, and establish housing densities that will preserve or enhance the character of that area, and will be consistent with proposed improvements to public utilities and transportation facilities.

Objectives:

1. Rezone appropriate vacant land within the City for residential purposes.
2. Plan streets in new or re-developed areas to ensure the residential atmosphere of the area.
3. Develop a Capital Improvements Plan that will aid in managing the rate, location, amount, and timing of growth within a utility service area adjacent to City boundaries.
4. Plan for multi-family housing in areas served by adequate public utilities and transportation facilities.

Goal: Provide for a range of housing types to accommodate varying needs in household size and type, and that recognizes various income levels, while maintaining compatibility with the character of existing residences in the area.

Objectives:

1. Provide for low, medium, and high-density residential developments that accommodate a range of income levels and household sizes.
2. Encourage innovative design and a mixture of housing types in residential developments; residential buildings within each neighborhood should be compatible, and transitions should be provided where different types occur in close proximity.
3. Draft regulations for and encourage the Planned Unit Development concept as a means of integrating residential, recreational, retail, and office uses.
4. Encourage housing for senior citizens that is within close proximity to neighborhood shopping facilities, pedestrian walkways, and parks and recreation facilities.
5. Encourage medium and high-density residential development through private developers which does not include subsidized rent.

COMMERCIAL DEVELOPMENT AND RE-DEVELOPMENT

Goal: Provide for a mix of commercial uses at planned locations which are aesthetically pleasing and create a safe and efficient traffic circulation pattern.

Objectives:

1. In order to minimize traffic congestion and hazard, develop ordinances which require the shared use of commercial driveways and access roads, limit the number and spacing of driveways along arterials, and encourage the use of frontage roads or service drives.

Strategies:

- A. Conduct corridor studies along East and West Main Streets (M-32) and along North Center and S. Otsego Streets (Old US-27 North and South), and prepare sub-area plans for these commercial corridors.
2. Cooperate with Bagley and Livingston Townships to coordinate planning for commercial land uses, access control measures, and design standards along mutual commercial corridors.
3. Define an area of logical commercial growth outside City boundaries; which through zoning does not encourage strip development.
4. Develop sign regulations within the City of Gaylord Zoning Ordinance to endure compatibility with City goals and objectives; consider measures to increase participation among members of the business community to use Alpine signage theme.
5. Though zoning design standards prohibit commercial strip development, and encourage commercial cluster and mixed use zoning, especially in those areas not already developed for commercial uses, or those areas being re-developed for commercial uses.
6. Draft site plan review regulations (design and performance standards) for the City of Gaylord Zoning Ordinance, in order to assure uniform, quality commercial development and re-development within the City.
7. Incorporate landscaping, architectural, parking, and other design standards into the City of Gaylord Zoning Ordinance that will achieve commercial development which is aesthetically pleasing and serves to preserve the economic vitality of the commercial districts.
8. Draft regulations for the City of Gaylord Zoning Ordinance that governs adult bookstores, theaters, movies, and cabarets.
9. Through the Chamber of Commerce, tourism agencies and business groups encourage business owners to improve their existing landscaping. Consider some City funding to assist owners in this task.

Goal: Preserve and enhance those elements of the Central Business District (Downtown) which contribute to small town atmosphere, economic vitality, and positive community character.

Objectives:

1. Coordinate planning efforts with the Gaylord Downtown Development Authority (DDA) regarding parking areas, pedestrian orientation, acceptable signage and streetscape design.

2. Conduct a study in conjunction with Otsego County to determine feasibility of establishing an alternate truck route that will result in semi trucks avoiding portions of M-32 (Main Street) and US 27 (South Otsego and North Center Streets).
3. Provide neighborhood commercial opportunities near high-density residential development.

PRESERVING SMALL TOWN CHARACTER

Goal: Identify and maintain those attributes within the City of Gaylord that contribute to small town character; identify and address those issues that threaten desirable small town attributes.

Objectives:

1. Identify patterns of roads, buildings, architectural styles, scale and layout of individual buildings and neighborhoods, and types of vegetation that define Gaylord's community character.
2. Incorporate design and performance standards into the City of Gaylord Zoning Ordinance that preserve and contribute to those elements that define small town character, with special attention given to street design, required setbacks and pedestrian orientation.

Strategies:

- A. Require trees to be planted between the curb and the sidewalk for all new plats in order to create a sense of closure for pedestrians and drivers.
 - B. Permit narrower residential streets but still allow for adequate parking.
 - C. Require sidewalks in new residential developments.
 - D. Provide adequate root space and conditions for street trees.
3. Identify locations in and around the City where sprawl is occurring; review land division policies that result in costly development patterns and isolation of pedestrians, and where the need for public services increases beyond that which the City or adjacent townships are able to provide.
 4. Identify those areas similar in character to the Central Business District (B-1 Zone). Consider extending B-1 zoning to those areas, in order to create visual unity and reduce visual clutter in commercial areas and along streets that are adjacent to the traditional downtown area.
 5. Adopt regulation for outdoor lighting that preserves the visibility of the night sky.

6. Identify those structures and areas in the City of Gaylord that are of historical significance; encourage preservation or improvement of those sights through voluntary activities or through establishment of a historical district.

NATURAL RESOURCES, PARKS AND RECREATION

Goal: Ensure that development or re-development takes place in an environmentally sound manner by minimizing the potential for soil erosion, disturbance to the natural drainage network, pollution of groundwater and surface water resources, and by protecting stands of trees and other vegetation within and near the City of Gaylord.

Objectives:

1. Through zoning, site plan review, and education require approaches to land development that take natural features such as soils, topography, hydrology, and natural vegetation into account in the process of site design and building design.

Strategies:

- A. Incorporate standards within the City of Gaylord Zoning Ordinance for practices regarding landscaping islands, natural vegetative strips, grassy drainage swales and other site design details which will serve to protect and enhance the natural environment.
- B. Take steps to adopt the draft Wellhead Protection Plan and then implement the recommendations of this Plan.

Goal: Plan for and develop active and passive parks and recreation facilities to meet the needs of existing and future residents of and visitors to the City of Gaylord.

Objectives:

1. Implement the recommendations set forth in the 1995-2000 City of Gaylord Recreation Plan.
2. Through zoning and site plan review, reduce conflicts between recreational use and adjacent land uses.
3. Work with developers to set aside suitable portions of land for neighborhood parks, and road easements for pedestrian and bicycle paths.
4. Maintain communication between the Planning Commission and the City Council to ensure coordination of planning for recreation within the City of Gaylord.

5. Maintain communication with Otsego County officials regarding expansions to the Sportsplex, to ensure that the facility provides a variety of activities to serve a range of citizen needs. Seek another means of access.

INDUSTRIAL DEVELOPMENT AND RE-DEVELOPMENT

Goal: Provide for desirable, orderly industrial development in areas served by adequate transportation systems, utilities, and services.

Objectives:

1. Promote the development of industrial parks rather than scattered single lot development; investigate expansion of the existing Air Industrial Park.
2. Achieve quality industrial development through zoning ordinance requirements and site plan review standards.
3. Protect other land uses from the possible adverse effects of industrial development through adequate buffers, open space, or transitional land uses.
4. Work with local and County economic development officials to market areas planned for industrial development, and to attract higher wage scale job opportunities to the Gaylord area.
5. Work with airport officials to add commercial air service and increase commercial freight shipping opportunities to the Otsego County Regional airport.

WATER AND SEWER SERVICES

Goal: Continue to maintain excellent public water and sanitary sewer services throughout the city limits, and in agreed upon areas beyond city limits.

Objectives:

1. Identify high growth areas both within and beyond city limits where public service needs are likely to be of highest priority.
2. Continue support of and input to the City of Gaylord Streets MasterPlan (1991), to insure that water and sewer infrastructure continues to be maintained and replaced in the most cost efficient manner possible.
3. Maintain communication between Planning Commission and City Council to ensure space for wastewater treatment expansion; support continued and increased funding to ensure future wastewater treatment capacity based upon planned development and re-development.

4. Review storm water deficiencies within the city, and coordinate improvements to the storm water system with planned development and re-development.
5. Adopt the draft City of Gaylord Wellhead Protection Plan.

ROADS AND TRANSPORTATION

Goal: Provide for adequate transportation system that will facilitate balanced, orderly growth and ensure the safety and well-being of City residents.

Objectives:

1. Initiate a study in conjunction with the Otsego County Road Commission and Planning Commission to determine the feasibility of establishing a truck route around the City, to minimize the use of portions of Main Street (M-32), as well as South Otsego and North Center Streets (Old US—27) by semi trucks.
2. Establish load limits for trucks on City streets where appropriate.
3. Conduct corridor studies along major arterial such as West Main Street, North Center, and South Otsego to address issues of access, traffic safety, need for additional lanes, and pedestrian safety.
4. Through site plan review and through communication with City and County road officials, encourage the construction of pedestrian and bike paths along major streets such as North Center, South Wisconsin and North Ohio.
5. The Planning Commission should provide input to the City Council in updating the Gaylord Streets Master Plan.
6. Work with County and State officials to determine appropriate locations and funding sources for additional I-75 over passes or under passes.
7. Work with Otsego County Airport officials to anticipate and support expansion of air passenger service to and from the Gaylord area; address planning issues that may develop in response to airport expansion.
8. Investigate use of railroad right of way for use as rear access road to serve commercial uses on Old U.S. 27 South and for Sportsplex.

TOURISM

Goal: Promote development and re-development that encourages seasonal visitors to Gaylord, that reflects community pride and that demonstrates a unified Alpine Village theme.

Objectives:

1. Encourage voluntary use of Alpine theme in signs and building facades; consider architectural codes, which require use of the Alpine theme in designated commercial areas. Consider requiring the planting of more pine, spruce and balsam trees to help promote Alpine theme. This could be done through site plan review process.
2. Work with Livingston and Bagley Township officials to encourage use of Alpine theme along commercial corridors adjacent to City boundaries.
3. Coordinate planning efforts with Gaylord Area Convention and Tourism Bureau, to address zoning and land use issues that impact upon those businesses and City services (such as parks, public restrooms, parking, etc.) that serve the needs of visitors to the City.

INTERGOVERNMENTAL COOPERATION

Goal: Promote a coordinated approach among local units of government regarding development goals, provisions for public services, and land use policies that determine the future of the City of Gaylord and surrounding communities.

Objectives:

1. Build local and regional support for growth management techniques and improved land use patterns.

Strategies:

- A. Sponsor area-wide workshops for local government and planning officials to examine growth management techniques and other methods for coordinating land use patterns on a regional basis.
 - B. Establish a communications network among officials of local and Otsego County officials that specifically addresses land use and zoning issues.
 - C. Promote a coordinated approach among local communities for the provision and expansion of public utilities.
2. Increase area tax base and employment opportunities through increased coordination among industrial agencies, local business owners, and educational institutions.
 3. Negotiate annexation, tax base sharing, as well as cost and revenue sharing regarding industrial, commercial, and high-density residential development with neighboring communities.
 4. Increase local funding resources through the coordination of efforts in securing and efficiently spending grants from federal, state, and local sources.
 5. Promote efforts to establish a countywide recycling program; provide input to solid waste planning on a county or regional basis.

CHAPTER 2

COMMUNITY DESCRIPTION

Regional and Local Setting

The City of Gaylord is located in the northern lower Michigan peninsula, in central Otsego County. The City is located at the intersection of two major roadways, Interstate Highway 75, which runs north and south, and Michigan Highway 32, which runs east and west. Gaylord is less than 30 miles from Michigan's prime northwest shoreline tourist region; the Lake Michigan shoreline is approximately 33.4 miles from Gaylord. Traverse City lies approximately 65 miles southwest of Gaylord, and the Straits of Mackinac lie just over 50 miles to the north. The larger cities of Grand Rapids and the Detroit metro area are located approximately 175 and 225 miles from Gaylord, respectively.

