

memorandum

DATE: September 8, 2022

TO: Village of Suttons Bay Planning Commission

FROM: Jill Bahm, Rose Kim and Eric Pietsch, Giffels Webster

SUBJECT: 2022 Master Plan Update

In preparation for the upcoming September 14 Planning Commission meeting, we are including the following information:

- **Updated working draft.** The “existing conditions” section has been updated as discussed with the Planning Commission last month. Refinements included clarifying some of the tables to reflect rentals, short-term rentals and population.
- **Updated goals and objectives.** Per the Planning Commission’s discussion last month, we have updated the goals and objectives.
- **Future Land Use Map and Descriptions.** At the upcoming meeting, we would like the Planning Commission to discuss the Future Land Use Map and the text that accompanies the map. We have offered some observations in the attached text and included comparisons of the Future Land Use map and Zoning map to further explain those comments.

Following refinement, if any, to the Future Land Use map, we will begin working on the Action Strategy section of the Master Plan. This is the final component, but the most important!

We look forward to meeting with you remotely next week!

2022



VILLAGE OF SUTTONS BAY MASTER PLAN



Prepared by
Village of Suttons Bay
Planning Commission

DRAFT 09/08/22

giffels 
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Acknowledgments

Planning Commission (PC)

Name, Position

Village Council

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Planning & Zoning

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Assisted by Giffels Webster

Resolution of adoption

What is in this Master Plan?





Introduction



Introduction

Purpose of Master Plan

The Master Plan addresses future land uses, community development, and other community features in coordination. It portrays a clear statement of community goals and objectives, establishes a vision of the future, and includes strategies to achieve the vision. If followed carefully, the Master Plan will have a lasting impact on the built and natural environment. The Plan will likely be implemented over short-term, medium-term, and long-term timelines as specified in the Implementation Plan.

The Master Plan is long-range in its view and is intended to guide development in the Village over a period of 10 to 20 years, with reviews and any necessary updates occurring every five years to maintain consistency with the Michigan Planning Enabling Act of 2008. The information and concepts presented in the Master Plan are used to guide local decisions on public and private uses of land and the provision of public facilities and services. It establishes unified long-range general policies, which can be continually referred to in decision making.

The Village of Suttons Bay Master Plan includes a Future Land Use Plan and an implementation chapter to guide the village over the coming years. The Master Plan enables the Village to address all of these related topics in a coordinated manner.



Location

The Village of Suttons Bay is situated in eastern Leelanau County, midway up the eastern shore of the Leelanau Peninsula, in the northwestern Lower Peninsula of Michigan. Just seventeen miles from Traverse City, Suttons Bay is a smaller bay of the Grand Traverse Bay. The Village covers a scant 1.25 miles, and is encompassed entirely by Suttons Bay Township. Adjacent communities to the Township include Leelanau Township to the north, Leland Township to the west, and Bingham Township to the south.

M-22 is a state trunkline highway that wraps around the Leelanau Peninsula, from the northern point of Traverse City until it terminates at Manistee. They meet at M-31 at both ends, but in Traverse City, M-22 also meets M-37, connecting the Village to rest of the state.

Map 1. Location Map

Community and Planning History

NOTE: This section will be moved to the Appendix

Now the Grand Traverse Band of Ottawa and Chippewa Indians (GTB), members of the Odawa (Ottawa), the Ojibwa (Chippewa), and Bodowadomi (Pottawatomi) tribes initially lived in this area known as Suttons Bay. The GTB has retained land in the Township, about four miles north of the Village, called Peshawbestown.

As the area developed along with the timber trade in the mid- to late-1800s, the Village was originally known as Pleasant City or Suttonsburg, after Harry Chittenden Sutton first established a camp and a dock on the bay. Shipping and sailing as well as agricultural farming of potatoes, cherries, and grapes contributed to the local economy in the 19th and 20th centuries, and now Suttons Bay Township is well known for its cherry orchards and vineyards that surround the Village, which became the trade center for the agriculture in the area.

The charming downtown, the waterfront, and the agricultural economies of the surrounding communities continues to draw visitors to the Village as a vacation destination and residents who are attracted to the quality of life the Village provides.

Important dates in the Village's history include:

1854: Arrival of Harry Chittenden Sutton

Harry C. Sutton was one of the first settlers of European descent and has become the Village's namesake.

1871: The VI Grill opened

The VI Grill was originally established as a trading post and is now the oldest, continually operating restaurant in Leelanau County.

1876: Lars Bahle opened a drygoods and clothing store

Now in the fourth generation, the Bahle family is still operating the department store now known as Bahle's as well as several local businesses.

1892: The Manistee and Northeastern Railroad came to southern Leelanau County

1898: Incorporated as a town

1946: The Bay Theatre opens

The Bay Theatre was transformed into a movie theater in a building built in 1920, which is still operational today.

2011: Joint Master Plan adopted by Suttons Bay Township and the Village of Suttons Bay

2012: Recreation Plan

2014: Marina Master Plan

2018: DDA Development Plan and TIF Plan

2022: Recreation Plan



Long-Range Planning vs. Suttons Bay Township

In the Village's Future Land Use Map, prepared in 2011 for the previous joint master plan between the Village and the Township, the future land use designations are shown ([Map 2](#) zoomed in to the Village, and for a more complete view of the Township, [Map 3](#)). The adjacent future land uses at the borders are somewhat inconsistent, but not incompatible.

The northern part of the Township that surrounds the Village is designated as Shoreline Residential and Rural Residential while the Village is categorized as a mix of Mixed Use North, Recreation, and Neighborhood and Rural Residential. The southern part of the Village contains General Commercial and Public/Quasi-public uses, as well as a Conservation overlay, but as these are not intensive uses, these areas between the Village and the Township should all transition between each other with minimal issues.

The Future Land Use definitions are as follows:

Working Lands

The Working Lands category includes land that is being used for resource based industries, such as agriculture and forestry. The purpose of this district is to preserve large, contiguous blocks of productive and potentially productive lands to support working land industries. Other uses compatible within this district include farmsteads, agritourism facilities, agrommercial businesses and a limited number of non-working land uses that match the rural atmosphere.

Rural Residential

The Rural Residential category includes residential developments that provide a transition from the Village to a setting that is comprised of single-family dwellings characterized by the presence of natural landscape features and open space. Cluster design is encouraged for new Rural Residential developments to help preserve open space, farmland, scenic views, forests, and significant natural features, such as quality wetlands.

Neighborhood Residential

The Neighborhood Residential category includes a variety of residential types including detached single-family homes, duplexes, townhouses, and apartments that generally have the characteristics of traditional neighborhood design, such as a grid street system, sidewalks, small lots, and shallow setbacks. Infill housing is encouraged in existing Neighborhood Residential areas. In addition, a modest mix of non-residential uses is allowed in these areas to address the needs of neighborhood residents.

Shoreline Residential

The Shoreline Residential category includes residential developments that occur along shorelines. These developments incorporate techniques which help minimize the potential negative environmental and aesthetic impacts on the water resource. For example, shoreline buffers that help prevent erosion and filter storm water run-off is an encouraged design feature of new residential developments. In addition, developments that provide visual access to the water, pedestrian paths, public parks, and open space are preferred over developments that "wall off" the community from the water resource.

Rural Commercial

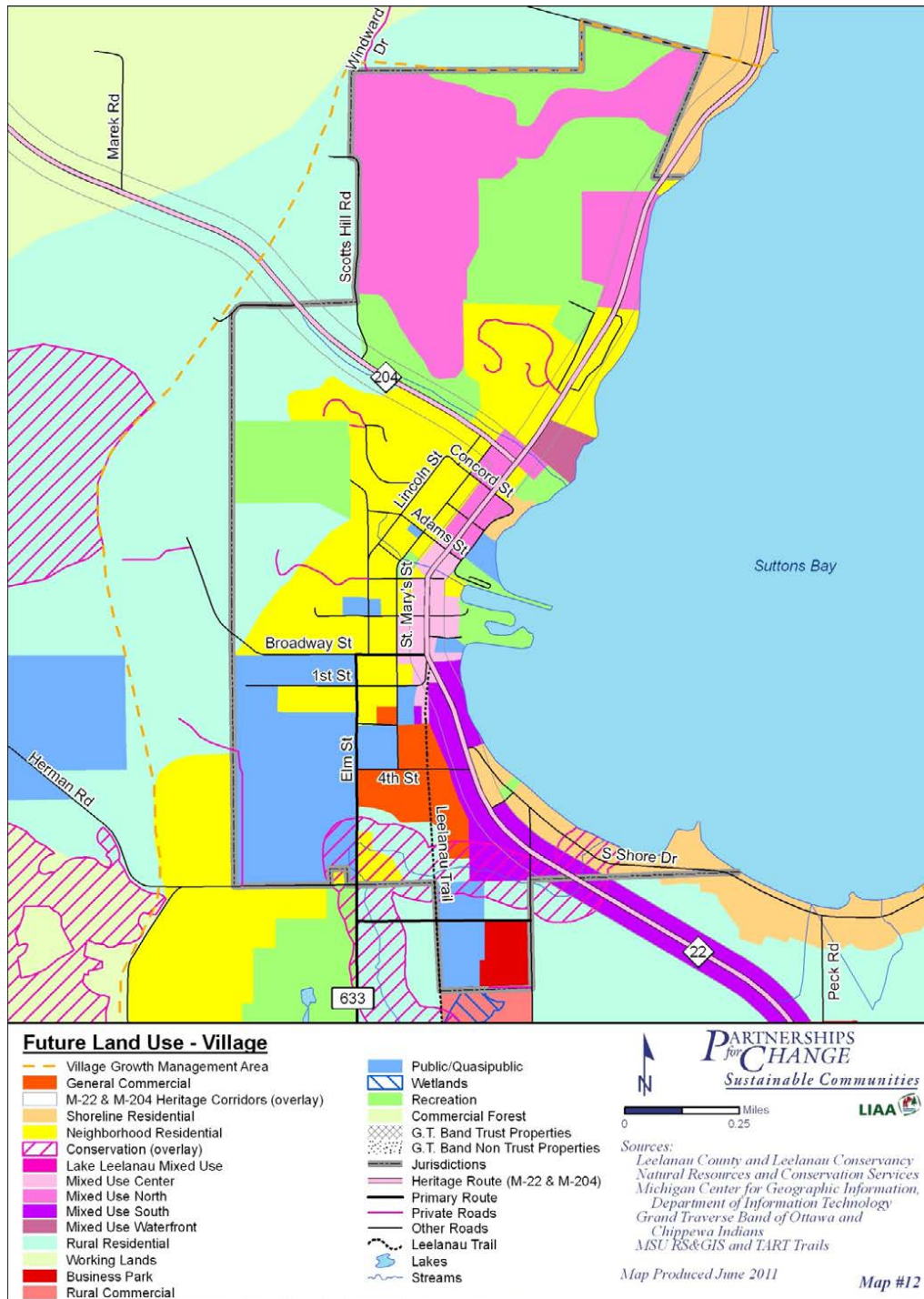
The Rural Commercial category includes small-scale businesses and other businesses that fit within the character of a rural setting. For example, Rural Commercial businesses may include small manufacturing, landscaping operations, plant nurseries, and agrommercial businesses. Rural Commercial uses should not compete with the Suttons Bay Downtown District.

General Commercial

The General Commercial category includes businesses that provide shopping and services at a regional level, such as a grocery store. New and renovated buildings within this category are subject to standards that support current access management techniques, environmentally sensitive landscaping, quality design standards, and Low Impact Design. Typically, General Commercial businesses require significant infrastructure needs and are therefore best suited to be in or adjacent to the Villages.

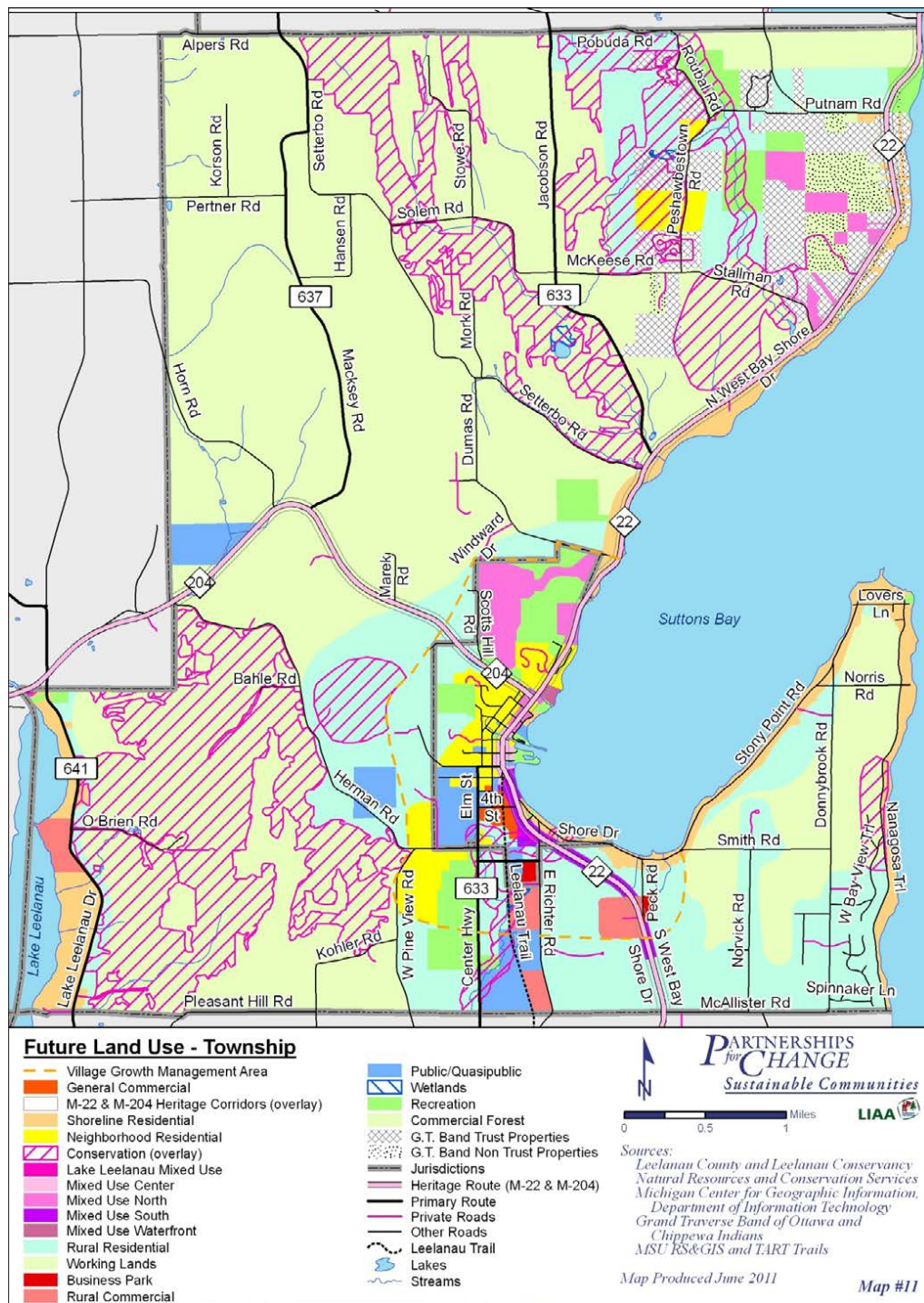


Map 2. Village of Suttons Bay Future Land Use Map, 2011



This map is used for general planning purposes only. The map layers are compiled from a variety of sources and should not be used for site specific decision making. No liability is assumed for the accuracy of the data delineated herein either expressed or implied.

Map 3. Suttons Bay Township Future Land Use Map, 2011



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Mixed Use

The Mixed Use category provides for areas where combinations of employment, housing, shopping, services, and recreational amenities are integrated in a compact, pedestrian oriented form. The Suttons Bay Community has several mixed use areas. However, each area has its own character and key features, which sets the tone for future development. These categories include:

- Mixed Use Center – Key feature: traditional multi-story, downtown buildings
- Mixed Use North – Key feature: existing residential units
- Mixed Use South – Key feature: natural amenities
- Mixed Use Waterfront – Key feature: existing building scale
- Mixed Use – Lake Leelanau Village – Key feature: small village character of Leelanau Village

Business Park

The Business Park category provides for industrial activities that pose minimal environmental impacts and/or office uses. Support uses such as child care, community center, and technical training/educational facilities would also be appropriate in these areas. Ideally, Business Park areas will be of a campus-style character, with pedestrian amenities, attention to landscaping, and environmental protection. In addition, unified signage, entrances, streetscaping, and an effective road system are desired.

Recreation

The Recreation category includes existing and future recreational facilities identified in the Suttons Bay Township and Village of Suttons Bay Recreation Plans. In general, this includes active and passive parks in addition to specialty parks, regional facilities, water access, trails and other unique recreational facilities based on physical features or community focus.

Public/Semi-Public

The Public/Semi-Public category includes facilities that are designed to serve the public interest, such as educational, governmental, religious, health, correction, military, cemeteries, airports, and public safety.

Conservation

The Conservation category includes lands that have extremely sensitive natural systems, significant public/semi-public land holdings, or managed forest preserves. Permanent alterations to the natural landscape and the development of infrastructure are discouraged in these areas.

M-22 and M-204 Heritage Corridors

The M-22 Heritage and M-204 Corridors category includes lands adjacent to the M-22 and M-204 Corridors, as identified in the respective Heritage Corridor Plans. As indicated in these plans, roadside properties will be subject to access management, landscaping, and other aesthetic standards to help preserve the natural character of the roads.

Peshawbestown

The Peshawbestown category includes federally recognized lands that are owned by the Grand Traverse Band of Ottawa and Chippewa Indians. This area is serviced by independent sewer and water systems and these lands may be subject to high densities and commercial uses.

Village Growth Management Area

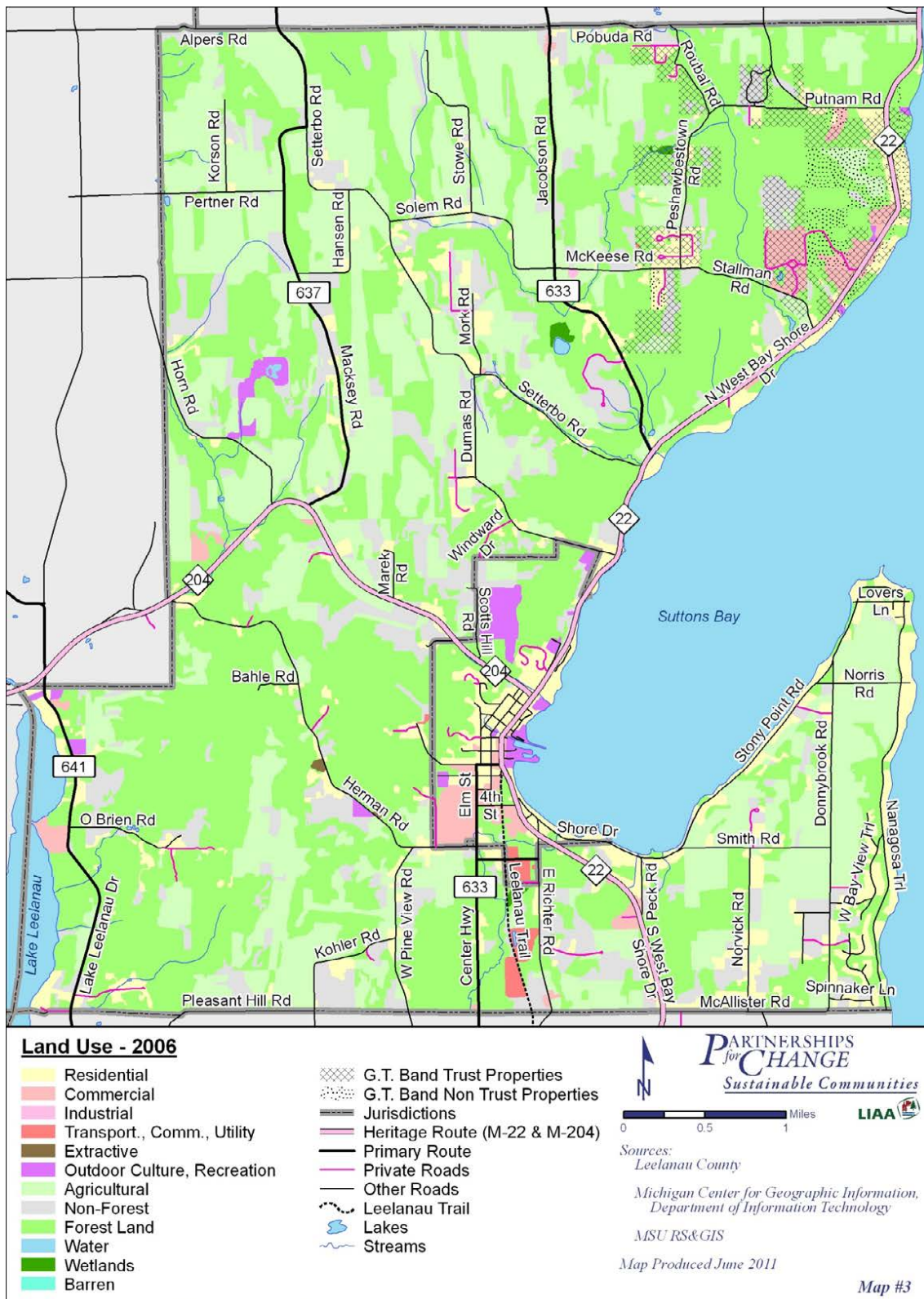
The Village Growth Management Area defines where more intense development will be directed, if and when this type of development is approved. A key purpose of the Village Growth Management Area is to contain costs on the potential extension of services, such as water, sewer, and roadways. In addition, it is anticipated that the growth management area will help preserve rural areas while contributing to a more vibrant village core. For example, the downtown business area is designated for businesses that support daily operations.

Existing Land Use

Map 4 was produced in 2011 and depicts the 2006 land use in the Village and Suttons Bay Township. During this Master Plan update, the Village verified that the land use has remained consistent in 2022.



Map 4. Existing Land Use, 2020



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Demographics

Sound policy making and planning require an understanding of who is currently in a community and who is likely to be there in the future. Demographics allow communities to identify and track trends in population, aging, migration, and local economies, among other things. For these reasons, Master Plans carefully review and use demographic analyses to prepare for issues and demands that a community will face, both now and in the future. Who is in the community dictates, in many ways, the resources, programming, and physical infrastructure that will meet the needs of residents and businesses.

The current data included in this Master Plan is mostly from the U.S. Census Bureau's 2020 Decennial Census and 2016-2020 American Community Survey (ACS) 5-Year Estimates. For comparison, the 2010 Decennial Census and other ACS 5-Year Estimates are frequently used. Since ACS data are estimates and not counts and the Village is a small geographic area, the data can have large margins of error and the data may be less reliable. Moreover, this data does not reflect the full extent of changes the Village has experienced due to the COVID-19 pandemic.

Many demographic trends, including changes to population, growth rates, age distribution, and income, impact future land use. National and regional trends can help provide additional information for local communities. Noteworthy national and regional trends include:

- Birth rates in the United States have been falling almost continuously for more than a decade. The 2020 Census showed the lowest birthrate in US history of 11.0 births per 1,000 people. According to the National Center for Health Statistics, for every 1,000 women of childbearing age (15-44), 55.8 of them gave birth in 2020. When compared to 2007 (69.5 births for every 1,000 women of childbearing age), this is a 20% decline in birth rates. Additionally, data from the World Bank shows fertility rates (an estimate of the total number of children a woman will ever have) also at a historically low level, at 1.7 births per woman in 2019.
- The marriage rate in the US continues to decline. According to data from the Centers for Disease Control and Prevention, the rate was 5.1 per 1,000 people in 2020. A rate this low was likely impacted by the pandemic, however, it is a 1% drop from the 2019 rate, and follows a several decades-long trend of fewer marriages.
- The US population is aging. By 2030, every "Baby Boomer" will be 65 years old or older, making 20% of the US population of retirement age.
- As the population ages and fewer babies are born, the 65+ age group will outnumber the 18 and under age group for several years.

Population

The best planning for the future will consider the current makeup of the population, as well as the likely composition in the future. The Village of Suttons Bay's population has fluctuated slightly over the last twenty years, but with no significant growth or loss of residents. The 2020 Census reports a total population of 613 persons, down from 2010's population of 618 (see [Figure 1](#)).

Population Forecast

Using population numbers from the Census in 2000, 2010, and 2020 and a projected population estimate for Leelanau County in the year 2045 from the State of Michigan's Department of Technology, Management and Budget's "Michigan Population Projections by County through 2045" report from 2019, four common projection methods were used to calculate projection estimates for the Village in 2045:



- Extrapolation (follows the historic pattern and assumes growth will occur at the average annual percent change rate),
- Constant share (the Village's share of the county's population will remain at the 2020 level),
- Share of growth (the Village's share of the county's population will remain at the share from 2000 to 2020), and
- Shift-share (the Village's share of the county's population will change by the same annual amount as the average annual percent change from 2000 to 2020).

Given that at the time of publication of the report, the 2020 total population for Leelanau County was projected at 21,763 and that projection was exceeded by 538 persons in the 2020 Decennial Census, it is possible that the projection methods dependent on the county may not reflect the true anticipated population growth rate and the Village may experience either smaller declines in population than projected in [Figure 2](#) or even growth as projected using the extrapolation method.

Figure 1. Population and Rate of Growth

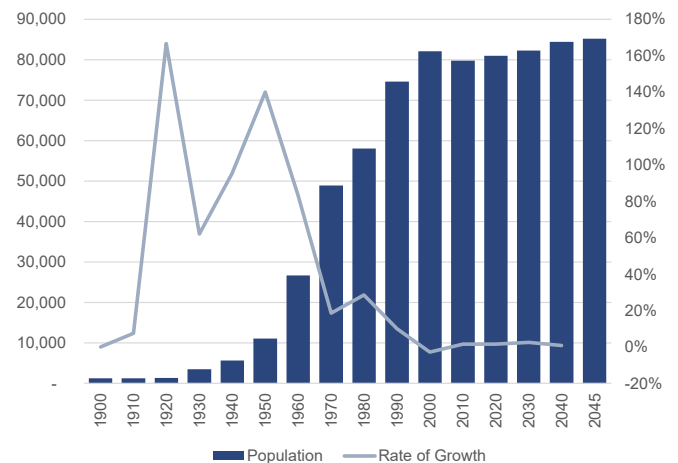
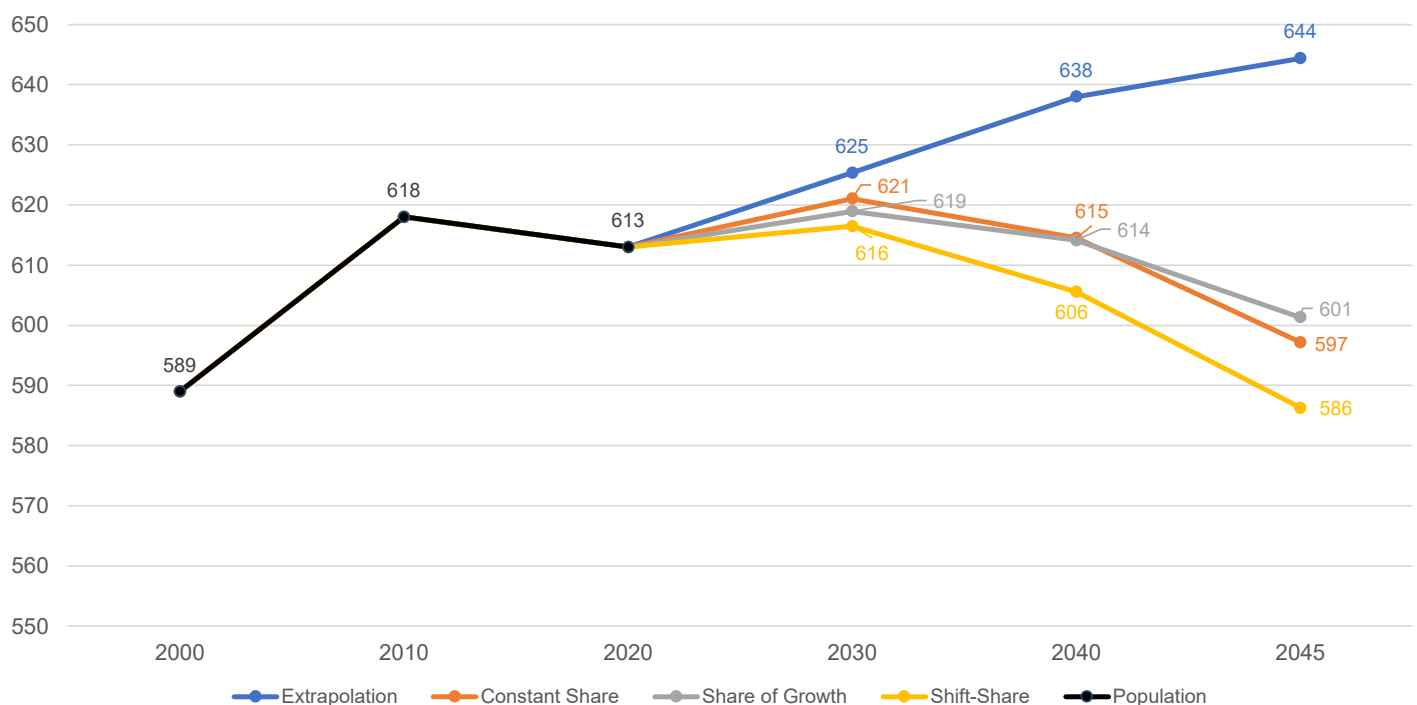


Figure 2. Population Forecast Methods



Source: U.S. Census Bureau, 2010 and 2020 Decennial Census & State of Michigan's Department of Technology, Management and Budget; projections prepared by Giffels Webster

Population Cohort Analysis

Understanding a community's composition by age and sex allows for better insight into demographic conditions and socio-economic trends. The Village has an almost equal distribution of males and females (48.8% vs. 51.1%). However, the ratio varies with age (see [Figure 3](#)). Women tend to live longer than men, as seen in most of the older age cohorts. Often, this also means a corresponding number of single-person households. This breakdown shows the extent to which the older population is the dominant age cohort in the Village. [Table 1](#) shows further the extent to which the older population has grown over the last decade.

Figure 3. Population Distribution by Age and Sex

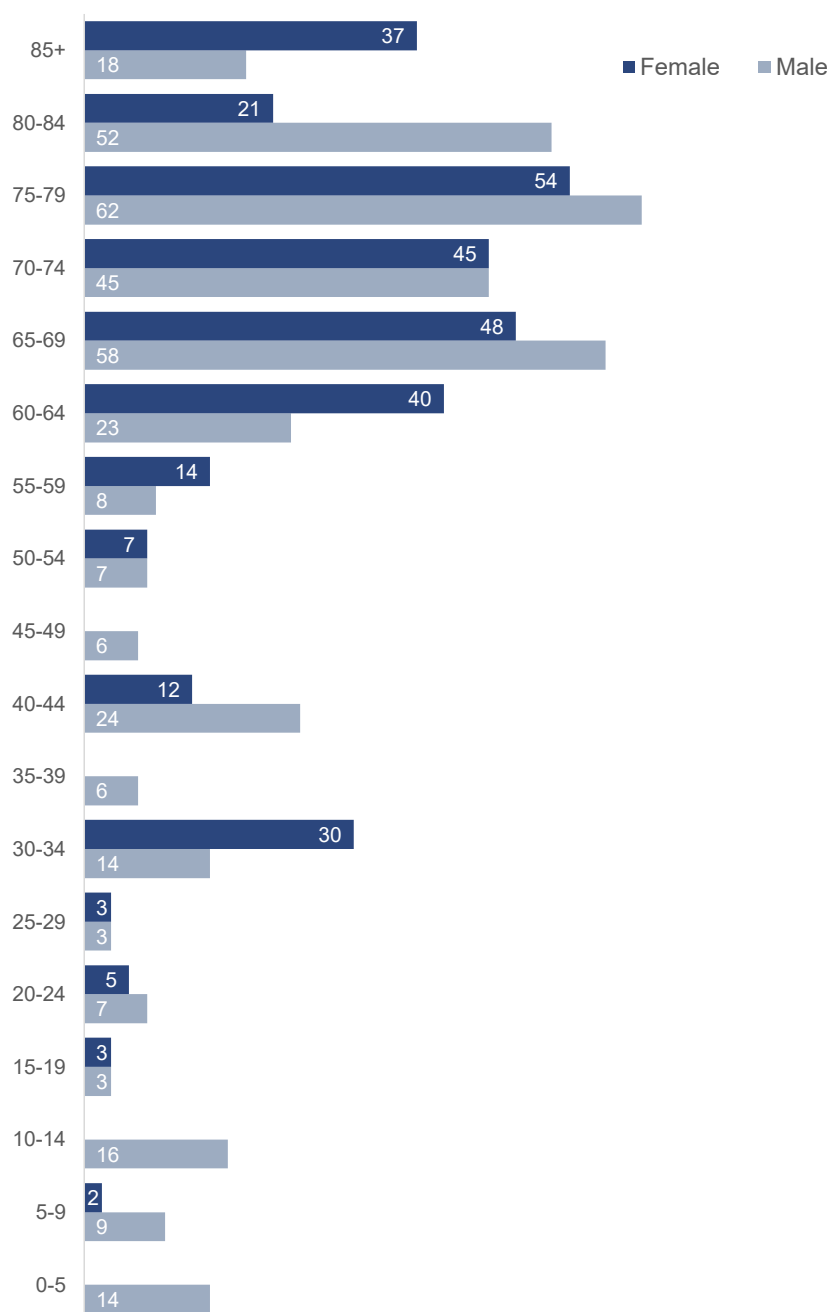


Table 1. Older Adults and Youth Population, 2010 to 2020

Race and Hispanic Origin	2010	2020	Change, 2010-2020	Percent change, 2010-2020
Total population	551	696	145	26.3%
60 and over	173	503	330	190.8%
65 and over	131	440	309	235.9%
65 to 84	111	385	274	246.8%
85 and Over	20	55	35	175.0%
Under 18	107	47	-60	-56.1%
5 to 17	85	33	-52	-61.2%
Under 5	22	14	-8	-36.4%
Median age	45.8	69.1	23.3	50.9%
Note: Population by age changes over time because of the aging of people into older age groups, the movement of people, and the occurrence of births and deaths.				
Source: U.S. Census Bureau, 2010 Decennial Census, 2016-2020 ACS 5-Year Estimates				

Surrounding Communities

This section compares the Village's demographic characteristics to surrounding communities, the county, the region, the state of Michigan and the United States. This context is helpful in understanding the data and its impact on future community needs.

The region is considered the Traverse City, MI micropolitan (micro) area, which is composed of the following four counties: Benzie, Grand Traverse, Kalkaska, and Leelanau. Micros consist of a core with a population between 10,000 and 50,000, in this case, Traverse City, and its surrounding counties. Suttons Bay Township's numbers include the Village of Suttons Bay.

Population Growth

Most communities surrounding the Village have experienced an increase in population since 2010, although at slightly varying rates (See [Table 2](#)). Only Suttons Bay and the Township have experienced a loss in population. The Township's population includes that of the Village, so that indicates a greater drop in the township compared to that of the Village in the last decade.