Gaylord is located less than ten miles from the Pigeon River State Forest, and is in close proximity to an abundance of State Forest lands. The Gaylord area, and Otsego county in general are the location for many lakes, rivers, forested areas, groomed trails, and recreational opportunities, making the Gaylord area one of increasing importance for tourism from both within and beyond the State of Michigan.

The corporate boundary of the City of Gaylord encompasses 3.2 square miles. The northern boundary extends 1,250 feet north of Fairview Road between Morgan Road and the Detroit and Mackinac Railroad, and extends as far south as Milbocker and McCoy Roads. The eastern City limits extend to Hayes Road (and to just east of Hayes Road extended in the southeast portions of the City), while the western boundary reaches to McVannel Drive.

Physical Description

The overall physiography of Otsego County was shaped by the glacial action of the Pleistocene Epoch, which ended approximately 10,000 years ago. While the County is generally dominated by hilly lands, the City of Gaylord is located within a narrow plain that runs from the community of Elmira near the western County line to the County's east and southeast boundaries. In Otsego County, glacial deposits composed primarily of sand and gravel run deep, with deposits in the Gaylord area ranging between 650 and 750 feet thick. Because of these deep sand and gravel deposits, the County's aquifer is quite vulnerable to contamination from surface or subsurface discharges.

Soils within and surrounding the City of Gaylord are composed mainly of the Kalkaska-East Lake-Mancelona Association, which are nearly level to gently sloping well-drained sandy and gravelly soils of hardwood plains. This association is characterized by rapid permeability, which indicates a high potential for ground water recharge and thus contamination of ground or surface water.

The northern portion of Gaylord is located within the Sturgeon River watershed, while the southern portion is located within the Au Sable River watershed. Otsego Lake, the largest body of water in the County, is located approximately one mile south of the City boundary.

Climate

Temperature data for Otsego County shows that summers are moderately warm with an average of five days exceeding 90 degrees Fahrenheit. On an average, 93% of the days from November to March are 32 degrees Fahrenheit or below. Total annual precipitation is approximately 34 inches; the average annual snowfall for Gaylord is 145 inches. The growing season, May to October, consists of an average of 116 days.

SOCIAL AND ECONOMIC CHARACTERISTICS

An important step in community planning is understanding the characteristics of the people that make up the community. This chapter explores historical population changes, age distribution, economic conditions, and other social characteristics, which describe the people of Gaylord.

Population Characteristics

Table 1 illustrates past growth of the City of Gaylord compared to the adjacent communities of Livingston and Bagley Townships, as well as the County as a whole for the decades from 1960 to 1990. Percentage population increases between 1980 and 1990 of all Townships within Otsego County as well as the City of Gaylord are shown as Figure 1. (Figure 1 was developed by Northeast Michigan Council of Governments, NEMCOG, as a portion of the Otsego County Comprehensive Plan.)

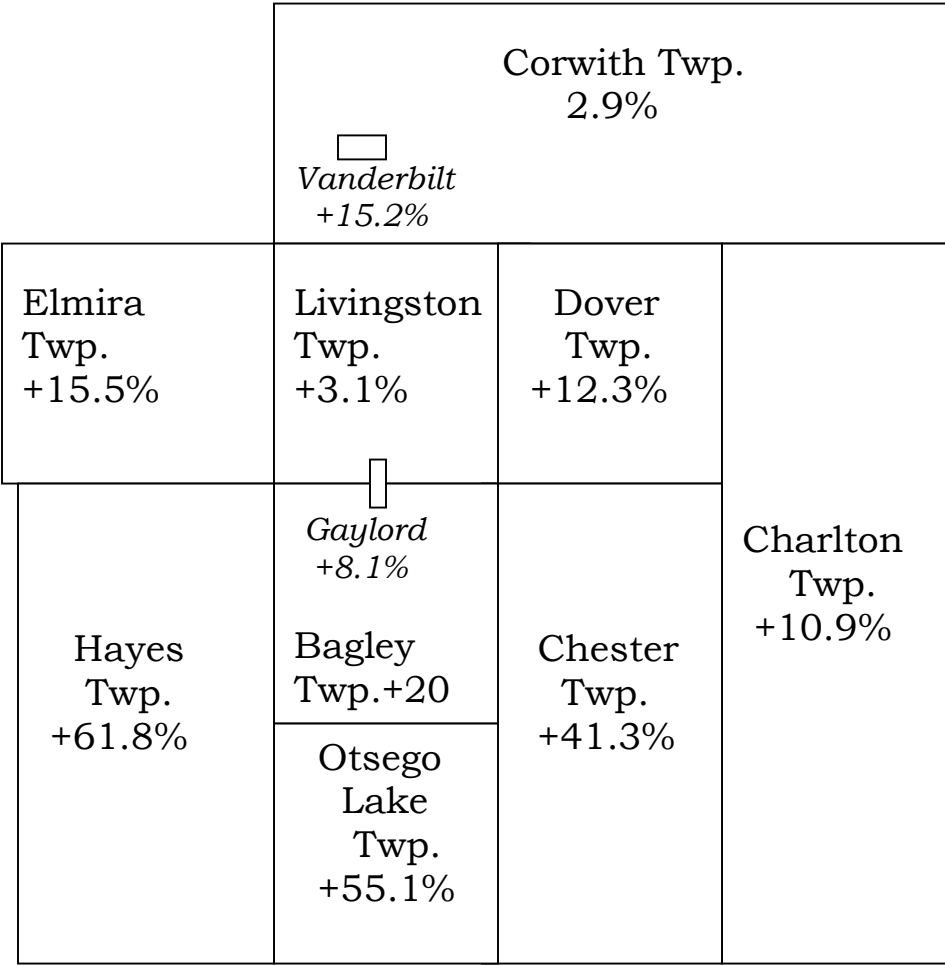
For each decade since 1960, the greatest population increases have occurred in Bagley Township. Livingston Township recorded its greatest increase between 1960 and 1970, with growth slowing during the next two decades. By 1990, Livingston Township was the slowest growing of the four jurisdictions shown in the table. The City of Gaylord has historically shown the least population increase compared to both adjacent Townships and the County as a whole until 1990, when Gaylord's 8.1% increase surpassed only Livingston Township's growth rate of 3.1%.

Age Distribution

Table 2 shows a comparative age breakdown of the City of Gaylord and adjacent townships as well as the County as a whole, as reported by the 1990 U.S. Census. Children comprise over 25% of the population in the City of Gaylord, and over 30% of the population in the adjacent townships. The largest share of the population in all jurisdictions shown is in the 25 to 44 years age group, a group considered to be a childbearing age as well as members of the available work force. The City of Gaylord shows a significantly greater number of persons age 65 or older than the adjacent townships or the County as a whole. Based upon these numbers alone, one can conclude that the Gaylord area has a wide range of age groups that will need a variety of public services, housing, employment, and shopping opportunities.

Seasonal residents and tourists have a significant impact upon a community's facilities and services. While the U.S. Census does not report the number of seasonal residents in a community, other data suggests a large number of seasonal residents both within and near the City of Gaylord. Large numbers of tourists also visit the Gaylord area each year. While the exact number of both seasonal residents and tourists is not available, decisions regarding road improvements, housing, shopping opportunities, and general community design are greatly influenced by the numbers of non-permanent residents.

OTSEGO COUNTY POPULATION CHANGE 1980-1990



Source: U.S. Census Bureau
Graphic by NEMCOG

FIGURE 1

Table 1
City of Gaylord,
Surrounding Townships, and Otsego County
Population 1960-1990

	1960	1970	1980	1990
Gaylord	2,568	3,012	3,011	3,256
% Change from previous decade		17.3%	- 0.0%	8.1%
Bagley Twp.	1,186	2,294	4,106	4,929
% Change from previous decade		93.4%	79.0%	20.0%
Livingston Twp.	929	1,396	1,703	1,755
% Change from previous decade		50.3%	22.0%	3.1%
Otsego County	7,545	10,422	14,993	17,957
% Change from previous decade	17.3%	38.1%	43.9%	19.8%

Table 2
Percentage of Population by Age
1990

	0-17 years	18-24 years	25-44 years	45-65 year	65+ years
Gaylord City	25.4	9.6	27.4	16.6	21.0
Bagley Twp.	25.4	7.9	33.1	17.7	10.7
Livingston Twp.	25.4	7.6	32.9	18.6	8.4
Otsego County	25.4	8.3	30.2	19.5	13.5

Economic Characteristics

A comparison of median household income, per capita income and percentage of persons below the poverty level for the City of Gaylord, adjacent townships, and Otsego County as a whole is shown in Table 3, based upon 1990 Census data. The City of Gaylord exhibits a somewhat lower income level and a higher number of persons with incomes below the poverty level than adjacent communities or than the County as a whole. One reason for this difference may be the greater number of persons over 65 who live within the City of Gaylord; these persons make up a larger percentage of all individuals living below the poverty level in Gaylord than in the adjacent townships or in the County as a whole.

Persons living in both Bagley and Livingston Townships show a median household income not only higher than persons within the City of Gaylord, but higher than the County as a whole. This also holds true for per capita income figures, although the per capita income for Bagley Township is not significantly higher than the per capita income figure for the County as a whole.

The economic data suggests that when Gaylord and the adjacent Townships are viewed collectively, a wide range of income levels exist, suggesting a need for a variety of housing types as well as a range of shopping opportunities and recreational activities. The data may show a need for continued efforts to provide higher levels of technical skills training and academic opportunities for non-retired persons within the City of Gaylord in order to increase levels of pay.

Table 3
**Economic Characteristics of the City of Gaylord,
Bagley and Livingston Townships, and Otsego County**

	Median Household Income	Per Capita Income	Percent Below Poverty Level
Gaylord City	\$20,200	\$10,150	14.1
Bagley Twp.	\$28,430	\$11,686	6.3
Livingston Twp.	\$34,375	\$14,354	5.7
Otsego County	\$26,356	\$11,366	9.5

Households

According to 1990 U.S. Census data, there are 1,411 total housing units in the City of Gaylord. Of these, 1,290 units are occupied (91.4%). Vacant housing units, including those used for seasonal or occasional use, accounts for another 121 units (8.6%). The average number of persons per household is 2.38.

The single unit, detached dwelling is the most predominant type of housing unit in Gaylord, making up 842 (59.7%) of the total dwelling units. A total of 507 units (35.9%) exist in multi-family dwellings with 239 units found in multi-family dwellings of ten or more units, and 219 units found in multi-family dwellings of two to four units. The balance of dwelling units are one-unit attached dwellings, multi-family dwellings of five to nine units, mobile homes or other types of dwellings.

(Note: More detailed information concerning social and economic characteristics for the City of Gaylord as recorded by the 1990 U.S. Census may be found in the appendix.)

COMMUNITY FACILITIES AND SERVICES

The facilities and services provided by a community help define the quality of life for its citizens. One purpose of the Master Plan is to examine those facilities and services in light of future growth and development and to determine if any deficiencies are likely to exist within the scope of the planning period.

City Offices

The City of Gaylord offices are located in the City-County Building at 225 W. Main Street in downtown Gaylord. Offices for the City Manager, Clerk, Treasurer, Police Department, and Department of Public Works are located there.

Fire Services

Fire protection services are provided by the Otsego County Fire Department that serves a 265 square mile area that includes the City of Gaylord, Bagley, Livingston, and Dover Townships, and portions of Hayes and Chester Townships. The fire station is located on South Wisconsin. Fire fighting equipment and personnel are sufficient for current needs, however, large concentrations of residential development beyond City limits will require that fire fighters be located in those new residential concentrations, and equipment be located nearer to those new population centers. For example, the 1,100 condominium units planned at the Sylvan Treetops Resort east of Gaylord could indicate a need for fire fighters at or near this resort.

Police

Police protection in Gaylord is provided by a staff of one full time Chief of Police plus seven full time officers. The service area for the police department lies within City boundaries, however, the Gaylord police will assist the Otsego County Sheriff and Michigan State Police with calls outside City limits when help is needed, and the reverse is also true. Police coverage varies from a minimum of three officers to a maximum of seven in any 24-hour period. According to a police department official, police services for the City are currently insufficient. More staff is needed, particularly for investigative purposes.