Table 2. Population and Growth of Surrounding Communities, 2010-2020

Community	2010 Population	2020 Population	Percent change (2010-2020)
United States	308,745,538	331,449,281	7.4%
Traverse City, MI Micro Area	143,372	153,448	7.0%
Leland Township	2,043	2,126	4.1%
Bingham Township	2,497	2,577	3.2%
Leelanau County	21,708	22,301	2.7%
Michigan	9,883,640	10,077,331	2.0%
Leelanau Township	2,027	2,048	1.0%
Village of Suttons Bay	618	613	-0.8%
Suttons Bay Township	2,982	2,883	-3.3%
Source: U.S. Census Bureau, 2010 and 2020 Decennial Census			

Older Adults and Youth Population

Compared to the country and the region, the communities surrounding the Village already have significantly higher percentages of adults who are 65 years or older, but the Village outpaces nearby communities significantly with a percent share of this age group in the Village that is over twenty points higher than the next closest of the compared communities. The communities around Suttons Bay also lack children and young adults compared to the state and the country. The median age for the Village is similarly very high at 69.1 years of age, but not to the extent of [Figure 4](#), suggesting the more middle-of-the-pack figures of a younger population in [Figure 5](#) could be skewing downward slightly.

Figure 4. Percent Older Than 65

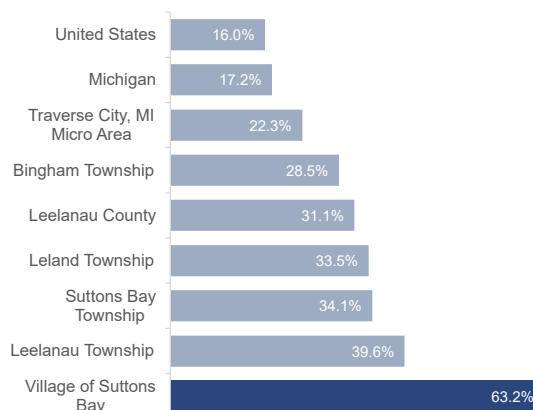


Figure 5. Percent Ages 5 to 17

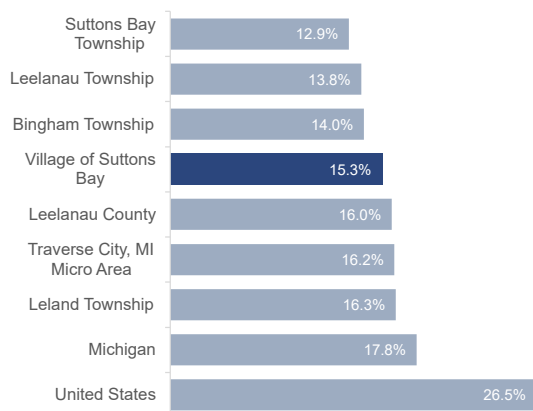
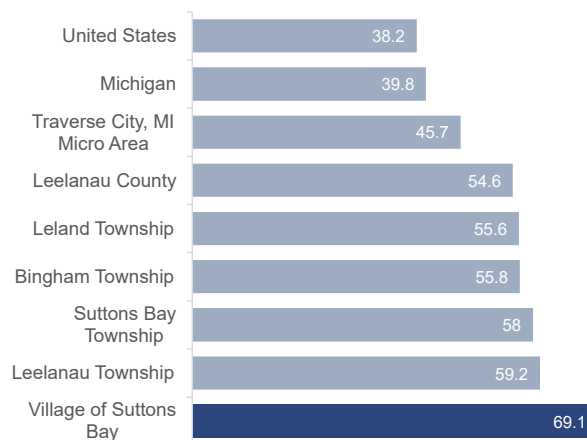


Figure 6. Median Age



Race

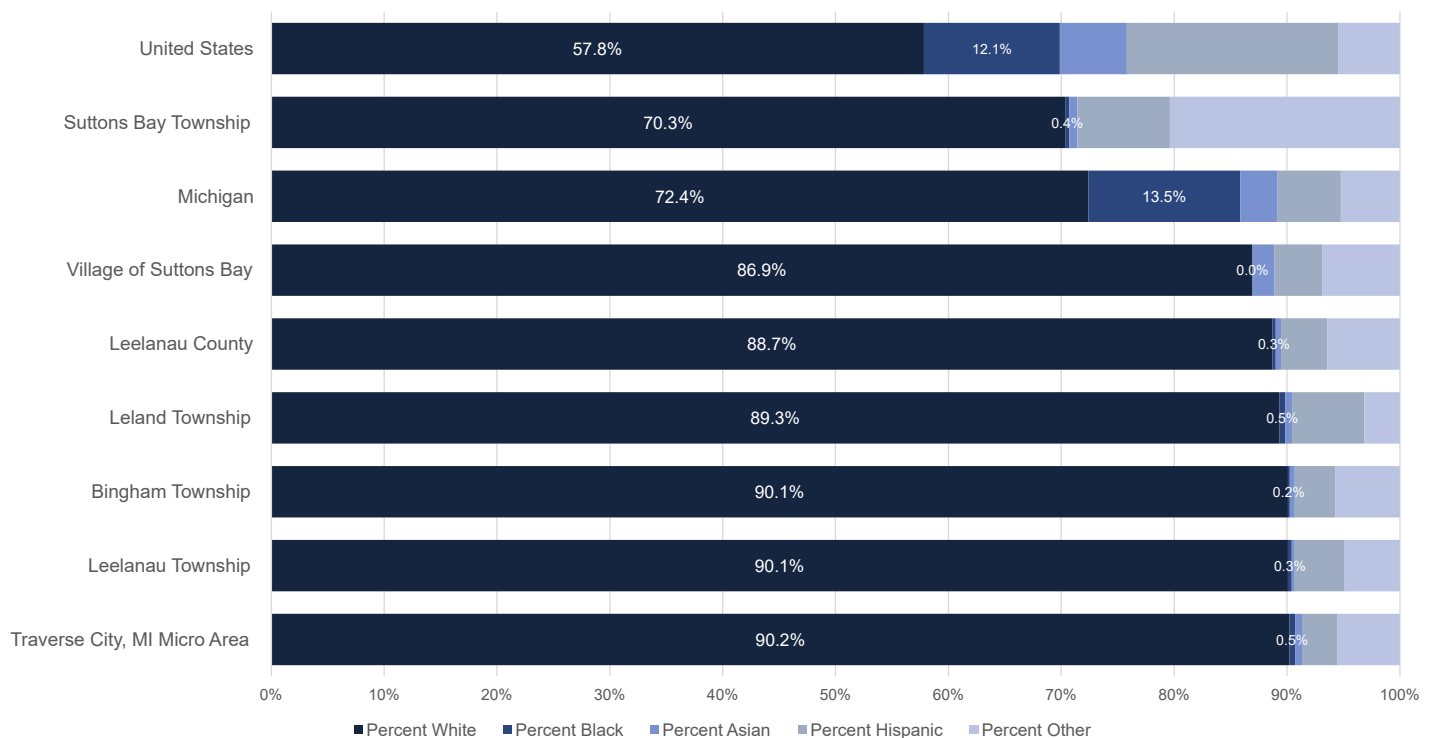
According to the latest count available from the Decennial Census, the racial composition of Suttons Bay is majority white at 86.9%. The racial composition of the Village has become more diverse between 2010 and 2020, with the biggest changes, as detailed in [Table 3](#). The Village is slightly more diverse compared to the region, with a higher percent share in the Hispanic population as well as a small American Indian or indigenous population. Suttons Bay Township has a larger indigenous population in and around the Village of Peshawbestown, located in the Township.

Table 3. Race Distribution

Race and Hispanic Origin	2010	Percent of Population 2010	2020	Percent of Population 2020	Percentage Point Change 2010-2020	Percent of Population Change (2010-2020)
Non-Hispanic	616	99.7%	587	95.8%	3.9%	-3.9%
White	577	93.4%	533	86.9%	6.4%	-6.9%
Black	1	0.2%	0	0.0%	0.2%	-100.0%
Asian	7	1.1%	12	2.0%	-0.8%	72.8%
Multi-Racial	14	2.3%	28	4.6%	-2.3%	101.6%
American Indian or indigenous	17	2.8%	10	1.6%	1.1%	-40.7%
Other	0	0.0%	4	0.7%	-0.7%	
Hispanic	2	0.3%	26	4.2%	-3.9%	1210.6%
Total	618	100.0%	613	100.0%	0.0%	

Source: U.S. Census Bureau, 2010 and 2020 Decennial Census

Figure 7. Racial Composition in Suttons Bay and Surround Communities, 2020



Educational Attainment

Higher levels of education generally result in a more diverse skillset and higher incomes. The Village has almost half of residents holding a graduate or professional degree (Figure 8). This figure has jumped greatly since 2010 when it was 18.3% of the population, and even in comparison to 2019, at 29.3%. It appears this likely those with a bachelor's degree pursuing higher education given the near equivalent

decrease from 42.1% to 15.9% in that span, with smaller changes in other categories.

In 2019, the Village had the second highest percentage of residents with a bachelor's degree or higher, with 50.8%, behind Leland Township, but as of 2020, the Village is now the most highly educated community in the area. See Figure 9 for more details.

Figure 8. Educational Attainment, 2020

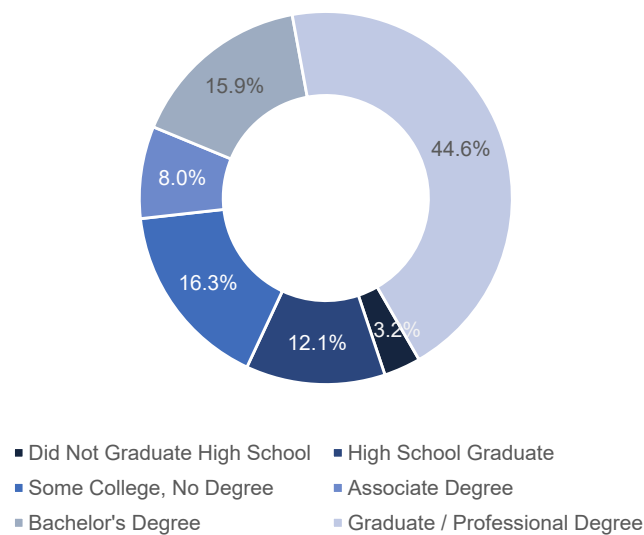
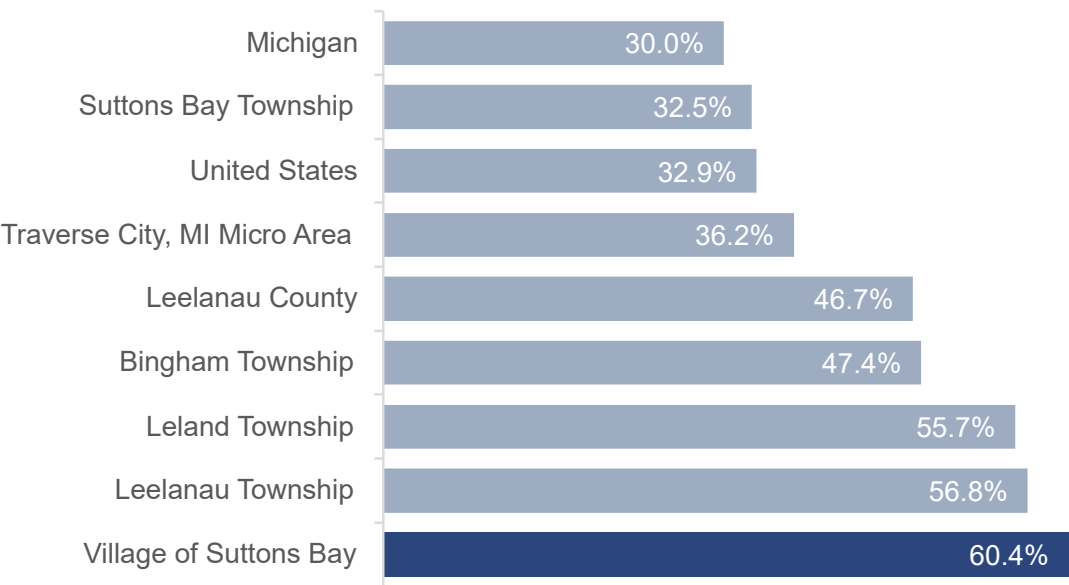


Figure 9. Percent Bachelor's Degree or Higher, 2020



Households

There are 345 households in the Village, with an average of 1.8 people per household. This number represents year-round rather than seasonal households (see [page 34](#) for additional data on housing/households). The number of people per household is quite a bit lower in the Village than in the surrounding communities, with Leelanau County being the most similar with 2.1 people per household. The majority (54.8%) of the Village's households consists of two or more persons without children, followed by households

comprised of a single senior (25.8%). Most households (95.1%) have internet access, primarily broadband (94.5%). Both of these rates are higher than that among the surrounding communities, the state, and nation. Almost all households (98%) have a vehicle in Suttons Bay, which is higher than any of the comparison communities and much lower than the rate throughout Michigan and the United States.

Figure 10. Household Composition, 2020

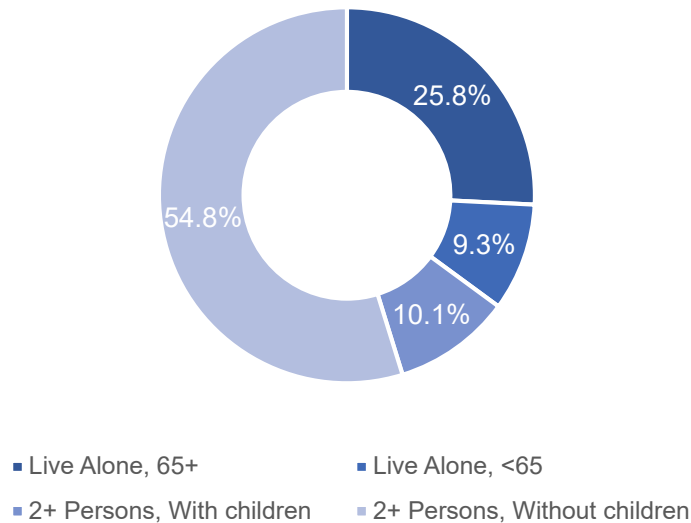


Table 4. Characteristics of Households in the Village of Suttons Bay and Surrounding Communities, 2020

Community	Percent households with internet access	Percent households with broadband internet access	Percent households without a vehicle	Average household size
United States	91.9%	85.5%	8.5%	2.60
Michigan	91.1%	84.7%	7.5%	2.45
Leelanau County	94.0%	88.1%	3.2%	2.31
Village of Suttons Bay	95.1%	94.5%	2.0%	1.80
Bingham Township	94.3%	88.0%	2.2%	2.34
Leelanau Township	93.6%	82.0%	3.3%	2.10
Leland Township	92.3%	85.3%	4.4%	2.37
Suttons Bay Township	91.5%	87.3%	2.9%	2.21
Traverse City, MI Micro Area	92.9%	86.7%	5.0%	2.40

Source: U.S. Census Bureau, 2006-2010 and 2016-2020 ACS 5-Year Estimates

Local Economy

Identifying trends in employment can help a community project future needs for land use categories and assess potential opportunities for economic development. This section provides a snapshot of the existing economic conditions in the Village of Suttons Bay.

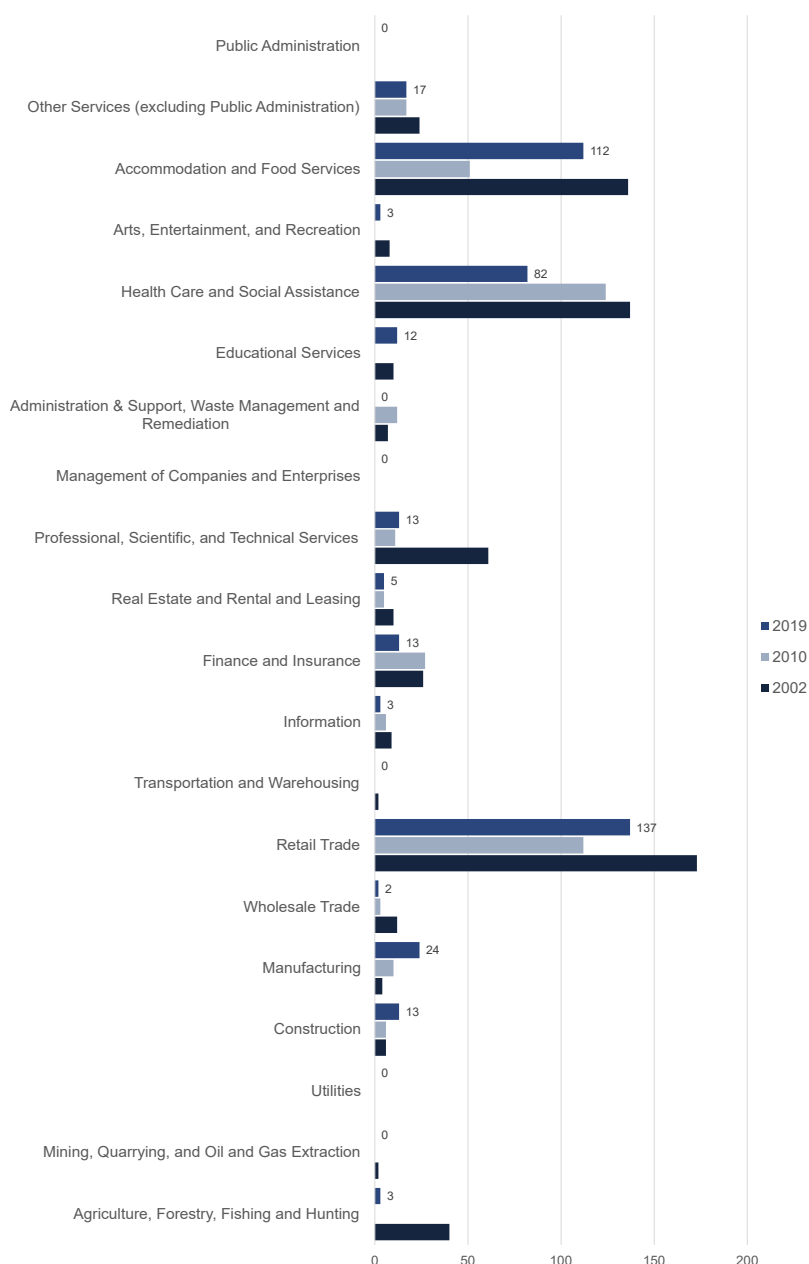
The estimates provided in this chapter are from the Census Bureau's Decennial Census, ACS 5-Year Estimates, and the Census Bureau's Center for Economic Studies Longitudinal Employer-Household Dynamics OnTheMap application. Though the Census data used is the latest available from the 2020 Decennial Census and the 2016-2020 5-Year Estimates, these numbers may not accurately reflect changes due to the COVID-19 pandemic.

Jobs

According to OnTheMap in 2019, the total number of private primary jobs in the Village of Suttons Bay at 439 is 9.1% of those in Leelanau County's worker population of 4,831. The job industry reflects the nature of the Village's role as a seasonal coastal community with an older resident population, with the three largest industry sectors as follows:

1. Retail Trade (137 jobs),
2. Accommodation and Food Services (112), and
3. Health Care and Social Assistance (82).

Figure 11. Jobs by NAICS Industry Sector



Workforce

Employment by Industry

Comparatively, the Village only has 250 residents in the civilian labor force. With 654 people over the age of 16, the labor force participation rate is 39.8% and the employment-residence ratio is 38.2%.

Unemployment

The unemployment rate is fairly low at 3.8% in 2020 based on **Figure 13** amidst the pandemic. But even in 2010 following the recession, the unemployment rate was 2.3%. As the Village has fewer residents who are seeking work in general, it leaves unemployment a relatively minor issue to address for the community.

Figure 13. Unemployment Rate, 2020

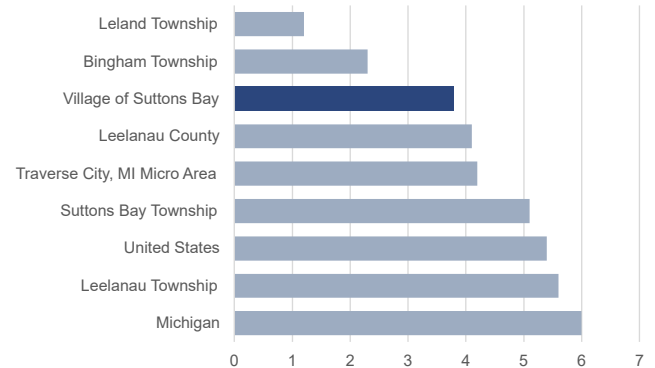
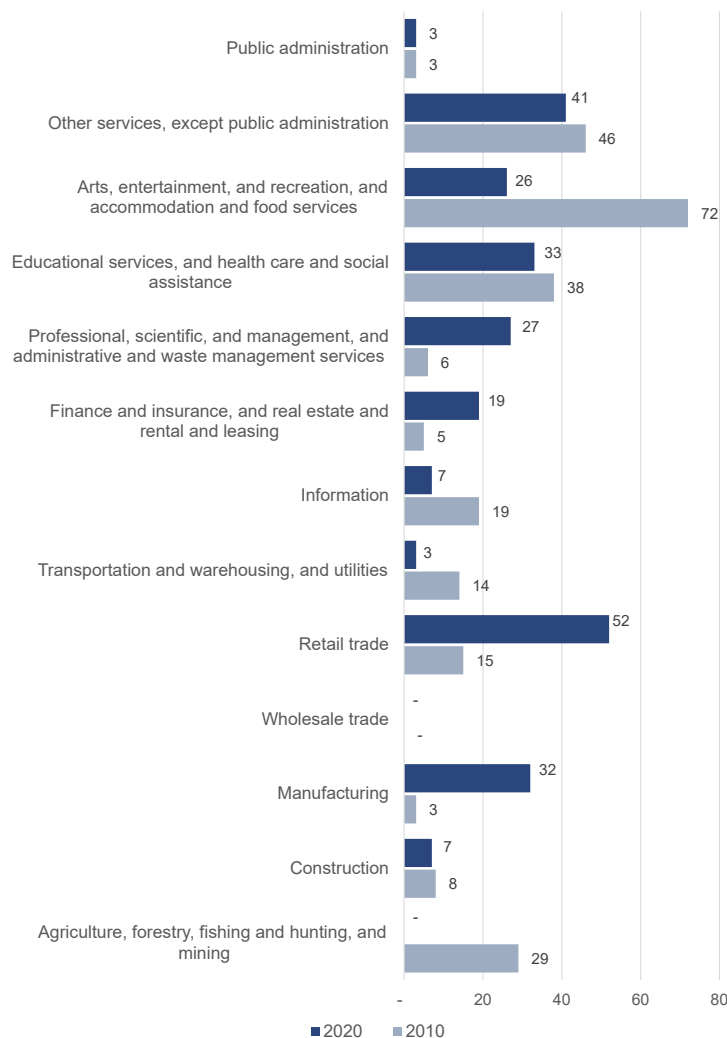


Figure 12. Resident Employment by Industry, 2010 to 2020



Income and Wages

Earnings by Residents

Median household income and per capita (average per person) income are typical metrics to determine the standard of living in a community. Incomes in the Village have grown significantly in the last decade. It's possible median household income in 2020 is sampling error, with a

Table 5. Incomes (in 2020 inflation-adjusted dollars)

Income	2010	2020	Change	Percent change
Median household income	\$50,278	\$93,250	\$33,575	56.26%
Per capita income	\$37,421	\$47,860	\$3,445	7.76%
<i>Source: U.S. Census Bureau, 2006-2010 and 2016-2020 American Community Survey 5-Year Estimates</i>				

whopping \$28,429 margin of error, but according to [Table 6](#), this would still leave the Village towards the top range of nearby communities.

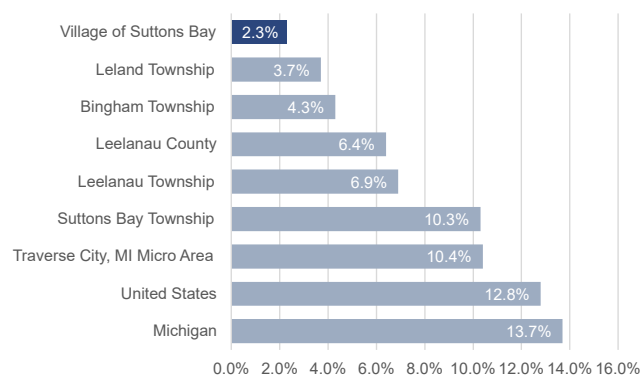
Table 6. Incomes in Suttons Bay and Surrounding Communities, 2020

Community	Median household income	Per capita income
Traverse City, MI Micro Area	\$64,466	\$34,492
United States	\$64,994	\$35,384
Michigan	\$64,994	\$32,854
Leelanau Township	\$66,417	\$48,091
Leelanau County	\$67,330	\$39,308
Bingham Township	\$68,258	\$40,612
Suttons Bay Township	\$68,309	\$36,514
Leland Township	\$72,143	\$42,713
Village of Suttons Bay	\$93,250	\$47,860
<i>*Suttons Bay Township includes the Village of Suttons Bay</i>		
<i>Source: U.S. Census Bureau, 2016-2020 American Community Survey 5-Year Estimates</i>		

Poverty

The Census establishes income thresholds to determine who is in poverty. If a family's income falls below these thresholds, all members of the family are considered to be living in poverty. 13.9% of the Village's population lives below the poverty line. This figure is lowest among the communities and in line with high incomes in the Village.

Figure 14. Poverty Rate in Suttons Bay and Surrounding Communities, 2020



Transportation

Mode of Transportation to Work

In the Village, the dominant mode of travel to work is by car. The percentage of workers who drove alone to work has decreased substantially from 2010 to 2020, but the shifts are less dramatic in 2019, suggesting the pandemic played a significant role.

Table 7. Mode of Transportation to Work

Mode	2010		2019		2020		Percent change 2010-2020
	Estimate	Percent	Estimate	Percent	Estimate	Percent	
Drove alone	197	76.4%	115	70%	121	49.4%	-27.0%
Carpooled or vanpooled	3	1.2%	9	6%	19	7.8%	6.6%
Public transportation	0	0.0%	0	0%	0	0.0%	0.0%
Walked	19	7.4%	18	11%	38	15.5%	8.1%
Biked	4	1.6%	0	0%	4	1.6%	0.0%
Other Means	4	1.6%	0	0%	0	0.0%	-1.6%
Worked at home	31	12.0%	23	14%	63	25.7%	13.7%
Resident workers age 16 and over	258	100.0%	165	100%	245	100.0%	0.0%

Source: U.S. Census Bureau, 2006-2010, 2015-2019, 2016-2020 American Community Survey 5-Year Estimates

Commute Times

The Village has a commute time not significantly dissimilar from surrounding communities or the region. However, in 2019, the mean travel time was 20.1 minutes, giving the Village the third lowest travel time among the communities compared. This is likely due to more residents either working from home or walking to work according to Table 7.

Inflow/Outflow

Figure 16 and Table 8 indicate that because a small proportion of residents both live and work in Suttons Bay and further roughly 60% of workers live outside a ten-mile distance from their workplace, the Village's transportation network is largely affected by regional traffic generated from outside of Village and township limits, so maintaining that network is of high importance.

Table 8. Jobs by Distance (Home Census Block to Work Census Block)

Distance	Estimate	Percent
Less than 10 miles	172	39.2%
10 to 24 miles	166	37.8%
25 to 50 miles	39	8.9%
Greater than 50 miles	62	14.1%

Source: U.S. Census Bureau, 2016-2020 American Community Survey 5-Year Estimates

Figure 15. Mean Travel Time to Work (in minutes), 2020

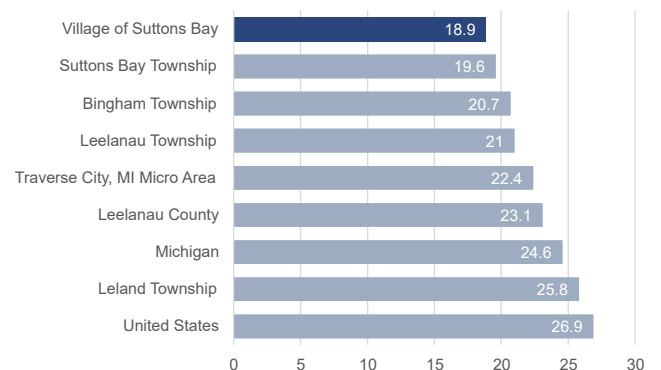
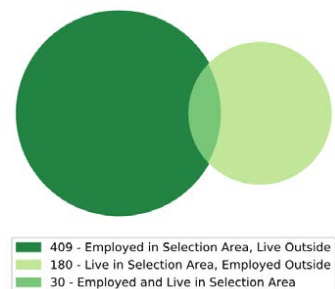


Figure 16. Inflow/Outflow, 2019



Housing

Data about housing can indicate the strength of the local economy and overall community appeal. Older housing reflects the physical, historic, and social context of a community. The age of housing influences local housing policies for rehabilitation and redevelopment. Older houses require additional maintenance and upkeep, and may also require upgrades to ensure energy efficiency, barrier-free access, and increased livability for aging adults.

The data in this chapter is from the American Community Survey (ACS) 5-Year Estimates. Estimates in 2020 have generally skewed noticeably higher in terms of population, households, and housing units compared to previous years. While the pandemic may be the primary factor for changes in population, the number of housing units is surprisingly not in line with the Census data that is currently available from the 2020 Decennial Census, which delivered a total count of 455 housing units in the Village, with 261 occupied units and 194 vacant units. This introduces uncertainty in the reliability of the data and could indicate that some of the conclusions drawn are inaccurate. 2022 Village Assessing records indicate 538 total housing units.

Housing Types and Tenure

In 2020, of the Village's 581 housing units, 345, or 59.4%, are occupied and 236, or 40.6%, are vacant. This high number and percentage generally reflect seasonal residents in the Village. And though the rate is much higher than that of the state and country, it is close to the average rate of surrounding communities. Of the occupied housing units,

most are owner-occupied (85.5%) which again is higher than state and national figures but on par with other local communities. Since 2010, a greater share of the housing units in the Village are multi-unit, from 47.5% in 2010 to 60.6% in 2020.

Table 9. Housing Types in Surrounding Communities, 2020

Community	Housing units	Percent vacant	Percent owner-occupied	Percent renter-occupied	Percent single-family	Percent multi-family
United States	138,432,751	11.6%	64.4%	35.6%	61.7%	38.2%
Michigan	4,611,913	13.7%	71.7%	28.3%	72.1%	27.9%
Traverse City, MI Micro Area	85,228	28.1%	81.0%	19.0%	78.7%	21.2%
Leelanau County	15,738	41.5%	88.9%	11.1%	86.1%	13.8%
Village of Suttons Bay	581	40.6%	85.5%	14.5%	39.4%	60.6%
Bingham Township	1,361	22.0%	90.8%	9.2%	93.5%	6.5%
Leelanau Township	2,159	54.7%	89.4%	10.6%	93.4%	6.3%
Leland Township	1,765	57.3%	86.7%	13.3%	95.8%	4.2%
Suttons Bay Township*	1,884	31.4%	80.1%	19.9%	70.4%	29.6%
*Suttons Bay Township includes the Village of Suttons Bay						
Note: 2022 Village Assessing records indicate 538 total housing units.						
Source: U.S. Census Bureau, 2016-2020 ACS 5-Year Estimates						

Table 10. Housing Types, 2010 to 2020



Housing type	2010	2020	Change, 2010-2020	Percent share, 2010	Percent share, 2020
Single-family detached	237	229	-8	52.5%	39.4%
Multi-unit	214	352	138	47.5%	60.6%
Mobile homes or other	0	0	-	0.0%	0.0%
Total	451	581	130		
Note: 2022 Village Assessing records indicate 538 total housing units.					
Source: U.S. Census Bureau, 2016-2020 ACS 5-Year Estimates					

Housing that is vacant, but used for rent or for seasonal, recreational, or occasional use housing has steadily increased since 2010. Meanwhile, of occupied housing units, renter-occupied units have decreased by 44.4% and vacancy rates have increased significantly in the same period, suggesting that more housing units in the Village belong to homeowners who are only staying in their homes on an irregular basis. But [Table 11](#) also illustrates the

decrease in renter-occupied housing units coinciding with the shift in vacant units used for seasonal, recreational, or occasional use housing which can be attributed to long-term rental units being converted to short term rentals. The Village had 61 short term rental permits in August 2022, which means that the number of renter-occupied homes may be larger than indicated in [Table 11](#).

Table 11. Housing Tenure in the Village of Suttons Bay, 2010-2020

Housing tenure	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Percent share, 2020	Percent change 2010- 2020
Occupied housing units	328	314	292	253	266	258	234	246	220	239	345	59.4%	5.2%
Owner-occupied	238	232	195	177	182	182	181	203	181	203	295	50.8%	23.9%
Renter-occupied	90	82	97	76	84	76	53	43	39	36	50	8.6%	-44.4%
Vacant ¹	123	165	158	180	178	209	207	207	215	249	236	40.6%	91.9%
For rent	3	8	8	8	7	6	6	12	27	29	53	9.1%	1,666.7%
Rented, not occupied	0	0	0	0	0	0	0	0	0	0	0	0.0%	
For sale only	14	21	20	16	9	9	0	6	7	8	5	0.9%	-64.3%
Sold, not occupied	0	0	5	6	6	8	8	0	0	0	0	0.0%	
For seasonal, recreational, or occasional use ²	103	130	118	143	147	176	185	187	179	200	171	29.4%	66.0%
For migrant workers	0	0	0	0	0	0	0	0	0	0	0	0.0%	
Other vacant	3	6	7	7	9	10	8	2	2	12	7	1.2%	133.3%
Total housing units	451	479	450	433	444	467	441	453	435	488	581	100%	28.8%

¹ The high number of vacant housing units reflects the seasonal nature of the Village.

² Some of these housing units are short term rentals.

Note: 2022 Village Assessing records indicate 538 total housing units. The Village had 61 short term rental permits in August 2022, which means that the number of renter-occupied homes may be larger than indicated in this table.

Source: U.S. Census Bureau, 2006-2010 to 2016-2020 ACS 5-Year Estimates

Housing Age and Occupancy

Over one-third of housing units are younger than 25 years old due to the boom in housing development between 2000 and 2009. About one-quarter of current homeowners moved to their home between four and seven years ago, and another quarter between eight and twelve years ago (2010-2014). Almost half (41.4%) of the Village homeowners have lived in their current house for over twelve years.