Current needs call for a minimum of three more officers over the next five-seven years. This would include one detective, a Community Policing officer and additional patrols. Growth beyond City boundaries has greatly impacted the numbers of people spending time within City boundaries, and consequently the need for increased police intervention. Any additional growth within or beyond City boundaries should be coupled with a review of available public safety services, and deficiencies addressed if possible.

Water and Sewer Services

The City has three wells that provide potable water to Gaylord residents, and to some commercial and industrial uses, and to only a few residential dwellings outside City boundaries. Water is provided to the Gaylord High School located northeast of Gaylord in Livingston Township. The City presently has two 300,000 gallon elevated water storage tanks. The City's water system is capable of pumping 2.5 million gallons per day, with present maximum daily use of 1.2 million gallons. The second water storage tank will meet increased needs for the next several years, but the distribution system will need to be expanded and improved as demands for service increase. All water line infrastructure is maintained by City of Gaylord personnel.

Sewer services and wastewater treatment is provided to City residents and to some customers outside City boundaries. The Wastewater Treatment Plant is located in the southeast portion of the City, where Grandview Boulevard terminates. The City's treatment lagoons currently handle an average of 500,000 gallons of sewage per day, with a maximum capacity of 852,000 gallons. All sewer and wastewater infrastructure is maintained by City of Gaylord personnel. In late 1995 the plant was estimated to be operating at 82 percent of capacity.

The City has made a commitment to providing sewer service for defined areas outside the City Limits. The impact of future sewer service on the existing Wastewater Treatment Plant has been estimated based on projected land uses both within and outside City boundaries. Projections show that wastewater flows from potential service areas will exceed current plant capacity. However, all potential service areas will not be developed simultaneously, and development of those areas in and outside City boundaries should be timed with necessary expansions to the Wastewater Treatment Plant.

Additional Services

Other services and facilities offered by the City to its residents include snow removal on City streets, maintenance of four City parks, the Gaylord Community Center (in conjunction with Otsego County), recreational programming (see 1995 Gaylord Recreation Plan for complete inventory of recreation opportunities), curb-side recycling, yearly spring pick-up of large trash items, annual leaf pick-up, and composting of yard waste at the Department of Public Works facility. General refuse is removed by private haulers under contract with the City.

Educational Facilities

The Gaylord Community School district is one of the larger school districts in the County, providing both elementary and secondary education. The new Gaylord High School, constructed in 1994, is located north of the City limits on U.S. 27 North, in Livingston Township. Other buildings include the Middle School and South Maple Elementary School located on E. Fifth Street, and North Ohio Elementary located on north Ohio Avenue and the intermediate School on East Fourth Street.

St. Mary's Catholic Schools provide education for grades Kindergarten through twelfth grade in facilities located on Mitchell and North Otsego Streets.

Post-secondary educational opportunities are available through the County owned facilities at the Alpine Regional Education Center (AREC). The facilities are leased by the County to be used for college level classes by a consortium of colleges, including Spring Arbor College.

Library

The main branch of the Otsego County Library is located at 700 South Otsego. This building was completed in 1985. The library can access books by inter-library loans through the Northland Library Cooperative and the Michigan Database. The library's budget comes largely from a percentage of the revenues received from State and County penal fines (about 75% of the total budget) and the balance from grant programs and local donations.

DDA

The Gaylord Downtown Development Authority was formed in 1987. The purpose of the DDA is to initiate public improvements that strengthen the downtown area by simulating private investments. The DDA membership has set goals that will enhance the downtown area and has also developed a Tax Increment Financing Plan to provide revenues that will help fund proposed improvements. The Downtown Development District includes an area north and south of East and West Main Streets, between Hazel Avenue and I-75.

Air and Rail Transportation

Otsego County operates a general aviation airport located just southwest of the Gaylord City limits. Presently, the airport serves the needs of small private and charter aircraft. No commercial passenger service is available. Long range plans for the airport include extending the north-south runway and providing commercial air service.

The Lake State Railroad has recently taken over the rail freight service using the rail lines leased from the Detroit & Mackinac Railroad. Lake State's service comes from the south and ends at Gaylord. Rail service is no longer available to Vanderbilt and to points further north. Going south, connections may be made via other rail lines to any destination served by rail.

Roads and Transportation

An analysis of roads and transportation facilities may be found in the following chapter, Existing Land Use and Zoning Analysis.

CHAPTER 3

EXISTING LAND USE AND ZONING ANALYSIS

An analysis of existing land use is a necessary tool in assessing the character of a community, identifying problems and opportunities, and when developing goals, objectives, and strategies to guide future development.

Since completion of the 1966 plan, the City of Gaylord has nearly doubled in size through annexations and Act 425 transfers. The City has increased by 1,028 acres, for a total of 2,050 acres as compared to 1,020 acres in 1966. In 1966, approximately 511 acres or half the City was vacant land; today, approximately 354 acres of vacant land remains within the City limits, or about 17.3% of the total land within the City.

Expansion of City boundaries has occurred primarily to the south and west. While the existing pattern of land uses was well established by 1966, changes that have occurred since that time include an increase in commercial and office uses along N. Center Avenue and along S. Otsego Avenue; the annexation of that area along Old U.S. 27 South from Grandview Boulevard to McCoy Road, which includes many commercial and office uses; the annexation of lands to the west of I-75 which consist primarily of commercial uses along W. Main Street (M-32) and the Air Industrial Park located north of Milbocker Road. Most of the increases in residential uses within the City have occurred in the northwest, in an area bounded by I-75, Five Lakes Road, N. Ohio Avenue, and Schreur Street. The majority of new residential growth which has occurred in the area has taken place outside City boundaries in neighboring Bagley and Livingston Townships.

Existing land uses are identified on the Existing Land Use Map found in the front pocket. This map was completed in July of 1995 through field inspections and aerial photography. The 1995 existing land use has been analyzed in conjunction with the existing zoning of these lands and the zoning ordinance regulations which control the use of these lands.

RESIDENTIAL

The majority of the residential land use in the City of Gaylord is devoted to single family detached dwellings. Most of these houses are located on lots which are generally 66 feet wide containing about 8,500-8,700 square feet.

These lots are mostly located within the R2, Multiple Residence District, although some are also within the R1, Single Family Residence District, which lies north of Huron Street and east of North Elm Street.

Apartments in Single Family Areas

Both the R1 and R2 zones require a minimum lot size for single-family houses of 8,500 square feet with 60 feet of lots width. The R2 zoning regulations, however, permit as a matter of right, duplexes and multi family buildings at a density of up to 15 dwellings per acre.

This zoning regulation has resulted in a number of multi-family developments directly adjacent to single family houses. Duplexes, many of which are converted from single-family dwellings, are scattered around the City.

While these apartments have helped to meet the housing needs of City residents, the unregulated placement of rental units has disrupted the character and appearance of the single-family neighborhoods within the City. Traditional planning principles would seek to separate such high density uses from lower density single family areas or would seek to provide a buffer or transition zone between such uses to lessen the impact on single family home owners.

As more duplexes and multi-family dwellings are established within or next to single-family homes the ability of these areas to serve as long-term owner occupied residential neighborhoods could be threatened.

Single Family in Commercial Zones

The Gaylord Zoning Ordinance permits single-family houses within the C2, Central Commercial Zoning District. While these houses are legal under the current zoning, they are generally incompatible with the purpose of the C2 zoning district which is to promote commercial uses. Commercial uses have operational characteristics and appearances such as exterior lighting, parking lots, high traffic volumes and truck deliveries which are not compatible with single-family residences.

In order to provide quiet, safe and viable residential neighborhoods commercial uses are usually located away from single-family houses. Where the two uses do abut some type of buffer zone such as landscaping or fencing is provided or required.

Allowing residential uses within commercial zones is creating a situation where neither use can flourish due to the different purposes of each zone.

As part of the Master Plan update several areas were analyzed within the City of Gaylord which were zoned C2 but which had large portions devoted to well kept single-family dwellings.

Area 1 is bounded by Petoskey Street on the north, M-32 on the South, North Ohio Avenue on the west and the Lake State Railroad on the east. Existing Commercial uses within this area are located on the north side of M-32, and on the east side of North Indiana Avenue up to Sheldon Street. A McDonald's Restaurant parking area extends north of M-32 to Mitchell Street between North Ohio Avenue and North Wisconsin Avenue. There are also about nine duplexes in this area. The majority of this area however consists of well kept single-family dwellings.

Area 2 is located between M-32 and Fourth Street and South Wisconsin and the Lake State Railroad. Commercial uses exist along the south side of M-32, between Indiana Avenue and the railroad tracks, along the north side of West Second Street, just north of Fourth Street and east of Indiana Avenue and along the east side of South Wisconsin Avenue. The remainder of this area consists of single-family houses.

These two largely residential areas could convert to commercial uses because of the Commercial zoning designation. If they do, Gaylord could lose a substantial number of residents who will be forced to move elsewhere perhaps outside the City.

Such a conversion could result in the loss of many owner occupied dwellings and also perhaps in a loss of population as displaced residents could seek to live outside the City. The conversion to commercial uses could also threaten the stability of adjacent residentially zoned areas. Commercial zoning of these residential areas also affects neighborhood appearance, as homeowners may be reluctant to invest in the normal maintenance of their house knowing that its value as a dwelling may be diminished by the commercial value of the land.

The commercial zoning of these two areas is therefore viewed by this Plan as a threat to the stability of Gaylord's single-family residential character and measures should be taken to protect these neighborhoods.

Need for Variety in Single Family Lot Size

Most single-family lots in the City contain 8,500 square feet or less. This is due to the regulations of the Zoning Ordinance which require a minimum lot size in the R1 and R2 zones of 8,500 square feet. That portion of the City of north of North Street and west of North Ohio Avenue contains large lots of 12,000 to 14,000 square feet. In 1994 a new subdivision was created along East North Street with lot sizes over 20,000 square feet.

One of the Plan's Residential Development goals is to provide for a range of housing types to accommodate varying needs in household size and income levels. The development of plats which exceed the City's minimum lot size would seem to indicate a need for such lot sizes. In light of this and the Residential Development Goal, the Plan recognizes a need to provide for a zoning category with a greater minimum lot size than the 8,500 square feet as well as providing for opportunities for more development of lot sizes as currently allowed in the R2 zone.

COMMERCIAL

Commercial land uses are located on Gaylord's main thoroughfares; M-32, Old U.S. 27 South and North and along South Wisconsin Avenue. Vacant land exists along these streets to accommodate future growth. Existing buildings may be torn down or converted as the need for commercial uses grows. Commercial uses also exist in adjoining townships along these same roadways.

Because of its central location, good access and existing mix of commercial land uses Gaylord will continue to serve as the major retail and service center in Otsego County. Commercial uses are being constructed outside the City limits on West M-32 in both Bagley and Livingston Township under Public Act 425 agreements with the City of Gaylord. Under these agreements the land remains within the Townships for a specified time period but the land uses are provided with City of Gaylord utilities and services. Both the City and Townships receive their allocation of property taxes.

Similar Public Act 425 agreements have occurred on North Old U.S. 27 just South of Fairview Road and on West M-32. The draft Future Land Use Plan for Otsego County recommends additional commercial land uses along M-32 West of Meecher Road to Townline Road and on North Old U.S. 27 North of Fairview Road.

These existing commercial uses have increased traffic congestion on adjacent roads. A lack of access control and site plan review regulations have resulted in a multitude of driveways which worsens traffic congestion and accident potential.

The appearance of commercial areas could be improved by installation of trees, shrubs and lawn. Currently, the City Zoning Ordinance does not require any landscaping for commercial use. The small front setback required for the C1 zone of 25 feet and the lack of any setback requirement for the C2 zone make it difficult to find adequate space for landscaping, particularly when vehicle parking is placed in the front yard.