Figure 17. Year Householder Moved to Suttons Bay, 2020

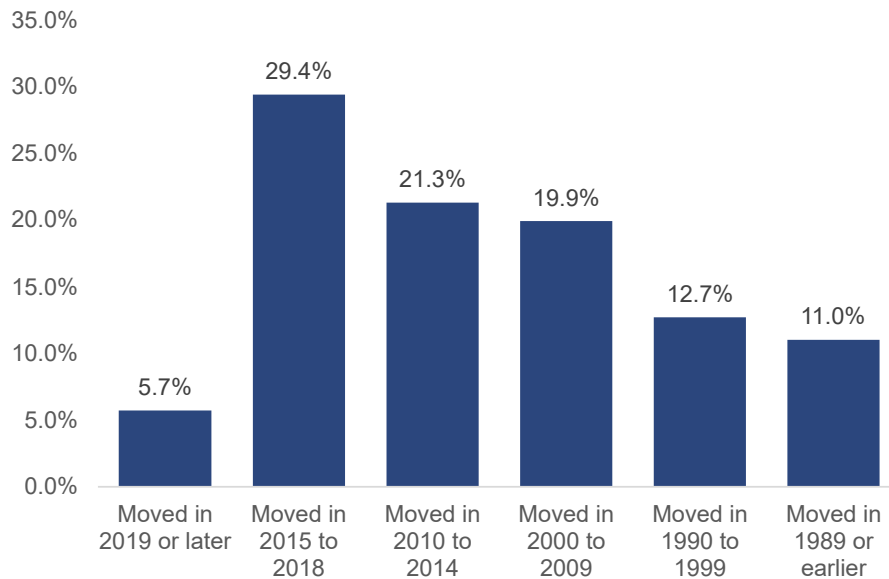
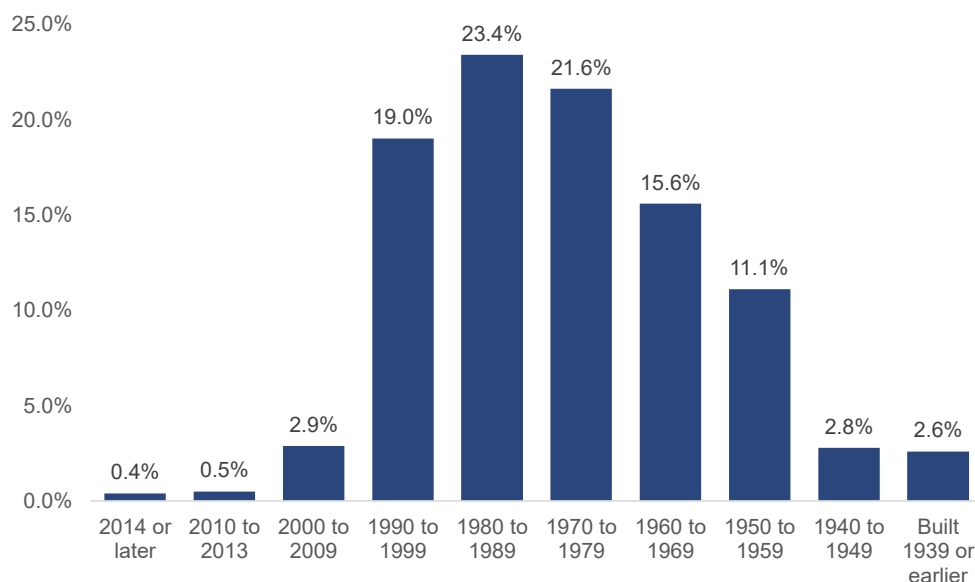


Figure 18. Year Housing Built in Suttons Bay, 2020



Housing Value and Rent Costs

Census data tends to lag behind the local real estate market, so recent changes in the market will not be reflected by the data in [Table 12](#). According to the ACS, housing values have decreased 11.2% between 2010 and 2020 in the Village, from \$373,637 (2020 USD) to \$331,800. The 2010 figure unadjusted for inflation was \$314,800, and it could be skewed by the estimate not yet reflecting the 2006 housing crisis as values in the Village decreased steadily from 2010 to 2015. The 2020 median value of \$331,800 also has an unusually high margin of error at \$123,748, while the average margin of error from 2010 to 2019 (which has not been adjusted for inflation) is \$56,301. Despite this decrease, the median value of owner-occupied housing units is still higher than the average value of housing in surrounding communities. According to Rocket Homes' Suttons Bay, Michigan Housing Market Report, the median sold price for homes sold in the Village in August 2022 was \$425,000.

Monthly median gross rent also decreased 4.7% from \$869 in 2010 (2020 USD) to \$828 in 2020 as seen in [Table 13](#). The 2010 figure in 2010 dollars was \$732, but from 2011 to 2014 (adjusted for inflation) rents in the Village climbed above \$900 before dropping in 2015 and fluctuating in the following years. The median gross rent for the Village is lower than that of some surrounding communities, but still higher than others.

Table 12. Median Housing Values in Surrounding Communities

Community	2010	2020	Change	Percent change
United States	\$223,612	\$229,800	\$6,188	2.8%
Michigan	\$171,151	\$162,600	\$(8,551)	-5.3%
Traverse City, MI Micro Area	\$204,384	\$216,400	\$12,016	5.9%
Leelanau County	\$286,281	\$285,700	\$(581)	-0.2%
Village of Suttons Bay	\$373,637	\$331,800	\$(41,837)	-11.2%
Bingham Township	\$259,694	\$248,800	\$(10,894)	-4.2%
Leelanau Township	\$385,506	\$338,400	\$(47,106)	-12.2%
Leland Township	\$413,516	\$409,400	\$(4,116)	-1.0%
Suttons Bay Township*	\$292,690	\$313,500	\$20,810	7.1%
*Suttons Bay Township includes the Village of Suttons Bay				
Note: 2010 figures are in 2020 inflation-adjusted dollars.				
Source: U.S. Census Bureau, 2006-2010, 2016-2020 ACS 5-Year Estimates				

Table 13. Median Gross Rents in Surrounding Communities

Community	2010	2020	Change	Percent change
United States	\$998.18	\$1,096	\$97.82	10%
Michigan	\$858	\$892	\$33.87	4%
Traverse City, MI Micro Area	\$922	\$931	\$8.78	1%
Leelanau County	\$904	\$961	\$56.58	6%
Village of Suttons Bay	\$869	\$828	\$(40.81)	-5%
Bingham Township	\$701	\$1,208	\$506.54	72%
Leelanau Township	\$882	\$1,016	\$134.13	15%
Leland Township	\$919	\$731	\$-187.66	-20%
Suttons Bay Township	\$793	\$763	\$-29.85	-4%
*Suttons Bay Township includes the Village of Suttons Bay				
Note: 2010 figures are in 2020 inflation-adjusted dollars.				
Source: U.S. Census Bureau, 2006-2010, 2016-2020 ACS 5-Year Estimates				

Community Facilities

Community facilities include both physical facilities located within the Village of Suttons Bay as well as services provided by the Village. Community facilities include essential facilities or services like a fire station or public utility, or may be non-essential facilities or services such as a public park or library. Both essential and non-essential community facilities play a vital role in the Village's potential for growth and resident retention. The availability of public safety services, attractive recreational and cultural facilities, and strong public school and library systems are some examples of community facilities that can help draw new people to the community and enhance the quality of life of existing residents.

Civic Facilities

Suttons Bay Bingham District Library

The Suttons Bay Bingham Library is a district library with a location.

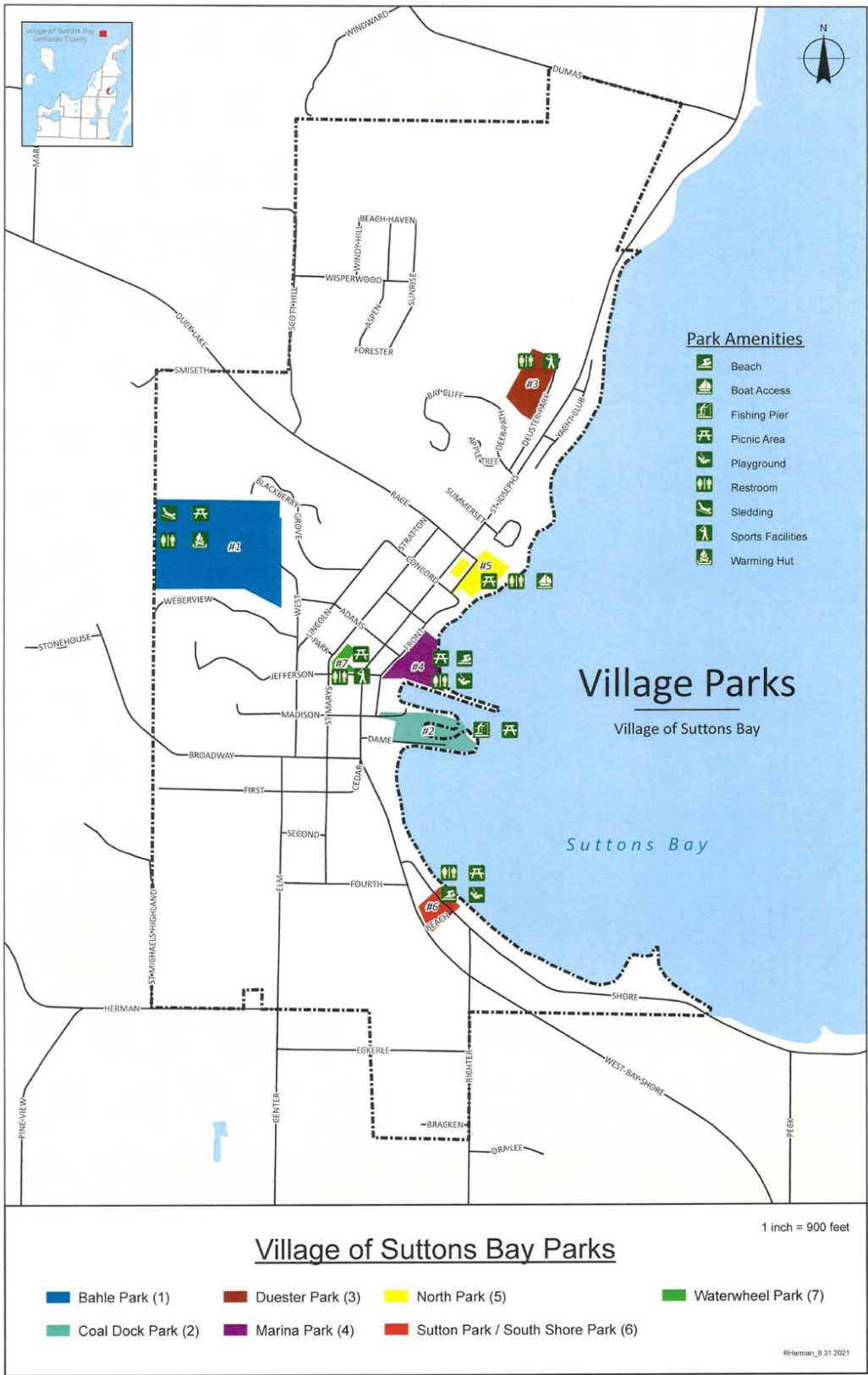
Though its history begins in the early 1890s, the library was legally established in 1979 by agreement of Suttons Bay and Bingham Townships and the Village. The present site of the library has been open since 1984 and the space has been remodeled and renovated a few times since, most recently with the creation of a downstairs community room in 2013.

Parks and Recreational Facilities

- Bahle Park.** With the exception of the long standing and often used Bahle Hut, Bahle Park is intended to remain primarily in a natural state as an in-town opportunity for hiking, snowshoeing, foraging, nature watching, and sledding. The Bahle Hut was constructed in the 1970's in partnership with the local high school students and following a generous donation by past generations of the Bahle Family. Bahle Park offers a unique and exciting opportunity for improvement by incorporating educational opportunities, improving winter activities and encouraging year-round recreational use of this park.
- Coal Dock Park.** Coal Dock Park is a one-acre park at the south end of the marina, located at the end of Dame Street in the Village. Coal Dock Park includes a fishing pier, and picnic tables. A crushed limestone path provides access for bird watching, wetland habitat viewing and fauna studies. A bridge that spans the wetland area and connect Coal Dock Park to Marina Park has been removed due to safety concerns and slated to be replaced as funding permits. The Coal Dock Park provides a natural sitting area for those waiting to board the Inland Seas Schooner, an educational schooner that provides school children the opportunity to sail and learn about the Great Lakes. A fishing pier provides for multi-generational interaction and educational opportunities.
- Deuster Park.** Dedicated for public use in 1914, Deuster park continues to evolve as a recreational area. Remnants of the old softball field can be seen in the aerial photo to the right. Once reclaimed, that area will provide an additional U-8 soccer field. A partnership with the Leelanau Soccer Club in 2019 has caused a surge in the parks use. Deuster Park's amenities now include four active youth soccer fields, recently updated restrooms, a storage barn and gravel parking area. The Leelanau trail runs parallel to the park providing a non-motorized opportunity for kids and adults.



Map 5. Village of Suttons Bay Parks



- **Marina Park.** By far the most utilized park in our park network, Marina Park is located on the water and a block from downtown. A pathway provides access from the parking area to a mobility-mat offering improved access to the water for individuals of higher age demographic and/or those, with physical limitations. Evaluations of this park seem to coincide with public sentiment that this park biggest public need is to replace the restrooms. Although, these restrooms are clean and heavily used, they were constructed in the 1960's and lack modern conveniences such as changing stations and family restrooms.
- **North Park.** North Park, mostly known as a Boating Access Site, was updated in 1995 in partnership with the State by way of a MDNR grant. This park is among the Villages most modern waterfront park and heavily used by boaters and picknickers. Amenities include a boat launch, parking, pavilion and public restrooms. The restrooms have been updated over the years ensuring ADA compliance is at the forefront of all improvements. North Park is used by Leelanau Farmer's market, artists and an ideal location for festivals and events.
- **Sutton Park / South Shore Park.** Sutton Park, is a well-known waterfront beach utilized by locals and visitors alike. Amenities at this park include bathrooms, a pavilion, playground, and swim area. Located at the entrance to the Village and accessed by M-22, this park is ideal for families longing for a safe and comfortable beach experience. The Village has identified this park as a high priority to incorporate or enhance accessibility for all ages and abilities.
- **Waterwheel Park.**
 - o The waterwheel feature was installed in 1974 and restored in the early 2000, with the assistance of local resident Bob Martinson. Accordingly, investment should focus on the historic aspect of the waterwheel, the parks natural features, and improving the use of the park.
 - o There are essentially three areas of this park that offer either passive or active recreational opportunities. These areas are separated by both natural and manmade features resulting in a segmented, rather than an interconnected park. The Village is focused on improving access, leisure and connectivity at this park by prioritizing the installation of hard surface pathways, seating areas and gathering space.



Public Utilities/Services

Fire

The Suttons Bay Bingham Fire & Rescue Department operates out of 201 S St Marys Ave and provided fire protection and Advanced Life Support (ALS) to the Village of Suttons Bay as well as Suttons Bay Township and Bingham Township.

Police

The Village is served by the Leelanau County Sheriff, located at 8527 E Government Center Dr in Suttons Bay Township, a few miles northwest of the Village.

Water & Sewer

The Village of Suttons Bay's water and sewer system is maintained by the Utilities Department. The Village's drinking water is sourced from four groundwater wells, each over 103 feet in depth and conducts weekly, monthly, and annual samples to test lead, copper, arsenic and other requirements of the Michigan Department of Environmental Quality.

Schools

The Village of Suttons Bay is served by Suttons Bay Public Schools, consisting of: Lil' Norsemen Early Childhood Center, Suttons Bay Elementary, Suttons Bay Middle School, and Suttons Bay High School, as well as Suttons Bay Virtual, a K-12 online public education option. According to MI School Data, like student enrollments on the state level, Suttons Bay Public Schools have also declined in the last decade, from a peak of 875 in the 2013-2014 school year to 587 in the most recent 2021-2022 school year.

Other

In addition to these services, other services available to residents include curbside yard waste collection, snow removal, pothole patching, sidewalk and curb repair, and signage services for the Village streets.

Road Classification

The Village of Suttons Bay is served by a rural minor arterial in M-22, a rural major collector in Elm Street which turns into 633 Center Highway as well as local streets. This road inventory describes the system using traditional transportation planning categories known as the National Functional Classification (NFC) system. These classifications were created by the US Department of Transportation Federal Highway Administration and are based on mobility and access provided by certain roads. As roads are modified over time, they may not fall neatly into one classification or another, but their functions for motorized travel can generally be understood. The Village currently has roads that fall generally into the following categories:

Principal Arterial

These roadways are at the top of the classification hierarchy. The primary function of such roadways is to carry relatively long distance, through-travel movements. Examples include interstates and other freeways as well as state routes between larger cities.

Major Arterial

This classification includes roadways that carry major movement throughout the area and provide access to abutting communities. Multi-lane arterials present safety concerns for motorists and non-motorists alike.

Minor Arterial

The main function of minor arterial roads is to serve as routes for through traffic while providing access to abutting properties and minor intersecting streets. Minor arterials carry through-travel movements but carry trips of shorter distance and to lesser traffic generators. Arterials are eligible for federal funding.

Major Collector

Collector streets primarily permit direct access to abutting properties and provide connections from local streets and neighborhoods to minor arterials.