INDUSTRIAL

Land zoned and used for industrial purposes is on the west side of I-75 South of M-32. Most of this land is part of the Gaylord Air Industrial Park established in 1975. Other industrial land is located nearby along Dickerson Road and behind (south of) the commercial uses on the South side of M-32 west of I-75.

The Industrial Park is owned and managed by the Industrial Development Corporation (IDC) and has 35 industrial tenants on 160 lots with many tenants owning several lots. As of October 1995 there were seven single lots available. A new plat within the park proposed in late 1995 would add 14 lots.

The IDC is seeking land to establish a new industrial park. Two sites being considered are west of the existing Industrial Park and north of Gaylord. One of the Industrial Development Goals of the Plan calls for the development of industrial parks rather than scattered single lot development. An additional goal calls for the adoption of zoning standards to achieve a quality industrial area. Such standards could address building setbacks, landscaping, lighting and building facades. Any new lands proposed for industrial use will likely be established outside the current Gaylord City limits. City water and sanitary sewer service however, will be needed for such industrial uses and cooperation will be needed between City officials and officials from Bagley and Livingston Townships.

PUBLIC/SEMI-PUBLIC

The Existing Land Use Map illustrates the location of land used for public purposes such as City parks and buildings and land used for semi-public purposes such as schools and hospitals. A fairly large part of the east side of the City is devoted to such uses. The City of Gaylord Wastewater Treatment Plant is located at the east end of Grandview Boulevard. Adjacent to this is Aspen Park and Gaylord Middle School and Elementary School.

The City, in late 1995, purchased forty acres on its eastern border for possible expansion of its wastewater treatment plant.

The Existing Land Use Map also illustrates City parks and the Sportsplex located at the south end of Gornick Avenue. The Sportsplex offers indoor skating and swimming and was financed by a countywide millage. More detailed information on City recreation facilities is contained in the 1996 Gaylord Recreation Plan.

STREETS & TRAFFIC

M-32 (Main Street) serves as the major east-west corridor through Gaylord. It is in fact the only means of access across I-75 for three miles north and south of M-32. Because most residents and businesses are located within a mile of M-32 this highway carries a very high volume of traffic creating traffic congestion particularly just east and west of the I-75 interchange.

Truck traffic is forced to travel through the downtown area adding to congestion, and vehicle emissions and creating safety problems for crossing pedestrians. Table 4 shows traffic counts for M-32 and Old U.S. 27 at various locations from 1990 to 1994. These counts cover a 24-hour period and were provided by the Michigan Department of Transportation.

Table 4
24-Hour Two Way Traffic Counts

LOCATION	1990	1991	1992	1993	1994
M-32 at Old U.S. 27	17,800	24,000	20,000	20,000	26,000
M-32 east of Old U.S. 27	6,900	8,000	6,200	6,200	9,200
M-32 west of I-75	6,800	10,400	8,100	8,100	18,000
Old U.S. 27 south of M-32	12,800	14,400	8,800	8,800	15,000

It is apparent from this table that traffic volumes have increased significantly since 1990. The Michigan Department of Transportation (MDOT) is beginning studies of the traffic problems on M-32 near the I-75 interchange. In 1996, MDOT will construct an on ramp for south bound I-75 traffic from westbound M-32. This should alleviate some congestion in this area as this movement currently requires a left turn.

Traffic movement on M-32 west of I-75 and on Old U.S. 27 south of Grandview Boulevard could benefit from a rear drive to provide access to nearby streets and from inter-connecting parking lots. At the second public workshop a proposal was made that utilizing the railroad right-of-way would provide rear access for businesses on the west side of Old U.S. 27. Such a route could also provide additional access for the Sportsplex. This proposal should be further pursued with Lake State Railroad.

Combining driveways for adjacent uses would result in closing some driveways and this would also help improve traffic flow. Identifying these driveways and determining when and how to consolidate them would take a more detailed analysis of the M-32 and U.S. 27 corridor.

One of the principal concerns raised at the public workshops was the need for more overpasses, over I-75. A proposal for an overpass at Milbocker Road was discussed in the late 1980's by the Otsego County Road Commission and MDOT. No action was taken as such an overpass could not meet MDOT design standards.

One or more overpasses would do much to alleviate traffic congestion on M-32.

Another longstanding issue is the need for a truck route around the City. Such a route would allow trucks passing through Gaylord to avoid travel on M-32 particularly through the Central Business District. This route could also reduce truck traffic on Old U.S. 27 south and north within the City limits. A possible corridor for truck traffic has been proposed as part of the Otsego County Master Plan but is still in the preliminary stages of review. Prohibiting turns by trucks onto South Otsego from Main Street would help improve vehicle movement at this intersection.

Implementation of this plan would require cooperation among City, County and Township officials.

The Plan recognizes efforts by MDOT to plan for the extension of U.S. 131 north of Cadillac to connect with I-75. Several roads are being analyzed one of which could result in an interchange north of Gaylord. Actual construction of this expressway so close to Gaylord could have a significant impact on the long-term growth of the City. It may be several years however before MDOT finalizes this route and many more years before such a roadway is actually built.

WELLHEAD PROTECTION PLAN

The City of Gaylord has almost completed a Wellhead Protection Plan begun in 1992. The Plan is designed to achieve measures to monitor and protect Gaylord's groundwater drinking supply. This study is one of six pilot projects for the State of Michigan and is being done to implement the Federal Safe Drinking Water Act of 1986. The program is being administered by the Michigan Department of Natural Resources and Department of Public Health. Locally, the Northeast Michigan Council of Governments assisted in the actual preparation of the plan.

The Wellhead Protection Plan is an important element in the preparation of the Gaylord Master Plan. The Master Plan can guide the use of the land in a manner designed to protect groundwater-drinking supply. The Wellhead Protection Plan has delineated the area underground from which the City draws its water. This area is shown in Figure 2 and is called the Wellhead Protection Area Delineation. Land uses above ground should therefore be of a type which will present little hazard to the groundwater supply. Zoning regulations can and should be developed which can provide additional protection for groundwater.

Through ordinance control, the City of Gaylord should develop policies which reduce the potential of any contamination of Gaylord's water supply. The monitoring and inventory of the chemicals and processes used for industrial and commercial manufacturing must be an ongoing activity for City officials. The City of Gaylord must pursue all training and emergency procedures to minimize the potential of possible ground water contamination.

Additional information is contained in the Wellhead Protection Plan itself.

WELLHEAD PROTECTON ARA DELINEATON
CITY OF GAYLORD

FIGURE 2

CHAPTER 4

BUILDOUT & POPULATION PROJECTION

The City of Gaylord experienced growth of eight percent during the 1980's. This growth can be expected to continue as there is still land available for residential development within the City limits. In order to help guide the future land use plan and determine the need for public services a buildout scenario was performed along with projections of the City's population.

Buildout

The buildout analysis determines the total number of residential dwelling units which could be constructed under current zoning regulations if all available vacant land in the City were developed. Based on the number of dwelling units projected a future population figure can be determined by multiplying dwelling units by the average size of a household.

Table 5 illustrates the buildout analysis for residential use. According to the summary of this analysis the City has land which is currently zoned to accommodate about 700 new dwelling units and almost 1,800 more residents. If this buildout holds true Gaylord could expect an ultimate population of just over 5,000 within its current boundaries.

There are a number of factors which could influence this buildout number such as continuation of current zoning regulations, land prices in and outside the City, the desirability of land in the City for residential use, the desirability of the Gaylord School System and employment opportunities.

The capacity of the City's Wastewater Treatment Plant will not be able to serve these projected residents and also meet its obligations to serve areas outside the City, newly annexed properties and any new Act 425 arrangements which are likely to occur as commercial uses grow.

The City must begin to plan for the expansion of the Treatment Plant in order to meet the inevitable demand for sanitary sewer service.

Table 5
Residential Build-Out

R-1 ZONE

Total vacant acres: 49
Minus R.O.W. and non-buildable areas (25%): 12.2

Total acres available: 36.8

36.8 acres = 188 lots at 8,500 ft² per lot

Total other existing vacant lots: 55

243 lots x 2.74 pph = 665 person in S.F. houses

R-2 ZONE

Total vacant acres: 70.8
Minus R.O.W. and non-buildable areas (25%): 17.7

Total acres available: 53.1

Assuming 70% single family development, 37.1 acres = 190 lots at 8,500 ft² per lot

Total other existing vacant lots: 52

242 lots x 2.74 pph = 663 persons
In S.F. houses

Assuming 20% multi-family development
10.6 acres = 160 units at 2,900 ft² per family x 1.98 pph = 317 persons
In apartments

Assuming 10% duplex development,
5.3 acres = 54 units at 4,250 ft² per family x 2.74 pph = 148 persons
In duplexes

BUILDOUT SUMMARY

<u>Dwelling Units</u>		<u>People</u>
R-1 Zone	243 S.F.	665
R-2 Zone	242 S.F.	663
54 Duplex	148	317
	160 Apartments	
TOTAL	699 New Dwellings	1,793 More people

Population Projections

When making population projections assumptions are based on a combination of historical trends and judgments made with a knowledge of the local area. Projections are only refined estimates of future conditions and it is impossible to precisely forecast the end result of the actions of individual and public decisions.

While recognizing the uncertainties in forecasting future population growth, it is reasonable to assume that many of the forces at work in the past may continue in the future. Table 6 illustrates population projections for the years 1995, 2000, and 2010 using two different methods to calculate future populations.

**Table 6
City of Gaylord
Population Projections**

	1990 Census	1995 Est.	2000 Est.	2010 Est.
Method A	3256	3371	3486	3716
Method B	3256	3405	3561	3895
Method C	3256	3388	3523	3806

Method "A" assumes yearly growth of 23 persons, based on the 1960-1990 average annual growth projected mathematically.

Method "B" assumes increased in-migration to sustain the 1960-1990 growth rate of .9% per year (geometric progression).

Method "C" is the average of projection "A" & "B".

According to the projections in Table 6 Gaylord may have an additional 550 people by the year 2010. This is substantially less than the 1,800 additional people which can be accommodated on the current available vacant land according to the Buildout Analysis in Table 5.

The methods used here represent straight-line projections based on past conditions which may not be as valid today given current and recent trends in the City and region.

The Plan makes the assumption here that these past growth conditions will not continue into the future but that growth will occur at a more rapid pace than in the past. This assumption is made based on the following reasons:

1. There continues to be a demand for affordable housing which can be met by multi-family and mobile home park development both of which have occurred in recent year in the City. Vacant, utility served land is available for these purposes which can add new residents at a faster pace than single-family developments.
2. Otsego County is projected to grow by 20 percent over the next 20 years. It is reasonable to assume that Gaylord will receive a portion of that growth. Since 1930 the City population has been an average of 29% of the County's population.
3. Gaylord will continue to serve as the center of employment and shopping opportunities in Otsego County and as such will be viewed as an attractive place to live.
4. The City has an ample amount of vacant land to accommodate new residential development. Steps need to be taken however to enlarge the capacity of the treatment plant to serve new development.
5. Recent demographic trends show that more and more people are attracted to small towns as they seek a place of identity and a sense of community.

CHAPTER 5

FUTURE LAND USE PLAN

This chapter contains descriptions, recommendations, and justification for future land use in the City of Gaylord. These recommendations will provide an overall framework for the management and regulation of future development and also serve as the basis for evaluating zoning requests.

The Municipal Planning Act, Public Act 285 of 1931, as amended, specifically gives City Planning Commissions the authority to prepare and officially adopt a plan. When prepared, officially adopted, and maintained, this Plan should provide an advisory guide for the physical conservation of certain areas and for the development of other areas into the best possible living environment for present and future City residents.

Act 285 also charges City Planning Commissions to include “any areas outside of its boundaries which, in the Commission’s judgment, bear relation to the planning of the municipality.” The City of Gaylord Master Plan therefore includes areas adjacent to the City which when developed will likely have an impact on City services and residents. The future land uses recommended for these areas are not meant to indicate a direct desire for future annexation but rather a desire to cooperate with adjacent municipalities to coordinate planning along common boundaries for the benefit of each municipality.

Because of the constant change in our social and economic structure and activities, the Plan must be maintained through periodic review and revision so that it reflects contemporary trends while maintaining long range goals.

The Future Land Use Plan is general in scope. It is not intended to establish precise boundaries of land use or exact locations of future uses. It is also important to note that there is no schedule to implement the recommendations contained here. The timing of a particular land use is dependent upon a number of factors such as availability of public utilities, provisions for adequate roadways, effect on public services, environmental impact and the demand for a particular land use versus the available land zoned for this use. Those, plus other factors, must be considered when reviewing a request for rezoning a particular parcel of land.

As background information to the planning process, the following narrative provides an explanation of the relationship of land use planning to zoning.

THE RELATIONSHIP OF PLANNING TO ZONING

The relationship between land use planning and zoning is an important one. Planning is basically the act of planning the uses of land within a community for the future while zoning is the act of regulating the use of these lands by ordinance. The laws of the State of Michigan require that a community engage in land use planning activities, including the preparation of a comprehensive plan prior to the initiation of a zoning ordinance in a community.

The following narrative provides a better understanding of the terms “planning” and “zoning”.

Planning

The process of guiding the future growth and development of a community. Generally a document is prepared known as the Comprehensive Plan or Master Plan which addresses the various factors relating to the growth of a community. Through the process of land use planning, it is intended that a community can preserve, promote, protect, and improve the public health, safety, and general welfare. Additional considerations include: comfort, good order, appearance, convenience, law enforcement and fire protection, prevent the overcrowding of land and avoid undue concentration of population, facilitate the adequate and efficient provision of transportation, water, sewage requirements and services, and conserve, develop utilize and protect natural resources within the community. A plan is a guide to development but it is not a legally enforceable document.

Zoning

Zoning is one of the instruments, along with capital improvements programming and the administration of local subdivision regulations, which implements the goals and policies of the comprehensive plan. Zoning regulations have the force of law. The enactment and administration of the zoning ordinance are legislative and administrative processes conducted by local units of government relating to the implementation of the goals and policies of the Master Plan.

FUTURE LAND USE MAP

The Future Land Use Map (Map) recommends a number of different land use classifications. The following descriptions of these future land use classifications explain the type, intensity and location of the proposed uses.

These future land use classifications will not automatically change the zoning for that area. The property owner will still need to apply to the City for a zoning change if the Future Land Use designation does not match the current zoning.

A property owner is still permitted to use the land as it is currently zoned even if the zoning is different from the Future Land Use designation.

The names of the Future Land Use designations do not match the names of the zoning districts. The Future Land use designations are intended to describe the type of land use recommended. For example, Low Density Residential (LDR) means the land is proposed for single-family houses at low density. The zoning category, however, is R-1, Single Family Residential. The term, R-1, however, does not tell us by itself how the land is proposed to be used so a more descriptive term is used.

LOW DENSITY RESIDENTIAL (LDR)

This category would be devoted to single-family dwellings with a minimum lot size of 12,000 square feet and 90 feet of width. These lots could be served by public water and sanitary sewer. Other uses such as churches, schools and parks would be allowed as Special Land Uses. This category is similar to the R1 zoning district except the Future Land Use Plan recommends larger minimum lot sizes than the R1 zone currently requires which is 8,500 square feet with 60 feet of lot width.

The Plan recommends several LDR areas within the City limits. One such area is west and east of North Ohio Street north of West Jenson Street. This area is zoned R1. The existing platted lots in this area are 12,000 to 14,000 square feet in size with lot widths of 90 to over 100 feet which correspond with the recommended lot size of this land use category.

Several large vacant parcels exist just east of I-75 and are recommended for LDR use. These parcels are similar sized lots and LDR use would be compatible with these adjacent lands. One of these vacant parcels is zoned R2. *In order to ensure that the future land use recommendation of the Plan is carried out the City should seek to rezone this to the R1 zoning district.*

The City of Gaylord 1996-2000 Recreation Plan recommends that a City park be developed in this area. A park in this location will provide recreational opportunities for nearby residents. This location will be easily accessible for pedestrians.

Another area recommended for LDR use is on the east side of the City north of Huron Street. This area is characterized by both somewhat larger lots, greater than 8,500 square feet and lots less than 8,500 square feet. A subdivision built in 1994 served by Berkshire Lane contains lot sizes of close to 20,000 square feet. This area is zoned R1 which is designed by the Zoning Ordinance to be devoted exclusively to single family houses. Vacant land exists adjacent to this R1 area outside the City limits and due to its proximity to the R1 zoned City land and availability of public utilities the Plan recommends an LDR land use for these adjacent properties.

The Plan also recommends LDR for several areas outside the current City limits. These areas are logical extensions for larger lot residential development as they already contain single-family houses and the LDR category is similar to the future land use designation recommended by the Otsego County Land Use Plan.

MEDIUM DENSITY RESIDENTIAL (MDR)

This land use category includes much of the existing single family residential areas within the City which are zoned R-2. A minimum lot size of 8,500 square feet with 60 feet of width is recommended for these areas which would be served by public water and sanitary sewer. The Plan recognizes that a number of lots smaller than 8,500 square feet exist within this designated area and these areas are expected to continue as viable residential areas.

Two family dwellings (duplexes) would be allowed in these areas but only by Special Use Permit. This would include conversion of single-family houses. In such instances emphasis must be placed on maintaining the single-family appearance of the dwelling. *This can be done by adopting new zoning ordinance regulations which require that two family buildings maintain their appearance as a single-family house.* These regulations could pertain to placement of doorways, parking of vehicles, mailboxes, outside utility meters, and landscaping. *A minimum square footage for each dwelling unit should be specified in the Zoning Ordinance.*

The Plan recommends that the Zoning Ordinance be amended to no longer allow single-family houses to be converted to three and four family dwelling units. This will help preserve the single-family character of most of Gaylord and place emphasis on home ownership within neighborhoods. Apartment buildings have been planned for other areas of the City where such uses will have less impact on existing single-family homes.

A major recommendation of this Master Plan is the retention of several single-family neighborhoods for long-term residential use. These areas, described in Chapter 4 under Commercial Land Uses as Areas 1 and 2, are zoned C2, Central Commercial District. *These areas should be rezoned by the City to R2, Multiple Residence District.*

This action will preserve the stability of these neighborhoods, protect the investment of existing homeowners and encourage re-investment in these residential properties. The area north of M-32 was rezoned by the City to the C2 district over 10 years ago on the assumption that this area was no longer viable for residential and would convert to commercial due to commercial uses along M-32.

The demand for commercial uses however has been manifested along the City's major arterials instead of within its neighborhoods, as commercial uses need the exposure afforded by major streets.

In order to that these neighborhoods can continue to thrive for residential use and not be threatened by the possibility of commercial uses creeping in the Plan recommends rezoning these areas to R2.

The Plan also recommends additional MDR land outside of the City limits. These lands can be serve by City water and sewer and due to the small lot size requirements housing will be more affordable than in LDR areas. These designations follow logical residential growth patterns and correspond with the Otsego County Future Land Use Plan.

MULTI-FAMILY LOW DENSITY RESIDENTIAL (MFL)

This Future Land Use category calls for multi-family or apartment development at a maximum density of eight units per acre. This is a mid range apartment density designed to allow apartments to be built in areas where a higher density such as that allowed in the current R2 zoning district (15 units/ac. maximum) may not be acceptable.

A maximum building size of eight units is proposed although a greater number of units per building, up to 16 could be allowed with Planning Commission approval.

Single-family houses would not be permitted in this category but duplexes would be a permitted use. *There is not currently a zoning district for this category and the Zoning Ordinance would need to be amended to implement this recommendation.* MFL areas should be served by public utilities and be located with good access and designed to avoid negative impacts on any single-family uses nearby.

The Plan recommends an MFL land use along Commerce Boulevard due to good road accessibility, availability of public utilities; adjacent land uses which call for higher density residential and proximity to Aspen Park. An MFL land use is also recommended on the west side of I-75 along Meecher Road. This area will provide additional land for multi-family housing, it can be served by public utilities and with proper design can be compatible with the single family land use planned to the west and light manufacturing planned to the South.

The Plan recommends that a new zoning district be created by the City to carry this out.

MULTI-FAMILY HIGH DENSITY RESIDENTIAL (MFH)

This classification would permit multi-family dwellings (apartments) as well as two family dwellings up to a maximum density of 15 units per acre. Other similar types of housing for particular needs such as nursing homes or housing for older citizens would also be permitted at slightly higher densities if necessary. High-density residential areas must be served by public water and sanitary sewer. MFH areas can serve as transition zones between non-residential uses and less intensive residential areas. High Density Residential uses should be located on or near major streets and convenient to shopping, recreation and employment centers. The Plan recognizes the existing apartment developments around the City and makes provision for additional MFH areas to meet future needs.

A new zoning district would need to be developed to allow this category to be implemented.

An area of MFH is proposed along Commerce Boulevard to complement adjacent other higher density land uses such as the Mobile Home Park and existing apartments. This area is close to both shopping opportunities on old U.S. 27 and recreational opportunities in Aspen Park.

MOBILE HOME PARK (MHP)

This classification allows for the development of mobile home parks. The Future Land Use Plan recognizes existing mobile home parks in and adjacent to the City. The Plan also recommends that an area adjacent to the existing mobile home park south of Commerce Boulevard be devoted to mobile home park use. This use would be compatible with nearby existing and planned uses, it can be served by public utilities and it serves to carry out one of the goals of the Plan which is to provide areas for affordable housing.

The Plan recommends that the Zoning Ordinance be amended to create a separate zoning district for mobile home parks. Once this is done existing mobile home parks in the City should be rezoned to this district.

OFFICE (O)

A special provision is recommended by this Master Plan to encourage the preservation of existing single-family houses on North Center Street between Mitchell and North Streets.

A number of these houses are owner occupied, well maintained buildings. They represent a positive image of the City to travelers and serve as the “front door” to the City for vehicles coming from the north.

However, it is recognized that these houses are located on a three-lane street with high traffic volumes which allows higher speeds than other residential streets. This has encouraged and could continue to encourage owners to convert their homes to commercial use or tear them down to allow room for new commercial buildings.

The Plan recognizes this street will over time become less desirable for single-family use. There is insufficient room on most lots to accommodate retail uses unless lots are combined and the houses demolished. This type of action would remove part of the heritage of the City which are its residential areas. Retail uses often require larger signs which could detract from the residential appearance of the area.

In order to encourage the preservation of these existing houses and yet still allow uses which reflect land values and nearby external influences such as traffic, the Plan recommends that houses on this portion of North Center Street be allowed to convert to office use and limited retail use subject to site plan review. As part of this program, the Plan also recommends that the area shown on the Future Land Use Map for Office be rezoned to a new district designed to achieve the objectives of this future land use category. This will prevent the further conversion to higher intensive retail uses.

Specific requirements for this district would include provisions that new buildings or the remodeling of existing houses maintain a residential appearance through the use of peaked roofs, porches, columns, window treatment, and building exteriors. Parking lots which may be needed to serve permitted uses in this district should be reasonably screened from the view along Street and from nearby homes through proper landscaping, fences or walls.

The Plan recognizes that within this proposed district there are several existing retail and residential uses. Any zoning regulations adopted for this area would allow these uses to continue as a use by right and to also expand within the setback and parking regulations of this new district.

Uses envisioned for this district would include professional and medical offices, studios for dance, art, or music, barber and beauty shops, flower shop, clothing store, card and gift shops, art and craft stores, and tailor shops. Single family and two family houses would also be permitted. Other uses could be allowed by the Planning Commission if they were similar to the above uses and would require only a small amount of parking and could be operated out of an existing house or within a newly constructed building which was similar in appearance and character to nearby single family houses. Such uses are expected to produce less traffic and turning movements than general commercial uses might produce. Over time this will result in a safer roadway.