Minor Collector

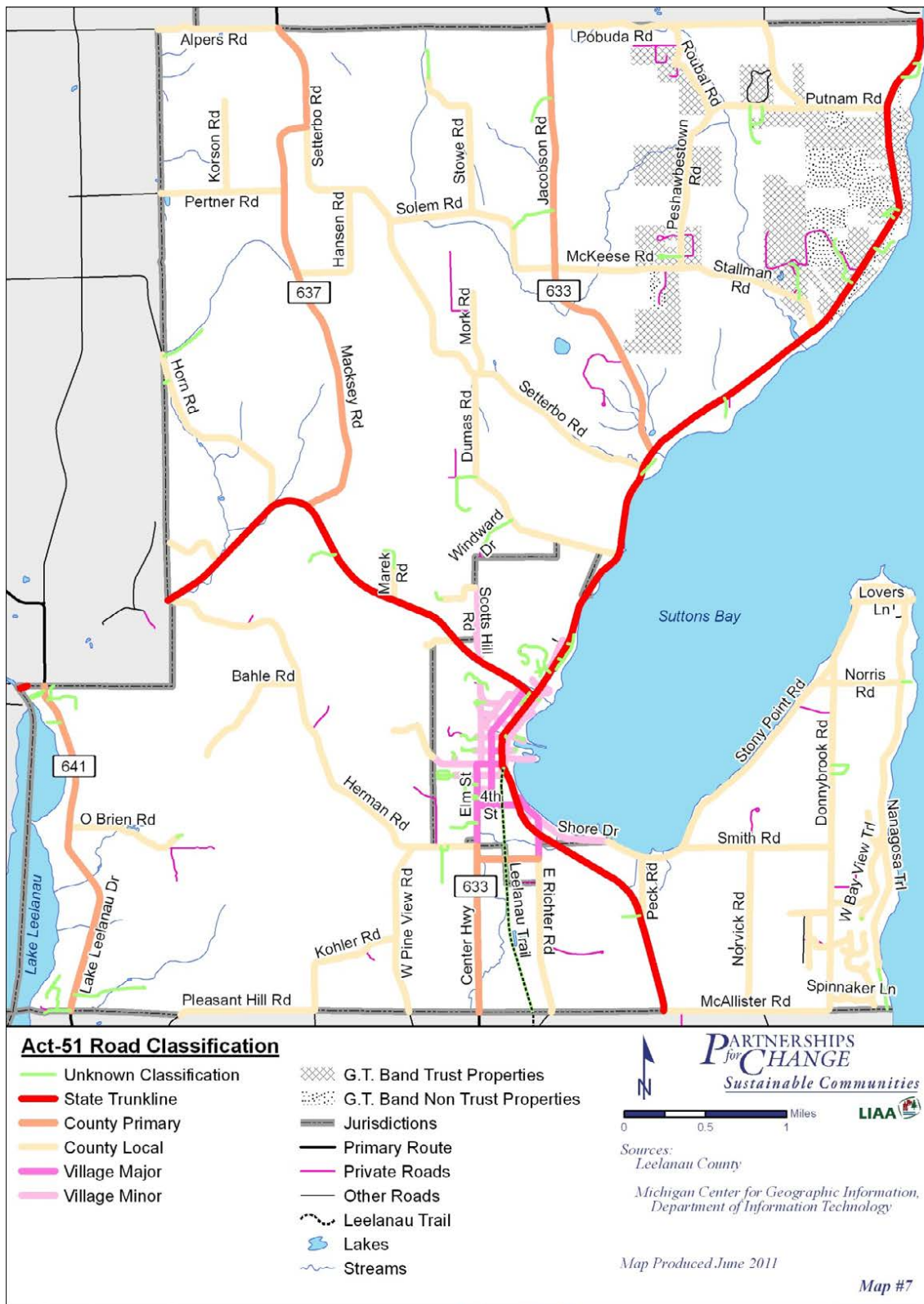
Minor collectors also provide access amongst varying land uses, but generally have less traffic than major collectors.

Local Roads

Local roads provide access to individual properties and typically have moderate to low speeds.



Map 6. National Functional Classification



This map is used for general planning purposes only. The map layers are compiled from a variety of sources and should not be used for site specific decision making. No liability is assumed for the accuracy of the data delineated herein either expressed or implied.

Trails and Pathways

Map 7 shows the Village's non-motorized pathway network, including the Leelanau Trail and U.S. Bicycle Route (USBR) 35.

Trails

Traverse Area Recreation Trail (TART) Trails provides the trail network throughout the greater Traverse region, including the Leelanau Trail, which is a 17-mile non-motorized pathway connecting the Village to Traverse City. In partnership with TART Trails, the Bay Area Transportation Authority (BATA) also offers a Bike-n-Ride service allowing cyclists to use the trail one way and ride the bus back the other way. The Leelanau Trail can be used for winter sports like cross country skiing and snowshoeing during the wintertime.

USBR 35 is a 500-mile route that runs from the Indiana border, near New Buffalo, through Michigan to Sault Ste. Marie, Canada. It generally follows county roads, city streets, state highways, and off-road trails along the Lake Michigan shoreline and through the eastern Upper Peninsula. USBR 35 passes through the Village along the Leelanau Trail.

Sidewalks

The Village has undergone an effort to repair and maintain sidewalks and improve pedestrian walkways in 2022.



Map 7. Non-Motorized Pathways



Public Input

Public input is essential in the Master Plan process as it ensures that the community's vision and needs are being directly addressed.

Online Community Survey

Residents and business owners were asked to complete a community survey so the Village could better understand the community's needs and objectives. The survey questions were formulated with the Planning Commission's guidance at multiple meetings. [Appendix __](#) contains a complete list of survey questions and results.

The online survey was launched on June 30, 2022, and remained open for feedback through July 18, 2022. The survey was promoted on the Village's website and e-newsletter. Postcards were distributed in the mail to all Village residents with a link to the survey and a flyer was posted in the Village Hall.

215 responses were received, but each question averaged roughly 175 responses, with fewer respondents (about 150) answering household demographic questions, which were directed towards residents.

Generally, people are concerned about access to the internet, pedestrian safety on Village streets, and affordability of housing. Of lesser concern are access to businesses in the winter, a lack of year-round residents to support businesses, poor upkeep of homes and yards, and lack of tourists in winter months to support businesses. Other points of agreement:

- Zoning should encourage the redevelopment and reuse of outdated commercial and industrial buildings within the Village.
- The Village should continue implementing sustainability and resiliency measures.
- Pedestrian walkways should connect our parks and residential districts.
- Business owners would also like to see the Village encourage public art.

There is significant opposition by all respondents to the ideas that the Village should consider installing a commercial dock at North Park to cater to commercial cruise lines and boat tours or allow marihuana retail stores to operate within the Village; however, both statements garnered answers of "not sure" as well, so additional education and discussion on those topics may be warranted.

The summary of responses to specific topics follows.

Housing

Long-term housing (more than 30 days), single-family housing within neighborhoods, and workforce housing are identified as priorities.

Multiple-family housing with more than five units and short-term housing (less than 30 days) are lowest priority for both residents and business owners who answered the question.



Village amenities

- Protection of Village wetlands, adding new public bathrooms, and improving the park system are high priorities.
- Despite improving the park system being identified as a high priority, creating small “pocket” or mini parks is not as important to respondents.
- Improving boating facilities and installing a fish cleaning station were considered not important.
- Business owners also prioritize adding new public bathrooms and improving pedestrian circulation and value creating smaller pocket parks—in fact slightly more than improving the park system.

Downtown streetscape

People seem to be open to installing trees downtown and installing crosswalks to make crossing the street safer and easier, but are not as convinced that adding street furniture, winter features, or streetlights are important.

Businesses

- Business property owners are undecided about willingness to pay a tax or assessment to finance the construction and maintenance of public bathrooms in the Village despite it being a priority. 28% answered “yes,” 26% answered “no,” and 34% answered “not sure.”
- Food trucks are currently prohibited in the Village. Few (5%) want to see food trucks throughout the Village, but most people are willing to see the Village allow them in certain areas (62.5%, designated areas or in Village parks combined) or only during special events, such as the arts festival (41.48%). Residents and business owners’ results produce similar breakdowns.

Workforce housing

The following strategies were most popular among respondents:

- Expand zoning provisions to districts that do not currently allow residential housing.
- Allow single-room (long-term) rentals in single-family homes.
- Create a program to encourage workers to board with host families.
- Business owners were less open to a host family program, but more interested in tiny home or cottage developments.

Unpopular strategies were allowing for more density in the form of dormitory-style housing or allowing three- to four-unit homes in single-family districts, or to waive or discount water and sewer services for workforce housing. Residents and business owners would pay an additional charge to offset these costs.

Short term rentals

- The majority of respondents (71%) believe that short term rentals decrease the availability of houses for longer term residents while 61% said that short term renters are more likely to be disruptive to their neighbors.
- And yet, 74% of respondents believe that short term rentals support the Village’s tourism economy and businesses and 65% agree that the Village should continue to allow short term rentals for up to 30 days.
- Several comments indicate that short term rentals should be capped or restricted to accessory dwellings.
- Business owners showed less disagreement to the notion that short terms rentals support the Village’s tourism economy.

Additional comments were largely focused on short term rentals and affordable housing as well as traffic, trees, and parking were also issues that were mentioned frequently.

About the respondents

- Nearly all residents who responded are homeowners (98% of 136 responses) who have lived in the Village an average of 16 years.
- They are generally unlikely to sell their homes within the next year (93% of residents who answered the question) and prioritize the Village life, safety, and the family friendliness of the community.
- Resident responses show that residents are typically living in the Village during the summer months (roughly 96%) with a peak of 98.5% living in the Village in the month of July.
- Other months of the year have fewer residents living in the Village, with February having 74% of residents choosing to stay in the Village.
- Most residents do a significant amount of in-person shopping for goods and services in the Village when it comes to groceries, entertainment, and recreation (roughly 80%).
- They are less likely to go elsewhere in Leelanau County for groceries (23%) and entertainment (50%) compared to Traverse City (70% and 58%, respectively), but more likely to go to the county for recreation (68% vs. 36% who stay in the Village).
- Over half (53%) of residents make online purchases at least once a week, while another 33% make online purchases at least once per month.



Appendix A

Placeholder

Appendix A

Placeholder





Appendix B

Glossary and List of Acronyms

Appendix B: Glossary & List of Acronyms

Glossary

Term

Definition

Term

Definition



List of Acronyms

ACS

American Community Survey

NAICS

North American Industry Classification System

Introduction

This draft section of the Master Plan is organized as described in the blue box below. The goals and objectives were discussed at the August 17, 2022 Planning Commission meeting and have been updated to reflect that discussion and direction.

Topic

Public Input on topic

Summary of what feedback has been received.

Data about topic

Summary of relevant data.

Guiding principles/building blocks related to topic

If this was part of the process, recap guidance we have from those principles.

Goal

If we think of the vision as the long-term future of the community, what does that actually look like in terms of policy? It should set the community up for making land use decisions, modeling planning leadership, and providing resources for implementation.

Objectives

Objectives should be the general path to help the community achieve the goals. They will serve as the why for the action strategies that follow.

Housing

Public Input on topic

- In the Master Plan survey, respondents expressed concern about the affordability of housing. Addressing long-term housing (more than 30 days), single-family housing within neighborhoods, and workforce housing are identified as priorities.
- Multiple-family housing with more than five units and short-term housing (less than 30 days) are lowest priority for both residents and business owners who answered the question.

Data about topic

- The population of the village is stable at just over 600 residents.
- The population of the village is aging and older than in neighboring communities with the median age of 69 years.

- Average household size is 1.8 people per household, lower than surrounding communities.
- There are about 530 housing units in the village, with 85% owner-occupied.
- Of the total housing units, about 40% are single-family and 60% are multiple-family (this includes condos and other non-stand-alone housing).
- About half of the village's homeowners are seasonal.
- With a lack of local lodging, housing units are often used by vacationers and visitors to the area.
- There is a need for housing to accommodate workers in local retail and restaurant businesses as well as to attract visitors.

Housing Goal: Provide a range of housing choices for all ages and incomes within close proximity to local goods, services and businesses.

- **Discussion on the updated goal:** The suggested update notes who the housing choices are for, aiming to provide housing for both an aging population as well as a local workforce. Changing “create” to “provide” means maintaining the existing housing stock as well as creating new opportunities. The Planning Commission may wish to further discuss “close proximity,” in terms of access – does this mean within walking distance? A short drive?

Objectives

1. Ensure accessible and visitable housing is available for the village's older residents. [note: visitable housing means housing that can be lived in or visited by people who have trouble with steps or who use wheelchairs or walkers.]
2. Address the need for workforce housing.
3. Ensure that new residential developments and infill developments integrate well into the existing landscape and complement the character of existing neighborhoods in terms of building form and site design.
4. Mix residential units with commercial and office uses to reduce dependence on a personal automobile for transportation.

Natural Resources

Public Input on topic

The survey respondents support the Village continuing to implement sustainability and resiliency measures as well as protecting wetlands. The survey addressed the community's access to natural resources via local parks.

Data about topic

- The Village sits entirely in the Grand Traverse Bay Watershed and the Coastal Subwatershed. There are several creeks and streams that flow through the Village into Suttons Bay and the Leo Creek watershed wetlands.
- The Grand Traverse Bay Watershed Center estimates that the Village is 21% covered by impervious surfaces (compared to 12% in the Village of Northport and 29% in the Village of Elk Rapids).
- The Watershed Center is assisting the Village with stormwater reduction projects at the Village's three storm drains as well as a restoration plan for Waterwheel Creek.

Natural Resources Goal: Maintain and improve the quality of the Village’s natural resources to support the local ecosystem and recreational activities today and for generations to come.

- **Discussion on the updated goal:** The suggested update reflects the importance of natural resources to Village residents from a stewardship standpoint but also from a recreational perspective. Two specific areas of focus are water quality, impacted by stormwater and bacteria, and street trees.

Objectives

1. Ensure zoning standards are in place to support water quality.
2. Identify opportunities to reduce existing or limit new impervious surfaces and create related zoning standards.
3. Protect wetlands.
4. Improve health of creeks, streams, and the shoreline.
5. Identify funding opportunities to expand water capacity and improve water infrastructure. [2022 Village Goals/Objectives]
6. Continue to implement the improvements identified by the Stormwater, Asset Management, and Wastewater (SAW) Report. [2022 Village Goals/Objectives]
7. Utilize best management practices to secure and protect our vital community infrastructure. [2022 Village Goals/Objectives]
8. Protect and nurture street trees in the Village. [2022 Village Goals/Objectives]

Transportation

Public Input on topic

- The public input survey addressed pedestrian safety, which is a priority for the respondents.
- Additional public input gathered during the preparation of the 2022 Village Parks and Recreation Plan also support additional sidewalks and trails to connect schools, parks and downtown.

Data about topic

- M-22 and M-204 are part of the Leelanau Scenic Heritage Route; M-22 is also part of the Great Lakes Circle Tour. Both routes serve local residents and businesses as well as bring tourists from outside the area.
- The Leelanau Trail, a 17-mile shared use non-motorized path that connects the Village to Traverse City, has a trailhead with some amenities near downtown.
- The Bay Area Transportation Authority (BATA) connects the Village to both Northport to the north and Traverse City to the south with daily bus service that runs approximately every two hours on the weekday and every 4 hours on the weekend.
- There is exploration of a trail expansion from the northern edge of the Village at Dumas Road north to Peshawbestown in partnership with the Grand Traverse Band of Ottawa and Chippewa Indians.
- US Bike Route 35 extends 501 miles from Sault Ste. Marie in the Upper Peninsula to New Buffalo in the southwest corner of the Lower Peninsula and runs along the TART Trail and Leelanau Trail.
- The Village has a network of sidewalks in the downtown and near-downtown neighborhoods.

Transportation Goal: Provide safe, convenient, and accessible transportation network for residents, businesses, and visitors.

- **Discussion on the updated goal:** The suggested update reflects the Village-specific issue of safety as well as recognizes that a variety of transportation choices comprise a network that allows people a variety of ways to be mobile.

Objectives

1. Work with the Leelanau County Road Commission and the Michigan Department of Transportation to ensure the safety of travelers on regional roads that run through the Village.
2. Pursue opportunities to expand the regional trail network to connect the Village to other destinations in Leelanau County and beyond.
3. Reinforce the idea of sidewalks and pathways as transportation facilities, in addition to serving as recreational amenities.
4. Work with the BATA to expand public transit routes and frequency.
5. Maintain the local sidewalk network.
6. Identify and pursue funding for additional sidewalks and trails to connect our schools, parks, and the downtown district. [Note: this is also an objective in the Village Recreation Plan and is being reinforced here].
7. Identify additional funding to support local road improvements. [2022 Village Goals/Objectives]
8. Promote the sharing of roads by all users of the transportation network. [2022 Village Goals/Objectives]
9. Prepare for electric vehicles and other new transportation technologies.

Economic Development

Public Input on topic

- Respondents to the public input survey supported zoning ordinances that encourage the redevelopment and reuse of outdated commercial and industrial buildings within the Village.
- As opportunities to support downtown activities, business owners prioritize adding new public bathrooms and improving pedestrian circulation and value creating smaller pocket parks—in fact slightly more than improving the park system.
- Respondents to the survey supported food trucks in designated areas and/or during special events.

Data about topic

- According to the 2011 Master Plan, the Village's water and sewer infrastructure currently meets present day demand and has excess capacity for a limited amount of future growth within the existing service area.
- The public survey revealed local support for Village businesses.

Economic Development Goal: Strengthen the local economy by supporting local businesses and employers in the Village.

Objectives

1. Make Development Decisions Predictable, Fair, Cost Effective, and Consistent
2. Support new and existing commercial uses which meet the demonstrated market needs of community residents.
3. Provide appropriate locations for low-impact industrial uses that are compatible with surrounding land uses and adequately served by public facilities and services.
4. Support development in the Village that supports a combination of living, working, and playing opportunities.
5. Support compact development design.
6. Nurture local entrepreneurs, from those working from home to those starting bricks and mortar establishments.
7. Encourage community and stakeholder collaboration.
8. Provide a clear set of guidelines and expectations for developers.
9. Ensure elected and appointed officials are kept up-to-date on training.

Community Identity

Public Input on topic

To be added

Data about topic

- Business owners support public art in the downtown.

Community Identity Goal: Foster a Distinctive, Attractive, Community with a Strong Sense of Place

Objectives

1. Strive to keep the Village a vibrant community.
2. Maintain a high-quality visual character throughout the community.
3. Preserve historical sites, buildings and structures that are significant to the community.
4. Create opportunities for residents and visitors to walk rather than relying solely on motorized transportation.
5. Provide ample and quality recreation opportunities.
6. Maintain the tranquil quality of existing neighborhoods.
7. Work to address the social needs of area residents in an equitable manner.
8. Encourage public art.
9. Work to redevelop vacant and underutilized buildings and properties.