Any uses established within this proposed district would need to be properly designed to avoid adverse impacts on nearby residents and traffic an adjacent streets.

The Plan envisions that the area just south of the hospital will develop with medical offices to support and complement the hospital.

CENTRAL BUSINESS DISTRICT (CBD)

The category includes those existing uses within the downtown area of Gaylord.

The CBD is the older established downtown area and contrasts to the strip commercial area to the west along Main Street and the south along South Otsego (Old U.S. 27). Both retail and office uses are permitted in this category subject to the specific regulations of the Gaylord Zoning Ordinance which takes into account the special needs of an older downtown.

COMMERCIAL (C)

This category includes those areas currently zoned C1 and C2 but does not distinguish between the two districts as they are very similar in their regulations. The Plan recommends additional commercial uses outside the current city limits on west M-32 west of Meecher Road and McVannel Drive. This is a logical extension of the commercial use in the area. The depth has been increased in order to avoid encouraging strip commercial development. Commercial land has also been proposed north of Fairview Road on old U.S. 27 north outside the city limits. There are several commercial uses in this area, the roadway was widened to three lanes in 1995 to handle more traffic and it can be served by city utilities. This designation is in compliance with the Otsego County Land Use Plan.

INDUSTRIAL (I)

The Plan recognizes those existing industrial land use areas in the City and recommends that future industrial development occur in those areas where utilities exist or are planned for and which have access to major streets. Industrial areas should also be buffered from less intensive land uses through proper setbacks, berming or landscaping. In order to promote orderly and efficient industrial areas, industrial parks should be encouraged. The Plan does not call for new industrial land within the City limits, as there is no land suitable for this purpose. However, the Plan recommends that an area west of the Otsego County Airport along Milbocker Road be utilized for industrial sue. The Gaylord Industrial Development Corporation (IDC) is investigating this possibility.

Milbocker Road is a Class A road from Dickerson to Townline Road and this would provide good access for truck traffic. This area could be served by utilities from the City of Gaylord. Future industrial sues should be regulated in accordance with the recommendations of the Gaylord Wellhead Protection Plan.

LIGHT MANUFACTURING (LM)

This future land use category recognizes the dual needs of providing more opportunities for clean industrial uses in the Gaylord area and the need to protect the City's groundwater. The area proposed for LM uses is located over the flow of groundwater which feeds the City's municipal well system. Uses within this category must not produce or handle any material or liquid which, if spilled, could contaminate the groundwater and endanger the public health. Any uses permitted within this are must comply with the recommendations of the City's Wellhead Protection Program.

The uses permitted within this category would include wholesale storage and distribution facilities, truck terminals, storage yards, machine shops, forest industries, essential public facilities and limited retail uses. Other more intensive uses may be allowed by Special Land Use permit. These uses may be light manufacturing facilities, solid waste transfer stations, concrete manufacturing and research and testing facilities.

This area can be served by City services, has good access via I-75 and M-32 and would be compatible with existing nearby industrial and commercial uses. Any uses within this area which are close to the planned and existing residential areas to the north must be properly screened.

The LM category for this area corresponds to the recommendation of the Otsego County Land Use Plan.

PUBLIC SEMI-PUBLIC (P)

This category refers to land devoted to governmental, institutional or similar activities generally deemed to be in the public interest such as public buildings, schools, parks, cemeteries, and utility right-of-way. These uses vary in size and are located throughout the City as illustrated on the future Land Use Plan. Many of these uses are located in residential land use areas.

Public uses can convert and have converted to private uses over the years as the use falls into disrepair or the land itself becomes more valuable than the building. Should such public or semi-public uses desire to be converted to other uses by land owners or developers, the Planning Commission should consider adjacent land uses as extending logically to future uses for public, semi-public areas in order to ensure compatibility with adjacent uses and neighborhood character as well.

FUTURE STREETS

The Future Land Use Map recommends a number of new streets be added to the street system for the City of Gaylord. The Plan shows the general location of these roadways. The exact location and alignment will likely not be determined until the property is proposed for development at which time the Planning Commission and City Council will make a final determination on the need to the road and agree to its final location. Payment for the road will also need to be determined by City officials. By illustrating these future roads on the Future Land Use Plan, the City is indicating that such roads will improve access in and around the City and that such roads must be part of any development for that property.

1. **Extend Village Parkway to West McCoy Road**

This roadway would provide a necessary alternate route for the high-density residential uses which are existing and planned along Village Parkway and Commerce Boulevard. This new roadway would likely be a two-lane road but as the area becomes fully developed City officials should assess the need for a wider road.

The extension of Village Parkway should align with Evergreen Drive at West McCoy Road to avoid vehicle turning movement conflicts.

2. **Milbocker Road / I-75 Crossing**

The Plan illustrates Milbocker Road on the west side of I-75 connecting with West McCoy Road on the east side. This connection is needed to alleviate truck traffic through the downtown area as well as provide a route for local traffic to get across I-75.

Preliminary plans in the late 1980's to construct an overpass failed to meet design specifications of the Michigan Department of Transportation. The Plan recommends that City officials work with the Otsego County Road Commission and other County officials to seek another means to achieve this connection.

3. **Future I-75 Crossings**

Traffic patterns and flows should be carefully monitored to insure strategic placement of any overpass that will have the greatest impact on reducing traffic congestion.

URBAN SERVICES DISTRICT

A major concept of the Gaylord Master Plan is the establishment of an Urban Services District. This area is shown on the Future Land Use Map. The land uses within this area are intended to be given priority and favorable consideration for service by public water and sanitary sewer, over those uses outside the boundary line.

The Service District, therefore, establishes the long-term limits of the extension of public utilities from the City of Gaylord into Bagley and Livingston Townships. The boundaries were based on the land uses planned for certain areas, existing development trends and land uses, and a need to plan for utility service areas to more accurately design the expansion of the City's Wastewater Treatment system.

Defining the limits of future utility extensions does several things:

1. It serves to notify developers that utilities will not readily be extended beyond this boundary line,
2. It allows the communities within the service area to better plan the provision of utilities in the future and;
3. It also assures that urban sprawl will not spill over into planned rural residential and prime agricultural areas thereby protecting areas for farming activities and rural densities.
4. It helps City officials determine the long-term needs for City sewer and water. This allows for more efficient and economical utility planning.

Certain low intensive uses within the utility service area such as single family houses on acreage lots will not be required to have public sewer but those land uses which develop according to the Future Land Use Plan should be served by public utilities.

There is no schedule to extend public utilities outside the City limits and the mechanism to do so is still dependent upon cooperation between the City and adjacent townships. The areas in Bagley and Livingston Townships which are within the Service District, however, can be served by public water and sewer in several ways:

1. These areas could be annexed into the City of Gaylord;
2. These areas could remain within the Townships and the Townships contract for utility service;
3. The City and Township could enter into an Act 425 Agreement whereby the property could remain in the Township, the City provides the utilities, or other services and the two municipalities share the property tax revenues. This practice has been done successfully in recent years.

The provision of other urban type services such as police, trash pick-up, and parks and recreation within the Township portion of the utility service area are again subject to the cooperation of the City and the Townships.

It is not the intent or purpose of this study to identify or recommend those Township properties within the Service District which could be annexed by the City. The Service District is meant instead to set forth the limits of future utility extensions, and therefore, manage growth in an orderly fashion.

By establishing Service District the plan is recognizing that certain land uses such as commercial or low density residential do require a greater degree of public services than do rural uses. The LDR areas will require water and sanitary sewer as the lot sizes in these areas will be no less than 12,000 square feet. Public water and sewer, therefore, will serve to protect the health and safety of residents over the long term.

CHAPTER 6

IMPLEMENTATION

In order for the Master Plan to serve as an effective guide to the continued development of The City of Gaylord it must be implemented. Primary responsibility for implementing the Plan rests with the Gaylord City Council, the Planning Commission, and the municipal staff. This is done through a number of methods, which include ordinances, programs, and administrative procedures later described in this chapter.

It is important to note that the Master Plan itself has no legal authority to regulate development in order to implement the recommendations of the Plan. This implementation must come from the decisions of the City Council and Planning Commission to provide needed public improvements and to administer or establish regulatory measures relative to the use of the land.

The private sector, including individual home and landowners as well as developers, is also involved in fulfilling the recommendations of the Master Plan by the actual physical development of land uses and through the rezoning of land. The authority for this, however, comes from the City. Cooperation and coordination among individuals, private developers, and public agencies is, therefore, important in successful implementation of the Master Plan.

Chapter 1 of the Plan sets forth goals and objectives which serve to guide the future development of the City of Gaylord. Many of the specific implementation recommendations of this chapter are taken from these objectives, while others are taken from recommendations made in Chapter 5 (Future Land Use Plan).

The following sections identify the major activities which the City of Gaylord Planning Commission should pursue in order to be pro-active in the implementation of this Master Plan.

ZONING

Zoning represents a legal means for the City to regulate private property to achieve orderly land use relationships. It is the process most commonly used to implement community Master Plans. The zoning consists of an official zoning map and zoning ordinance text.

The official zoning map divides the community into different zones or districts within which certain uses are permitted and others are not. The zoning ordinance text notes the uses which are permitted and establishes regulations to control densities, height, bulk, setback, lot sizes, and accessory uses.

The zoning ordinance also sets forth procedures for site plan review, conditional uses, and sign controls. These measures permit the City to control the quality as well as the type of development.

Subsequent to the adoption of the Plan, the Planning Commission and City Council should review and make any necessary revisions to the zoning regulations to ensure that the recommendations of the Plan as outlined in this section are instituted.

The Plan recommends the following specific changes to the City Zoning Ordinance:

1. The Planning Commission should sponsor changes to the Zoning Map to reflect some of the land uses recommended by the Future Land Use Map. Specifically, the Plan recommends that the areas shown on Map 3 be rezoned by the City of Gaylord.

Areas A, B and C: Rezone from C2, Central Commercial to R2, Multiple Residence District.

Area D: Rezone from C2, Central Commercial and R2, Multiple Residence District to O, Office and Limited Commercial.

Area E: Rezone from R2, Multiple Residence to R1, Single Family Residence.

2. Concurrent with Item 1 above the Planning Commission should sponsor the following amendments to the Zoning Ordinance text:
 - (a) Create a Low Density Residential zoning district for larger lot sizes as recommended in Chapter 5. This will involve amending the R1 Chapter to require larger minimum lot sizes.
 - (b) Amend the R2, Multiple Residence zoning chapter to no longer allow multiple family dwellings as a use by right. Amend this chapter to allow duplexes only as a Special Land Use. The name of this district should also be changed to delete the reference to multiple residence
 - (c) Create a new multiple family-zoning district to be called R3 which will allow low-density residential multi-family development as recommended by Chapter 5.
 - (d) Create a new high-density multi-family zoning district to be called R4 as recommended by Chapter 5.
 - (e) Create a new mobile home zoning district to be called R5 as recommended by Chapter 5.
 - (f) Create a new Office zoning district which will allow for the conversion of single family houses to office and limited retail along North Center Street.
3. Revise the Zoning Ordinance to delete the “pyramid zoning” provisions which allow all low intensive uses to be permitted within successively higher intensive use zones, e.g. single family in commercial and commercial in industrial.
4. Develop new rules for non-conforming uses and buildings which will be created when the proposed zoning map and text changes occur. These rules should pertain to different classes of non-conforming uses and the ability to re-build or re-establish the non-conforming use if this is destroyed.
5. Review and revise the Zoning Ordinance to better define uses permitted by right and by Special Land Use in all zoning districts.

6. Adopt access control measures to better regulate vehicle circulation on major city streets M-32 and U.S. 27.
7. Review entire Zoning Ordinance to determine the need for additional definitions and regulations in view of the changes recommended by the Master Plan.

Other recommendations of this Plan are as follows.

PREPARE CORRIDOR PLANS

As contained in the Goals and Objectives Chapter the Plan recommends that corridor studies be conducted along M-32 and Old U.S. 27 and then a plan be prepared to help relieve traffic congestion and reduce the potential for traffic accidents. This study should involve officials from the Michigan Department of Transportation.

WELLHEAD PROTECTION PROGRAM

The City should take the necessary steps to complete the Wellhead Protection Plan which is in draft form. Adoption of this Plan should be followed by action to implement the Plan such as amending the site plan review standards in the Zoning Ordinance to require secondary containment and hookup of floor drains to the sanitary sewer system.

ZONING ADMINISTRATOR

The City should discuss the hiring of a separate Zoning Administrator. Currently the City /clerk functions in this position. A separate position needs to be created in order to better carry out the administration of the Zoning Ordinance.

CAPITAL IMPROVEMENTS PROGRAM

Capital Improvements Programming (CIP) is the first step in a comprehensive management system designed to relate priorities and programs to community goals and objectives. It is a means of planning ahead for the funding and implementation of a major construction and land acquisition activities. The typical CIP is six years in length and updated yearly. The first year in each CIP contains the capital improvement budget. The program generally includes a survey of the long-range needs of the entire governmental unit covering major planned projects along with their expected cost and priority. The City Council then analyzes the projects, financing options, and the interrelationship between projects. Finally, a project schedule is developed. Priority projects are included in the Capital Improvements Programs. Low priority projects may be retained in a Capital Improvements Schedule which may cover as long as 20 years.

The CIP is useful to the city, private utilities, citizens, and investors, since it allows coordination in activities and provides the general public with a view of future expectations.

City officials currently follow a capital improvements program which consists mainly of street improvements but the Planning Commission needs to be actively involved and formally adopt the Capital Improvements Plan as required by the Municipal Planning Act, P.A. 285 of 1931.

PLANNING COMMISSION WORK PROGRAM

The Plan recommends that the Planning Commission prepare a work program in January of each year. This work program would set forth the tasks or goals which the Planning Commission determined to accomplish for the upcoming year. This will allow the Commission to stay focused on important tasks, in order to develop and implement goals and strategies identified within this Plan.

MEET WITH COUNTY PLANNING COMMISSION

The Plan recommends that the Gaylord Planning Commission initiate the establishment of regular meetings with the Otsego County Planning Commission to discuss issues of mutual concern, coordinate land use development plans and site development standards. These meetings should occur at least twice each year.

PLANNING EDUCATION

Planning Commissioners should be kept informed of planning seminars to learn how to better carry out their duties and responsibilities as Planning Commissioners. These seminars are regularly sponsored by the Michigan Society of Planning Officials (MSPO) and the Michigan Municipal League (MML) and are a valuable resource for Planning Commissions. There are also several planning publications which are useful information tool for Planning Commissioners. The main publications are Planning and Zoning News and Michigan Planner Magazine.

REVISIONS TO THE MASTER PLAN

The Master Plan should be reviewed with periodic updates in order to be responsive to new growth trends and current city attitudes. As growth occurs over the years, the Plan's goals, land use information, populations projections, and other pertinent data should be reviewed and revised as necessary so the Plan can continue to serve as a valid guide to the growth of the City.

Map 3

APPENDIX

Table 1. Selected Population and Housing Characteristics: 1990
Gaylord city, Otsego County, Michigan

Population counts set forth herein are subject to possible correction for undercount or over count. The United States Department of Commerce is considering whether to correct these counts and will publish corrected counts, if any, not later than July 15, 1991. The user should note that there are limitations to many of these data. Please refer to the mechanical documentation provided with Summary Tape File 1A for a further explanation on the limitations of the data.

Total Population	3,256	Total Housing Units	1,411
SEX		OCCUPANCY AND TENURE	
Male	1,457	Occupied housing units	1,290
Female	1,799	Owner occupied	677
		Percent owner occupied	52.5
		Renter occupied	613
AGE		Vacant housing units	121
Under 5 year	262	For seasonal, recreational, or occasional use	50
5 to 17 years	566	Homeowner vacancy rate (percent)	1.9
18 to 20 years	127	Rental vacancy rate (percent)	4.2
21 to 24 years	184		
25 to 44 years	891	Persons per owner-occupied unit	2.74
45 to 54 years	283	Persons per renter-occupied unit	1.98
55 to 59 years	117	Units with over 1 person per room	31
60 to 64 years	139		
65 to 74 years	276	UNITS IN STRUCTURE	
75 to 84 years	284	1-unit, detached	842
85 years and over	127	1-unit, attached	9
Median age	35.4	2 to 4 units	219
Under 18 years	828	5 to 9 units	49
Percent of total population	25.4	10 or more units	239
18 Years and over	687	Mobile home, trailer, other	53
Percent of total population	21.1		
HOUSEHOLDS BY TYPE		VALUE	
Total households	1,290	Specified owner-occupied units	614
Family households (families)	785	Less than \$50,000	255
Married-couple families	611	\$50,000 to \$99,999	339
Percent of total households	47.4	\$100,000 to \$149,999	17
Other family, male householder	34	\$150,000 to \$199,999	2
Other family, female householder	140	\$200,000 to \$299,999	1
Nonfamily households	505	\$300,000 or more	-
Percent of total households	39.1	Median (dollars)	53,700
Householder living alone	466		
Householder 65 years and over	282	CONTRACT RENT	
		Specified renter-occupied units	
Persons living in households	3,067	Paying cash rent	596
Persons per household	2.38	Less than \$250	236
		\$250 to \$499	343
GROUP QUARTERS		\$500 to \$749	17
Persons living in group quarters	189	\$750 to \$999	-
Institutionalized persons	175	\$1,000 or more	-
Other persons in group quarters	14	Median (dollars)	274
RACE AND HISPANIC ORIGIN		RACE AND HISPANIC ORIGIN OF HOUSEHOLDER	
White	3,214	Occupied housing units	1,290
Black	-	White	1,282
Percent of total population	-	Black	-
American Indian, Eskimo, or Aleut	19	Percent of occupied units	-
Percent of total population	0.6	American Indian, Eskimo, or Aleut	6
Asian or Pacific Islander	18	Percent of occupied units	0.5
Percent of total population	0.6	Asian or Pacific Islander	2
Other Race	5	Percent of occupied units	0.2
Hispanic origin (of any race)	13	Other race	-
Percent of total population	0.4	Hispanic origin (of any race)	3
		Percent of occupied units	0.2

1990 CPH-L-83. Selected Population and Housing Characteristics: 1990
 Table 1. Gaylord city, Otsego County, Michigan

The user should note that these data are based on a sample, subject to sampling variability, and that there are limitations to many of these data. Please refer to the technical documentation for Summary Tape File 3 for a further explanation of sampling variability and limitations of the data.

URBAN AND RURAL RESIDENCE		VETERAN STATUS	
Total Population	3,256	Civilian veterans 16 years and over	382
Urban Population	3,256	65 years and over	97
Percent of total population	100.0	NATIVITY AND PLACE OF BIRTH	
Rural Population	-	Native population	3,200
Percent of total population	-	Percent born in Stat of residence	82.4
Farm Population	-	Foreign-born population	56
SCHOOL ENROLLMENT		Entered the U.S. 1980 to 1990	-
Persons 3 years and over enrolled in school	681	LANGUAGE SPOKEN AT HOME	
Preprimary school	67	Persons 5 years and over	2,994
Elementary or high school	510	Speak a language other than English	144
Percent in private school	5.3	Do not speak English "very well"	18
College	104	Speak Spanish	3
EDUCATIONAL ATTAINMENT		Do not speak English "very well"	-
Persons 25 years and over	2,117	Speak Asian or Pacific Island language	4
Less than 9 th grade	310	Do not speak English "very well"	4
9 th to 12 th grade, no diploma	267	ANCESTRY	
High school graduate	680	Total ancestries reported	3,827
Some college, no degree	445	Arab	-
Associate degree	117	Austrian	-
Bachelor's degree	203	Belgian	20
Graduate or professional degree	95	Canadian	20
Percent high school graduate or higher	72.7	Czech	11
Percent bachelor's degree or higher	14.1	Danish	31
RESIDENCE IN 1985		Dutch	104
Persons 5 years and over	2,994	English	454
Lived in same house	1,339	Finnish	37
Lived in different house in U.S.	1,646	French (except Basque)	321
Same State	1,501	French Canadian	53
Same County	926	German	919
Different County	575	Greek	15
Different State	145	Hungarian	8
Lived abroad	9	Irish	576
DISABILITY OF CIVILLIAN		Italian	83
NONINSTITUTIONALIZED PERSONS		Lithuanian	-
Persons 16 to 64 years	1,769	Norwegian	10
With a mobility or self-care limitation	76	Polish	590
With a mobility limitation	39	Portuguese	-
With a self-care limitation	43	Romanian	-
With a work disability	157	Russian	8
In labor force	51	Scotch-Irish	88
Prevented from working	75	Scottish	102
Persons 65 years and over	574	Slovak	-
With a mobility or self-care limitation	113	Sub-Saharan African	-
With a mobility limitation	107	Swedish	72
With a self-care limitation	53	Swiss	15
CHILDREN EVER BORN		Ukrainian	20
Per 1,000 WOMEN		United State or American	114
Women 15 to 24 years	585	Welsh	8
Women 25 to 34 years	1,604	West Indian (excluding Hispanic origin groups)	-
Women 35 to 44 years	2,054	Yugoslavian	-
		Other ancestries	148

1990 CPH-L-83. Selected Labor Force and Commuting Characteristics: 1990
 Table 2. Gaylord city, Otsego County, Michigan

The user should note that these data are based on a sample, subject to sampling variability, and that there are limitations to many of these data. Please refer to the technical documentation for Summary Tape File 3 for a further explanation of sampling variability and limitations of the data.

LABOR FORCE STATUS		OCCUPATION	
Persons 16 years and over	2,521	Employed persons 16 years and over	1,361
In labor force	1,406	Executive, administrative, and managerial occupations	124
Percent in labor force	55.8	Professional specialty occupations	190
Civilian labor force	1,406	Technicians and related support occupations	20
Employed	1,361	Sales occupations	186
Unemployed	45	Administrative support occupations, including clerical	253
Percent-Unemployed	3.2	Private household occupations	2
Armed Forces	-	Protective service occupations	7
Not in labor force	1,115	Service occupations, except protective and household	215
Males 16 years and over	1,070	Farming, forestry, and fishing occupations	33
In labor force	725	Precision production, craft, and repair occupations	171
Percent in labor force	67.8	Machine operators, assemblers, and inspectors	71
Civilian labor force	725	Transportation and material moving occupations	72
Employed	707	Handlers, equipment cleaners, helpers and laborers	17
Unemployed	18		
Percent-unemployed	2.5	INDUSTRY	
Armed Forces	-	Employed persons 16 years and over	1,361
Not in labor force	345	Agriculture, forestry and fisheries	18
Females 16 years and over	1,451	Mining	30
In labor force	681	Construction	64
Percent in labor force	46.9	Manufacturing, nondurable goods	40
Civilian labor force	681	Manufacturing, durable goods	138
Employed	654	Transportation	71
Unemployed	27	Communications & other public utilities	32
Percent-unemployed	4.0	Wholesale trade	81
Armed Forces	-	Retail trade	347
Not in labor force	770	Finance, insurance and real estate	46
Females 16 years and over	1,451	Business and repair services	65
With own children under 6 years	232	Personal services	86
Percent in labor force	59.1	Entertainment & recreation services	18
With own children 6 to 17 years only	158	Health services	113
Percent in labor force	72.8	Educational services	113
Own children under 6 years in Families and subfamilies	302	Other professional & related services	51
All parents present in household		Public administration	48
In labor force	162		
Own children 6 to 17 years in Families and subfamilies	493	CLASS OF WORKER	
All parents present in household		Employed persons 16 years and over	1,361
In labor force	341	Private wage and salary workers	1,095
Persons 16 to 19 years	185	Government workers	200
Not enrolled in school & not high school graduate	11	Local government workers	95
Employed or in Armed Forces	11	State government workers	38
Unemployed	-	Federal government workers	67
Not in labor force	-	Self-employed workers	62
Unpaid family workers			4
COMMUTING TO WORK			
Workers 16 years and over	1,334		
Percent drove alone	76.9		
Percent in carpools	8.8		
Percent using public transportation	1.8		
Percent using other means	3.1		
Percent walked or worked at home	9.4		
Mean travel time to work (minutes)	10.3		

1990 CPH-L-83. Income and Poverty Status in 1989: 1990
 Table 3. Gaylord city, Otsego County, Michigan

The user should note that these data are based on a sample, subject to sampling variability, and that there are limitations to many of these data. Please refer to the technical documentation for Summary Tape File 3 for a further explanation of sampling variability and limitations of the data.