Future Land Use Categories and Descriptions

The Future Land Use Map illustrates where the Village intends to locate general land use categories in the future. This map is accompanied by text that describes the categories shown on the map. The text is general in nature, to allow for some flexibility, but it should also be specific enough to not only guide any zoning amendments that may be needed to realize the vision of the plan but also to provide the Village support for land use policies and decisions (like a planned unit development (PUD) or a rezoning application). The following land use descriptions are from the 2011 Joint Master Plan. The Township-specific categories are not included as there do not appear to be inconsistent land uses at the shared borders.

Rural Residential

The Rural Residential category includes residential developments that provide a transition from the Village to a setting that is comprised of single-family dwellings characterized by the presence of natural landscape features and open space. Cluster design is encouraged for new Rural Residential developments to help preserve open space, farmland, scenic views, forests, and significant natural features, such as quality wetlands.

Discussion: The Hillside Residential zoning district aligns with the Rural Residential category and with a minimum depth of 100' and minimum width of 100', the typical lot size would be 10,000 sf, or roughly 4 dwellings per acre. The Planning Commission may wish to discuss if any updates are needed to this category.

Neighborhood Residential

The Neighborhood Residential category includes a variety of residential types including detached single-family homes, duplexes, townhouses, and apartments that generally have the characteristics of traditional neighborhood design, such as a grid street system, sidewalks, small lots, and shallow setbacks. In-fill housing is encouraged in existing Neighborhood Residential areas. In addition, a modest mix of nonresidential uses is allowed in these areas to address the needs of neighborhood residents.

Discussion: The Central and Newer Village Residential zoning districts align with the Neighborhood Residential category. Although “apartments” are noted in the descriptive text above, they are not permitted in either zoning category. Further, two-family dwellings are only permitted in the NVR district. Should the land use description be updated, or should the Master Plan provide guidance to update the Zoning Ordinance to accommodate two+ family dwellings?

Shoreline Residential

The Shoreline Residential category includes residential developments that occur along shorelines. These developments incorporate techniques which help minimize the potential negative environmental and aesthetic impacts on the water resource. For example, shoreline buffers that help prevent erosion and filter storm water run-off is an encouraged design feature of new residential developments. In addition, developments that provide visual access to the water, pedestrian paths, public parks, and open space are preferred over developments that “wall off” the community from the water resource.

Discussion: The Single Family Waterfront and Waterfront Condominium zoning districts align with the Shoreline Residential category. These two zoning districts are very different from each other – and it appears that the protection of aesthetic impacts and shoreline take priority over direction for building form or use. The Planning Commission may wish to discuss whether any updates are needed to this land use category.

General Commercial

The General Commercial category includes businesses that provide shopping and services at a regional level, such as a grocery store. New and renovated buildings within this category are subject to standards that support current access management techniques, environmentally sensitive landscaping, quality design standards, and Low Impact Design. Typically, General Commercial businesses require significant infrastructure needs and are therefore best suited to be in or adjacent to the Villages.

Discussion: The General Commercial land use category aligns with the South Business zoning district. That district appears to prioritize small general retail (under 5,000) while allowing up to 10,000 sf with a special land use permit. This seems out of alignment with the land use description above that provides for “shopping and services at a regional level.” The Planning Commission may wish to discuss whether the description should be updated to focus on local goods and services or make recommendations to expand the potential for new retail.

Mixed Use

The Mixed Use category provides for areas where combinations of employment, housing, shopping, services, and recreational amenities are integrated in a compact, pedestrian oriented form. The Suttons Bay Community has several mixed use areas. However, each area has its own character and key features, which sets the tone for future development. These categories include:

- *Mixed Use Center – Key feature: traditional multi-story, downtown buildings*
- *Mixed Use North – Key feature: existing residential units*
- *Mixed Use South – Key feature: natural amenities*
- *Mixed Use Waterfront – Key feature: existing building scale*

Discussion:

- **Mixed Use Center.** This land use designation aligns with the Central Business District. The Planning Commission may wish to discuss whether any additional text is needed to describe what is envisioned in this area.
- **Mixed Use North/South.** The area in the north end of the Village is designated a combination of Recreation and Mixed Use North. The south end is designated Mixed Use South.
 - The North and South Gateway zoning districts align with these land use categories, respectively. While there is no descriptive text included in the 2011 Master Plan, these designations appear to be transitions from the CBD north and south. However, the north area seems very different from the south, although the permitted uses and dimensional standards are the same, or nearly the same, in each district. The Planning Commission may wish to discuss whether the North Gateway should retain the detached single-family home form, allowing residential and limited non-residential uses, or if additional uses are encouraged. In addition, should the Master Plan provide guidance for additional changes to update the South Gateway to permit more uses by right or in a more commercially oriented development form? Consider opportunities to add housing types in these areas.
 - Further north, this MXN area is currently zoned Planned Unit Development (PUD) on the Village's Zoning Map. It is noted that the PUD started construction but has stalled for many years and the PUD may be expired. The Zoning Ordinance states that “Upon expiration of a PUD Concept Plan, the Village Council may direct the Planning Commission to conduct a public hearing to provide a recommendation to revoke the PUD zoning and rezone the property to its original designation or other district as appropriate. If not initiated by the Village, any future rezoning or new PUD consideration must be initiated by the landowner or authorized applicant or representative.” What is the vision

for this area? Are one of the existing zoning districts compatible with the vision or should the Master Plan provide guidance for future zoning changes?

- **Mixed Use Waterfront.** The Bayview zoning district aligns with this land use category. It is limited in the uses permitted but does allow hotels/motels. Are any changes needed to this category?

Business Park

The Business Park category provides for industrial activities that pose minimal environmental impacts and/or office uses. Support uses such as childcare, community center, and technical training/educational facilities would also be appropriate in these areas. Ideally, Business Park areas will be of a campus-style character, with pedestrian amenities, attention to landscaping, and environmental protection. In addition, unified signage, entrances, streetscaping, and an effective road system are desired.

Discussion: This land use designation corresponds with the Warehouse/Industrial zoning district. The Planning Commission may wish to discuss whether this area is likely to redevelop in a holistic campus-style manner; if that is still envisioned, additional direction should be included in the Master Plan to provide a framework for that type of development.

Recreation

The Recreation category includes existing and future recreational facilities identified in the Suttons Bay Township and Village of Suttons Bay Recreation Plans. In general, this includes active and passive parks in addition to specialty parks, regional facilities, water access, trails, and other unique recreational facilities based on physical features or community focus.

Public/Semi-Public

The Public/Semi-Public category includes facilities that are designed to serve the public interest, such as educational, governmental, religious, health, correction, military, cemeteries, airports, and public safety.

Discussion: These two land use designations seem consistent with the Zoning Ordinance and development goals of the Village. As noted above in the discussion of the PUD area at the north end, the Planning Commission may wish to consider an alternative to the “Recreation” land use designation.

Conservation

The Conservation category includes lands that have extremely sensitive natural systems, significant public/semi-public land holdings, or managed forest preserves. Permanent alterations to the natural landscape and the development of infrastructure are discouraged in these areas.

Discussion: This category is shown as an overlay where Leo Creek runs through the south end of the Village. There does not appear to be any corresponding ordinance language to guide the protection of natural features in this area. The Planning Commission may wish to discuss whether additional supporting information is needed in the Master Plan to guide protection measures.

M-22 and M-204 Heritage Corridors

The M-22 Heritage and M-204 Corridors category includes lands adjacent to the M-22 and M-204 Corridors, as identified in the respective Heritage Corridor Plans. As indicated in these plans, roadside properties will be subject to access management, landscaping, and other aesthetic standards to help preserve the natural character of the roads.

Discussion: This category is shown as an overlay that includes 400' wide buffers on both roadways. Currently, the Zoning Ordinance does not have specific language to address the protection and preservation of viewsheds along these corridors. However, there are two documents (The M-22 Heritage Corridor Management Plan and Scenic Heritage Route M-22 Leelanau County Guidebook) to provide guidance if the Village wishes to include that action item in the Master Plan.

Village Growth Management Area

The Village Growth Management Area defines where more intense development will be directed, if and when this type of development is approved. A key purpose of the Village Growth Management Area is to contain costs on the potential extension of services, such as water, sewer, and roadways. In addition, it is anticipated that the growth management area will help preserve rural areas while contributing to a more vibrant village core. For example, the downtown business area is designated for businesses that support daily operations.

Discussion: The Planning Commission may wish to discuss whether there is a need for a growth management area.

Zoning Plan

The Zoning Plan shows how the Village's planned future land use will be implemented through the Village's Zoning Ordinance. The table below shows how the land uses of the Master Plan generally align with the Village's zoning districts (as described in 2011). This may need to be updated following discussion on the future land use descriptions as noted previously.

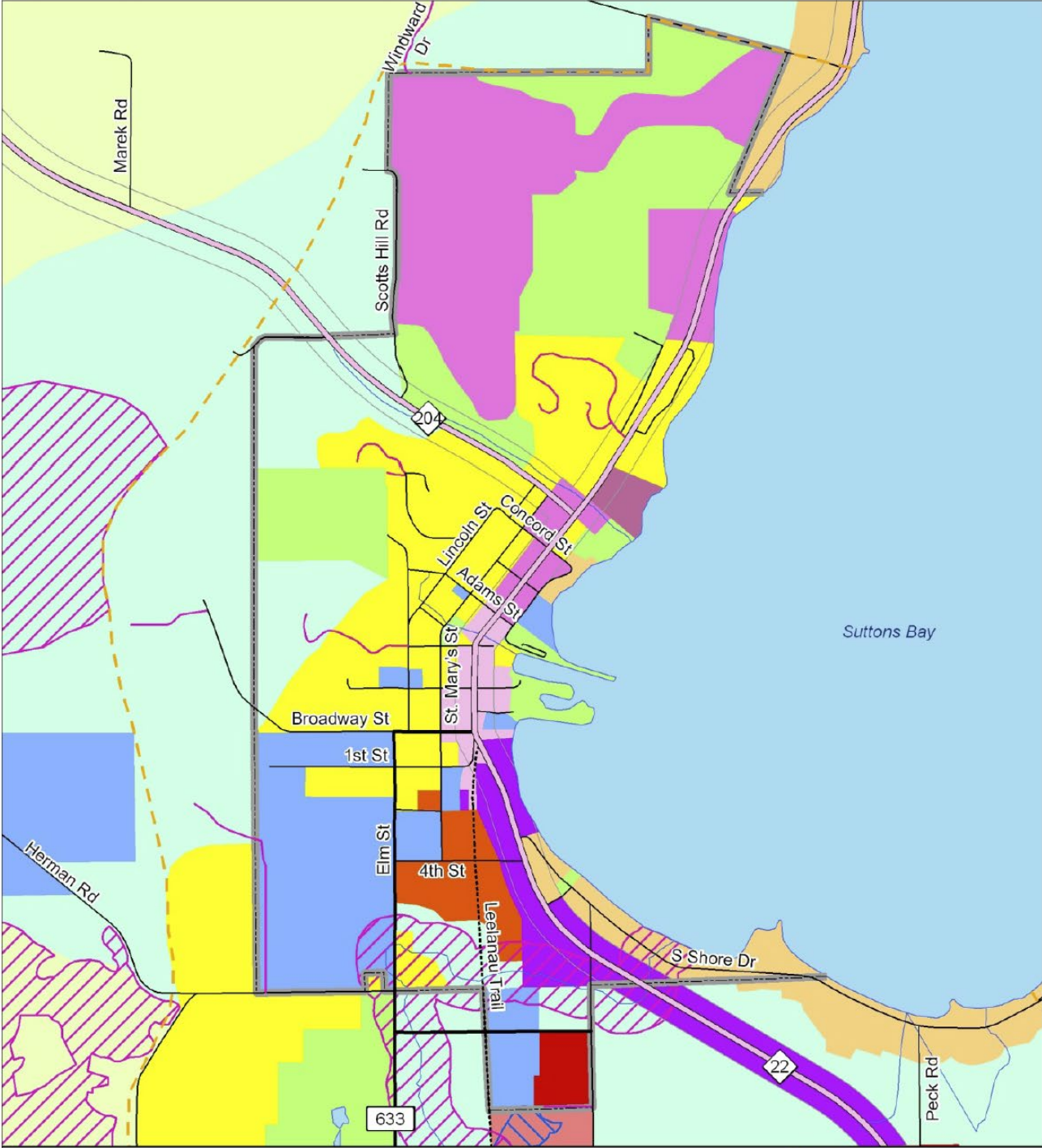
Future Land Use	Village Zoning District
Residential	
Rural Residential	Hillside Residential
Neighborhood Residential	Central Residential
	Newer Village Residential
Shoreline Residential	Single Family Waterfront
	Waterfront Condominium
Commercial	
General Commercial	South Business
Mixed Use	
Center	Central Business
North	North Gateway
	North Village Area
South	South Gateway
Waterfront	Bay View Area
Business Park	Warehouse/Industrial
Recreation/Public	
Recreation	Public Lands
Public/Semi-Public	Public Lands

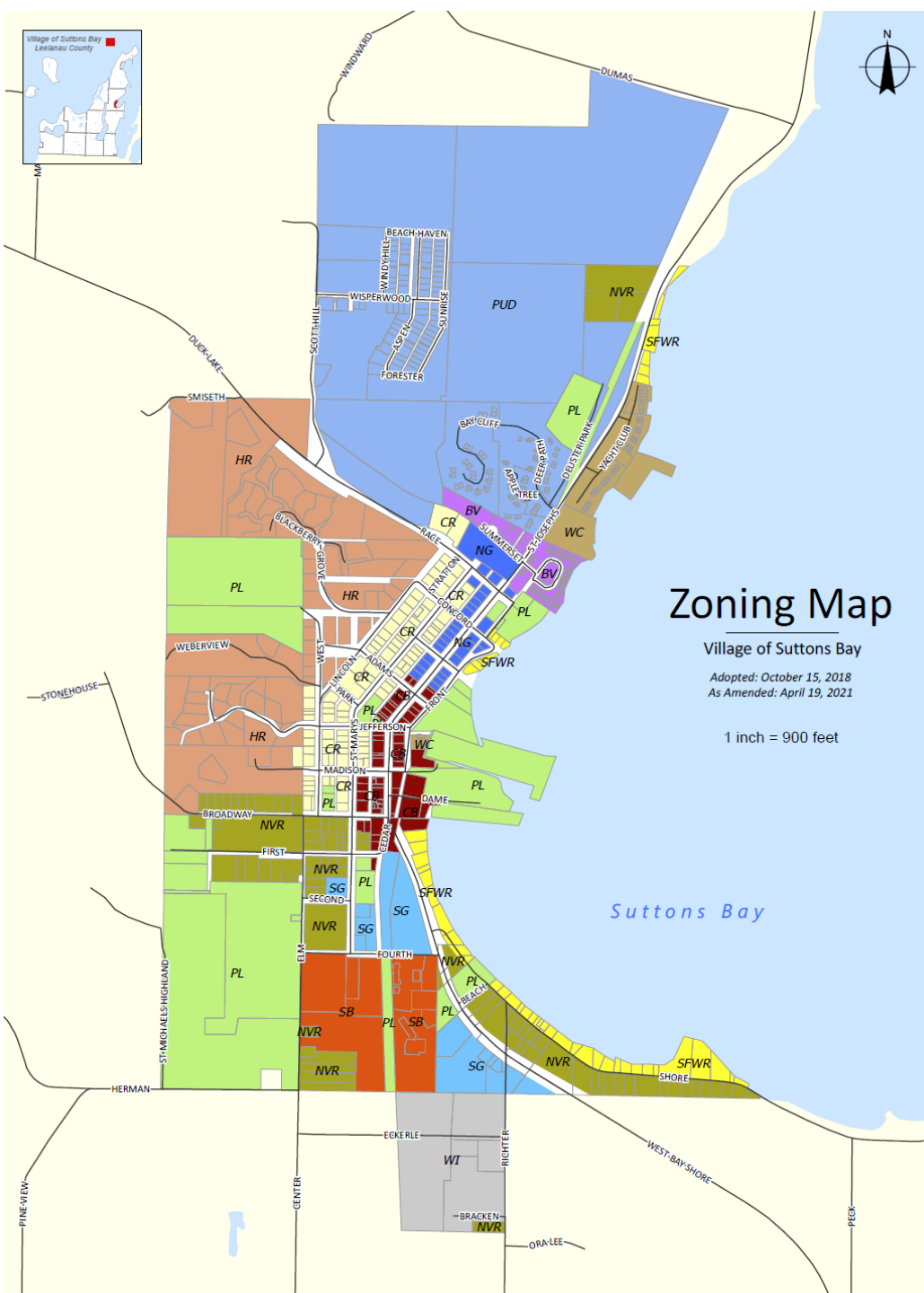
Future Land Use/Zoning Alignment

Future Land Use - Village

- Village Growth Management Area
- General Commercial
- M-22 & M-204 Heritage Corridors (overlay)
- Shoreline Residential
- Neighborhood Residential
- Conservation (overlay)
- Lake Leelanau Mixed Use
- Mixed Use Center
- Mixed Use North
- Mixed Use South
- Mixed Use Waterfront
- Rural Residential
- Working Lands
- Business Park
- Rural Commercial

- Public/Quasipublic
- Wetlands
- Recreation
- Commercial Forest
- G.T. Band Trust Properties
- G.T. Band Non Trust Properties
- Jurisdictions
- Heritage Route (M-22 & M-204)
- Primary Route
- Private Roads
- Other Roads
- Leelanau Trail
- Lakes
- Streams