INCOME IN 1989		POVERTY STATUS IN 1989	
Households	1,291	All persons for whom poverty status is determined	3,052
Less than \$5,000	98	Below poverty level	431
\$5,000 to \$9,999	269	Persons 18 years and over	2,255
\$10,000 to \$14,999	112	Below poverty level	301
\$15,000 to \$24,999	309	Persons 65 years and over	574
\$25,000 to \$34,999	163	Below poverty level	117
\$35,000 to \$49,999	225	Related children under 18 years	795
\$50,000 to \$74,999	86	Below poverty level	128
\$75,000 to \$99,999	15	Related children under 5 years	253
\$100,000 to \$149,999	2	Below poverty level	44
\$150,000 or more	12	Related children 5 to 17 years	542
Median household income (dollars)	20,200	Below poverty level	84
Families	822	Unrelated individuals	546
Less than \$5,000	23	Below poverty level	171
\$5,000 to \$9,999	58	All families	822
\$10,000 to \$14,000	92	Below poverty level	78
\$15,000 to \$24,999	227	With related children under 18 years	449
\$25,000 to \$34,999	123	Below poverty level	68
\$35,000 to \$49,999	200	With related children under 5 years	246
\$50,000 to \$74,999	73	Below poverty level	44
\$75,000 to \$99,999	15	Female householder families	154
\$100,000 to \$149,999	2	Below poverty level	23
\$150,000 or more	9	With related children under 18 years	98
Median family income (dollars)	25,887	Below poverty level	23
Nonfamily households	469	With related children under 5 years	58
Less than \$5,000	83	Below poverty level	8
\$5,000 to \$9,999	208	<u>Percent below poverty level:</u>	
\$10,000 to \$14,999	27	All persons	14.1
\$15,000 to \$24,999	79	Persons 18 years and over	13.3
\$25,000 to \$34,999	31	Persons 65 years and over	20.4
\$35,000 to \$49,999	27	Related children under 18 years	16.1
\$50,000 to \$74,999	14	Related children under 5 years	17.4
\$75,000 to \$99,999	-	Related children 5 to 17 years	15.5
\$100,000 to \$149,999	-	Unrelated individuals	31.3
\$150,000 or more	-	All families	9.5
Median nonfamily household income (dollars)	7,813	With related children under 18 years	15.1
Per capita income (dollars)	10,150	With related children under 5 years	17.9
INCOME TYPE IN 1989		Female householder families	14.9
Households	1,291	With related children under 18 years	23.5
With wage and salary income	847	With related children under 5 years	13.8
Mean wage and salary income (dollars)	25,874		
With nonfarm self-employment income	98		
Mean nonfarm self-employment income (dollars)	25,390		
With farm self-employment income	14		
Mean farm self-employment income (dollars)	-1,199		
With Social Security income	516		
Mean Social Security income (dollars)	6,728		
With public assistance income	108		
Mean public assistance income (dollars)	4,689		
With retirement income	267		
Mean retirement income (dollars)	5,824		

1990 CPH-L-83. Income and Poverty Status in 1989: 1990
 Table 4. Gaylord city, Otsego County, Michigan

The user should note that these data are based on a sample, subject to sampling variability, and that there are limitations to many of these data. Please refer to the technical documentation for Summary Tape File 3 for a further explanation of sampling variability and limitations of the data.

Total housing units	1,411	VEHICLES AVAILABLE	
YEAR STRUCTURE BUILT		Occupied housing units	1,290
1989 to March 1990	8	None	229
1985 to 1988	51	1	584
1980 to 1984	289	2	354
1970 to 1979	266	3 or more	123
1960 to 1969	270	MORTGAGE STATUS AND SELECTED	
1950 to 1959	210	MONTHLY OWNER COSTS	
1840 to 1949	73	Specified owner-occupied housing units	610
1939 or earlier	244	With a mortgage	331
BEDROOMS		Less than \$300	15
No bedroom	29	\$300 to \$499	90
1 bedroom	350	\$500 to \$699	124
2 bedrooms	303	\$700 to \$999	91
3 bedrooms	504	\$1,000 to \$1,499	11
4 bedrooms	187	\$1,500 to \$1,999	-
5 or more bedrooms	38	\$2,000 or more	-
SELECTED CHARACTERISTICS		Median (dollars)	583
Lacking complete plumbing facilities	-	Not mortgaged	279
Lacking complete kitchen facilities	-	Less than \$100	-
Condominium housing units	35	\$100 to \$199	77
SOURCE OF WATER		\$200 to \$299	175
Public system or private company	1,382	\$300 to \$399	26
Individual drilled well	26	\$400 or more	1
Individual dug well	3	Median (dollars)	230
Some other source	-	SELECTED MONTHLY OWNER COSTS AS A	
SEWAGE DISPOSAL		PERCENTAGE OF HOUSEHOLD INCOME IN 1989	
Public sewer	1,383	Specified owner-occupied housing units	610
Septic tank or cesspool	28	Less than 20 percent	309
Other means -		20 to 24 percent	85
Occupied housing units	1,290	25 to 29 percent	97
HOUSE HEATING FUEL		30 to 34 percent	37
Utility gas	1,118	35 percent or more	78
Bottled, tank, or LP gas	5	Not computed	4
Electricity	92	GROSS RENT	
Fuel oil, kerosene, etc.	43	Specified renter-occupied housing units	604
Coal or coke	-	Less than \$200	126
Wood	19	\$200 to \$299	154
Solar energy	-	\$300 to \$499	267
Other fuel	13	\$500 to \$749	46
No fuel used	-	\$750 to \$999	9
YEAR HOUSEHOLDER MOVED INTO UNIT		\$1,000 or more	-
1989 to March 1990	314	No cash rent	2
1985 to 1988	386	Median (dollars)	328
1980 to 1984	188	GROSS RENT AS A PERCENTAGE OF	
1970 to 1979	211	HOUSEHOLD INCOME IN 1989	
1960 to 1969	99	Specified renter-occupied housing units	604
1959 or earlier	92	Less than 20 percent	124
TELEPHONE		20 to 24 percent	117
No telephone in unit	63	25 to 29 percent	119
		30 to 34 percent	68
		35 percent or more	179
		Not computed	2

Historical Background of Gaylord

At the close of the Civil War the need for an additional supply of white pine became evident and the lumber operators in the valleys of the Muskegon and Saginaw rivers began to search for new stands of timber. The Otsego County area was one of the areas targeted by the operators to furnish the new supply of timber. There were no settlements in this area or rivers large enough to float logs in large quantities. The operators of the lumber industry looked to the railroads to provide the transportation facilities required, and the railroads began to push northward through the center of the state.

The U.S. Government and the Jackson, Lansing, and Saginaw railroad encouraged veterans of the Civil War to settle in the new country by offering a tract of one hundred sixty (160) acres to be "proved up" by homesteading. A veteran's time in service was deductible from the five (5) years necessary for proving up. The first settlers would arrive in what would become the City of Gaylord in 1873. "A village was platted at the head of the grade by O.M. Barnes of Lansing, secretary of the railroad company, and the place would be named Barnes in his honor." But shortly after it was renamed Gaylord in honor of Augustine Smith Gaylord, an attorney for the railroad and a resident of Saginaw. The railroad was completed from Otsego Lake Village to Gaylord in 1874. There was one wood-fired train a day that traveled between Gaylord and Bay City consisting of one baggage car, one passenger car, and two or three freight cars. The grade from Otsego Lake Village to Gaylord was a difficult climb for the train, as a U.S. Government survey places Gaylord at an elevation of 1351.782 above sea level measured at the site of Gaylord's first high school.

The original plat of the village is dated October 30, 1874, and recorded December 2, 1874. "That part of this plat lying north of Main Street was owned by the railroad company, the part lying south was owned by Orlando M. Barnes, secretary of the railroad and land agent." November 9, 1877, a warranty deed from O.M. Barnes and wife gave lots 15, 16, 17 and 18 of Block 10 for County use only. If, in the future, it was to be used for other purposes, it would revert to Mr. Barnes or his heirs.

Augustine Smith Gaylord, for whom our City was named, was a descendent of the Gaillars; Huguenots who fled France in the 1500's and settled in Connecticut. Augustine's parents would later settle in Ohio where he was born in 1831. Augustine would later become a resident of Saginaw where he taught school and established the first public school system for the City. He later would be admitted to the bar, practice law in the Saginaw area and become the attorney for the railroad. Augustine would later become a secretary for the U. S. Department of Interior and help settle a dispute with Indian Chief Sitting Bull. Due to exposure to bad weather in South Dakota in 1877 while completing the negotiations with Sitting Bull, he became ill and died at age forty-six.

Gaylord was incorporated as a village in 1881. The first Council meeting was held March 18, 1881 with Chester C. Mitchell as presiding officer. It would remain a village until January, 1922, when by a vote of 114 for and 93 against, it became a City-4th class. John P. Hamilton, village president at the time of change of governmental status, became the first Mayor of the City in April of 1922.

Gaylord became the County Seat of Otsego County in 1877. In 1876, the present newspaper moved to Gaylord. About that time the first jail and courthouse were also planned. The first Circuit Court was held here in April of 1876.

As the County Seat and trading center, many services and business operations would locate in Gaylord. The 1870's to 1890's saw the location of blacksmiths, carriage, wagon and sleigh manufacturers, carpenters and harness makers. Doctors, dentists, attorneys, optometrists and chiropractors also became a part of the community.

Stores selling clothing, shoes, groceries, drugs, hats and hardware also opened. Livery stables provided horses, driver and carriages for any transportations need. The agricultural community around Gaylord provided a variety of products for consumption, and the first County Fair would be held in Gaylord in 1881.

The first church in Gaylord was the Congregational in 1874, soon followed by the Catholic, Methodist and Baptist churches.

The lumber industry played a great part in the development of the town with several mills in the area along with the Dayton Lust Block Works who produced unfinished shoe last block, golf heads and finished ten pins. The mills produced finished lumber, shingles, as well as barrels and staves.

The first water system was installed with wooden mains in 1881 and lasted in part until the 1960's. In 1891 the first brick Courthouse was built and would remain until the building of the City-County Building in 1967. The first bank was established in 1889, becoming the Gaylord State Savings Bank in 1893. In 1898 the first electric generator was installed, and, about the same time, Frank Calkins built the first telephone line. He also managed the charcoal kilns north of town.

The early 1900's saw a decline in the lumbering which would slow the growth of Gaylord. The agricultural industry could not carry the employment load, and potatoes became a major crop for the area. An attempt at a number of various business ventures would help the community grow. The attempt to become an automobile-manufacturing center would fail with only about a dozen cars being produced.

The City would grow in later years aided by its central location and junction of M-32 and Interstate 75, which provided encouragement for location of a variety of business ventures in Gaylord. In addition, our beautiful surroundings provided a perfect setting for summer and winter recreation, "Year Round Fun for Everyone". The vast resources of oil and gas under the surface of Otsego County also helped to give the growth of the City a steady rising pattern as we near the 21st century.

The tourist industry, as mentioned previously, has expanded to new heights with the development of a large number of golf courses and retirement area.

Wm. H. Granlund