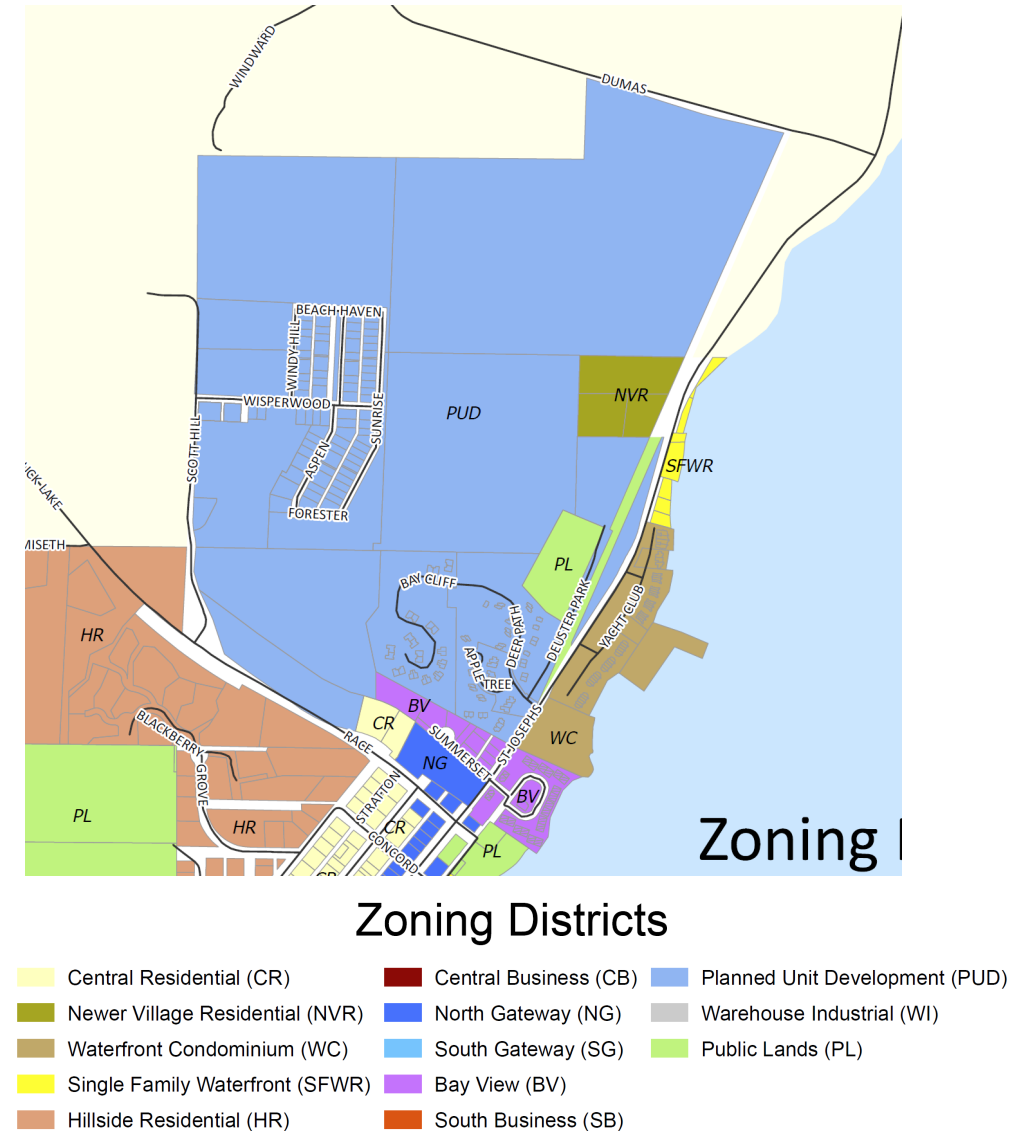
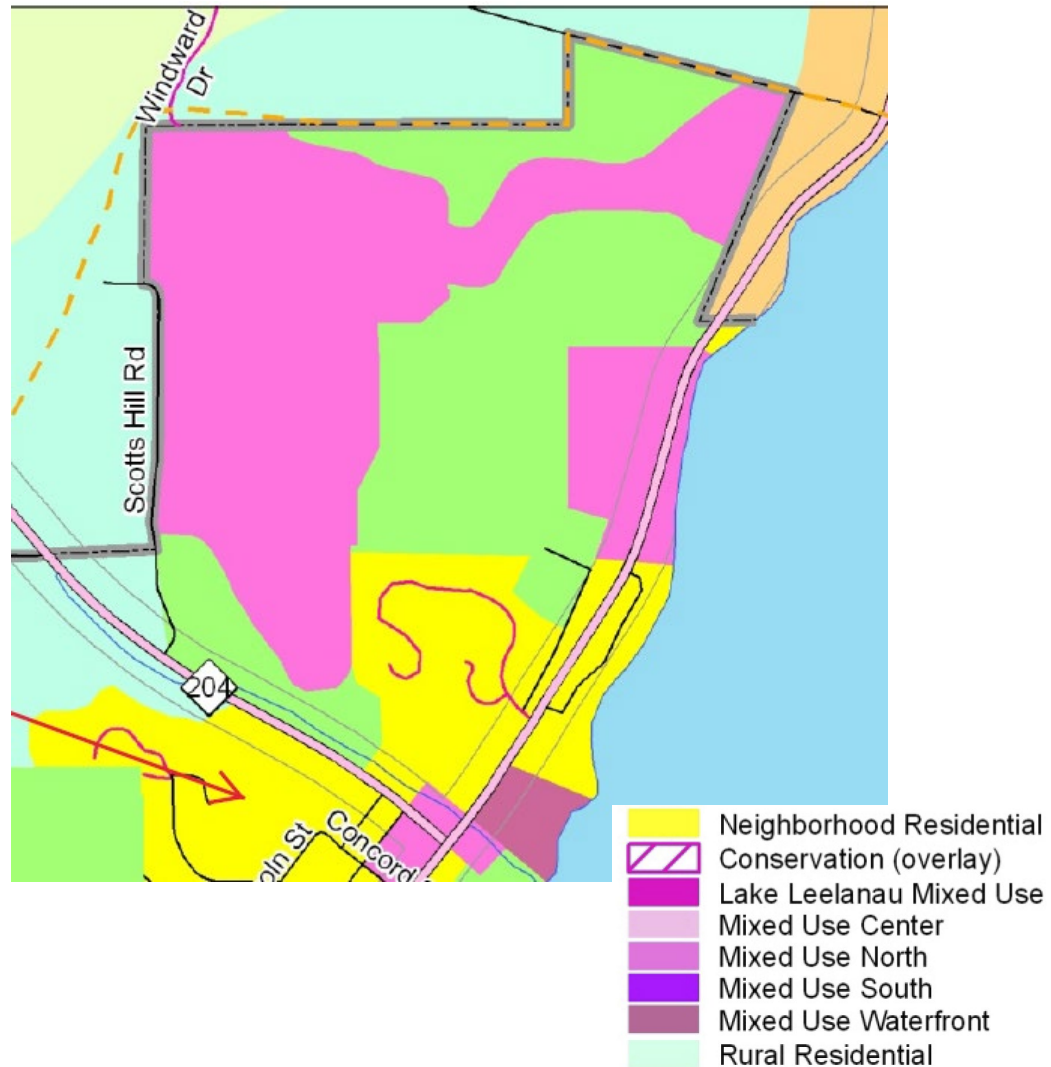


Zoning Districts

 Central Residential (CR)	 Central Business (CB)	 Planned Unit Development (PUD)
 Newer Village Residential (NVR)	 North Gateway (NG)	 Warehouse Industrial (WI)
 Waterfront Condominium (WC)	 South Gateway (SG)	 Public Lands (PL)
 Single Family Waterfront (SFWR)	 Bay View (BV)	
 Hillside Residential (HR)	 South Business (SB)	

North End

Future Land Use | Zoning Map



45th Parallel Park

22

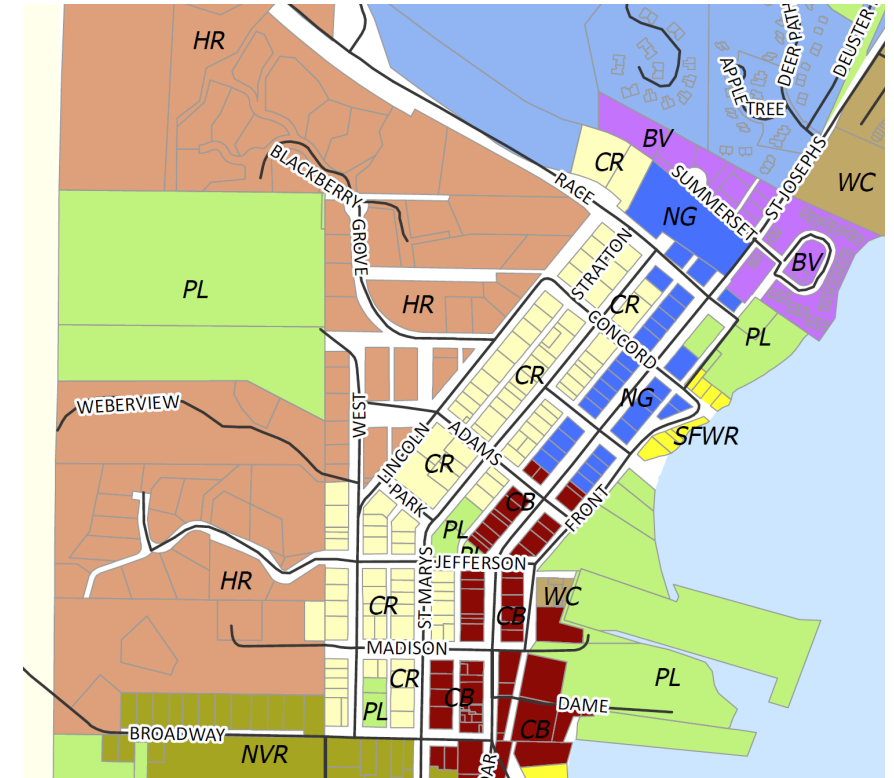
204

Race St

Google Earth

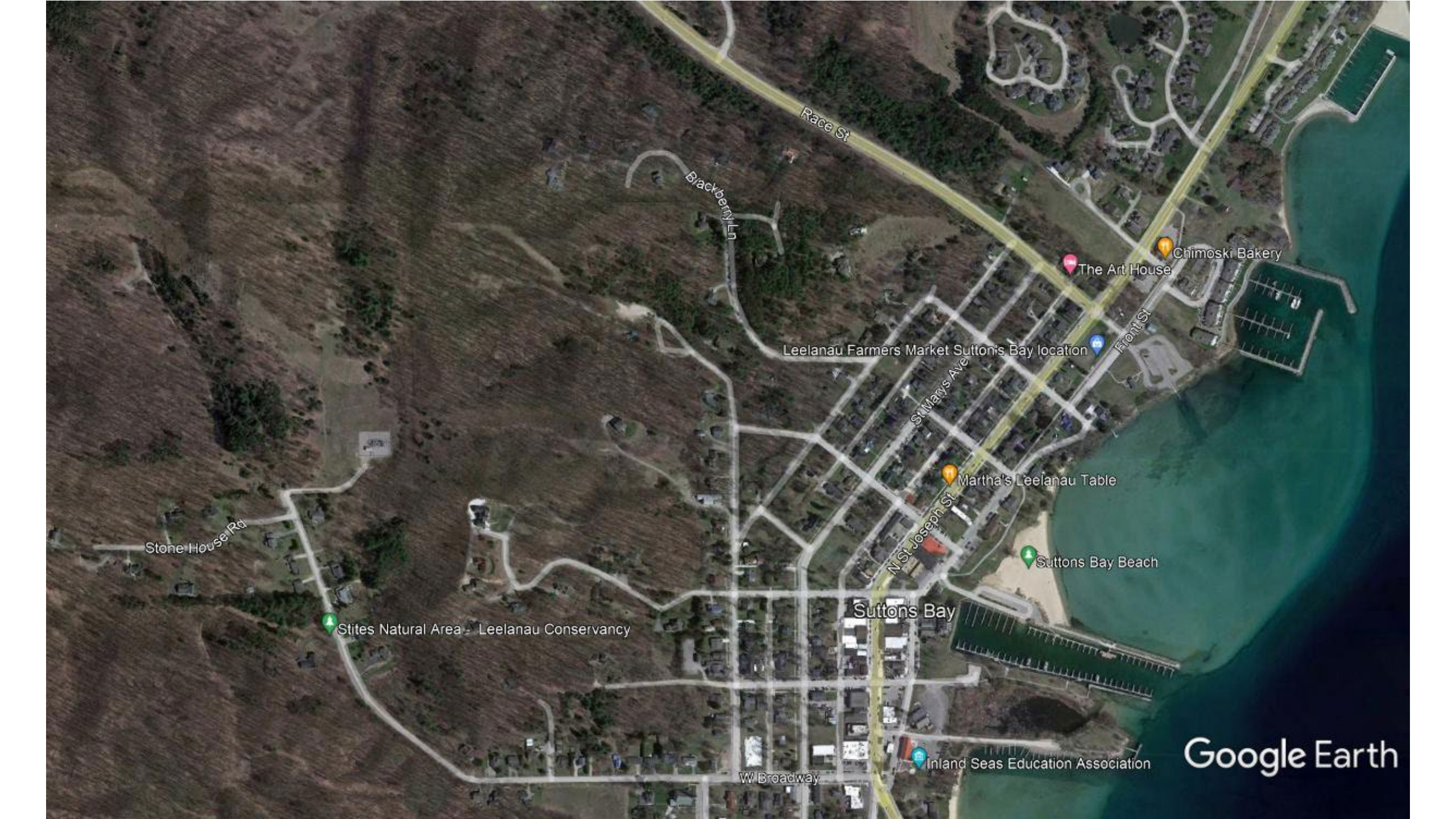
Central Village Area

Future Land Use | Zoning Map



Zoning Districts





Race St

Blackberry Ln

Chimoski Bakery

The Art House

Leelanau Farmers Market Suttons Bay location

Front St

St Marys Ave

Martha's Leelanau Table

N St Joseph St

Suttons Bay Beach

Stone House Rd

Stites Natural Area - Leelanau Conservancy

Suttons Bay

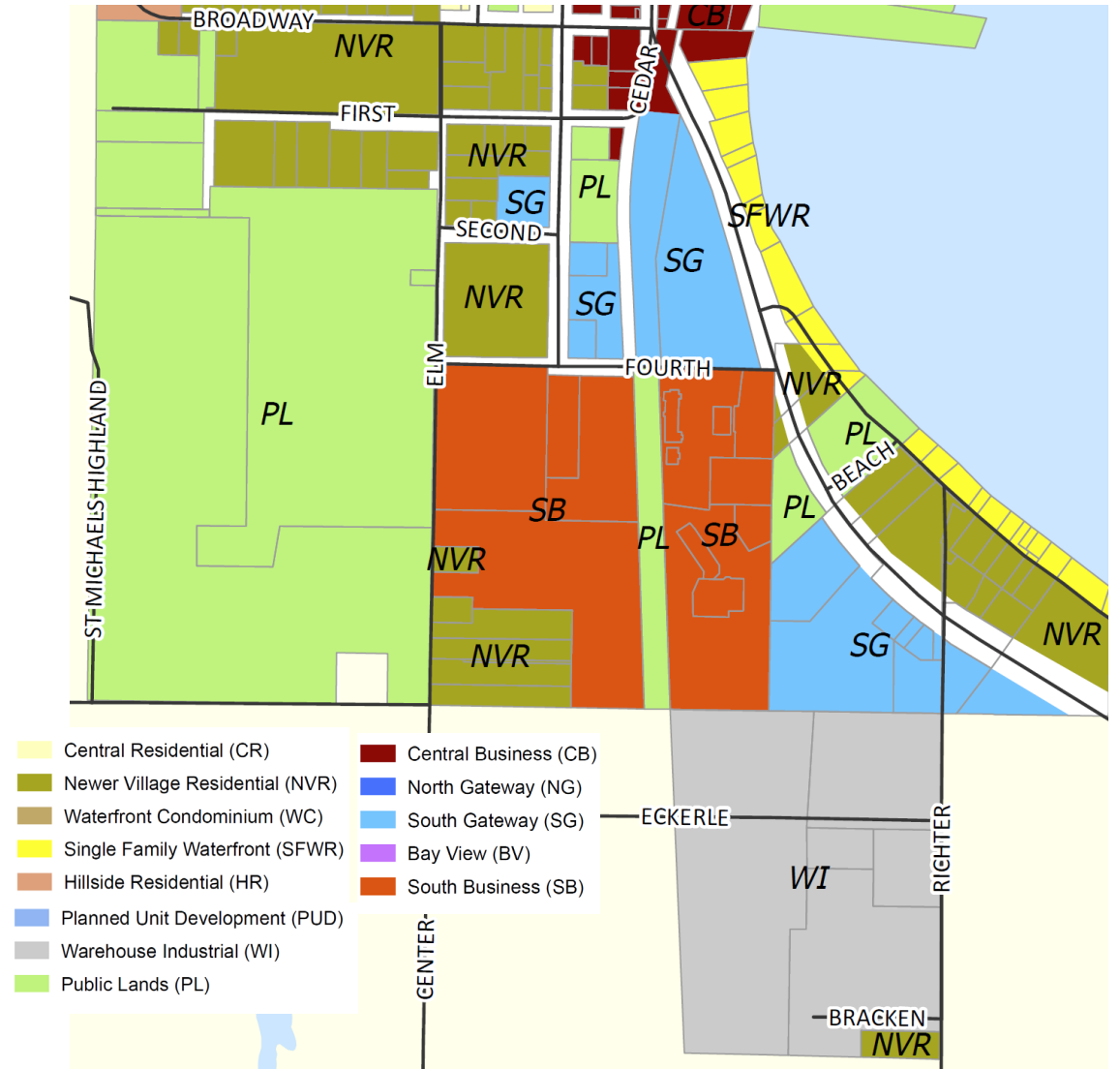
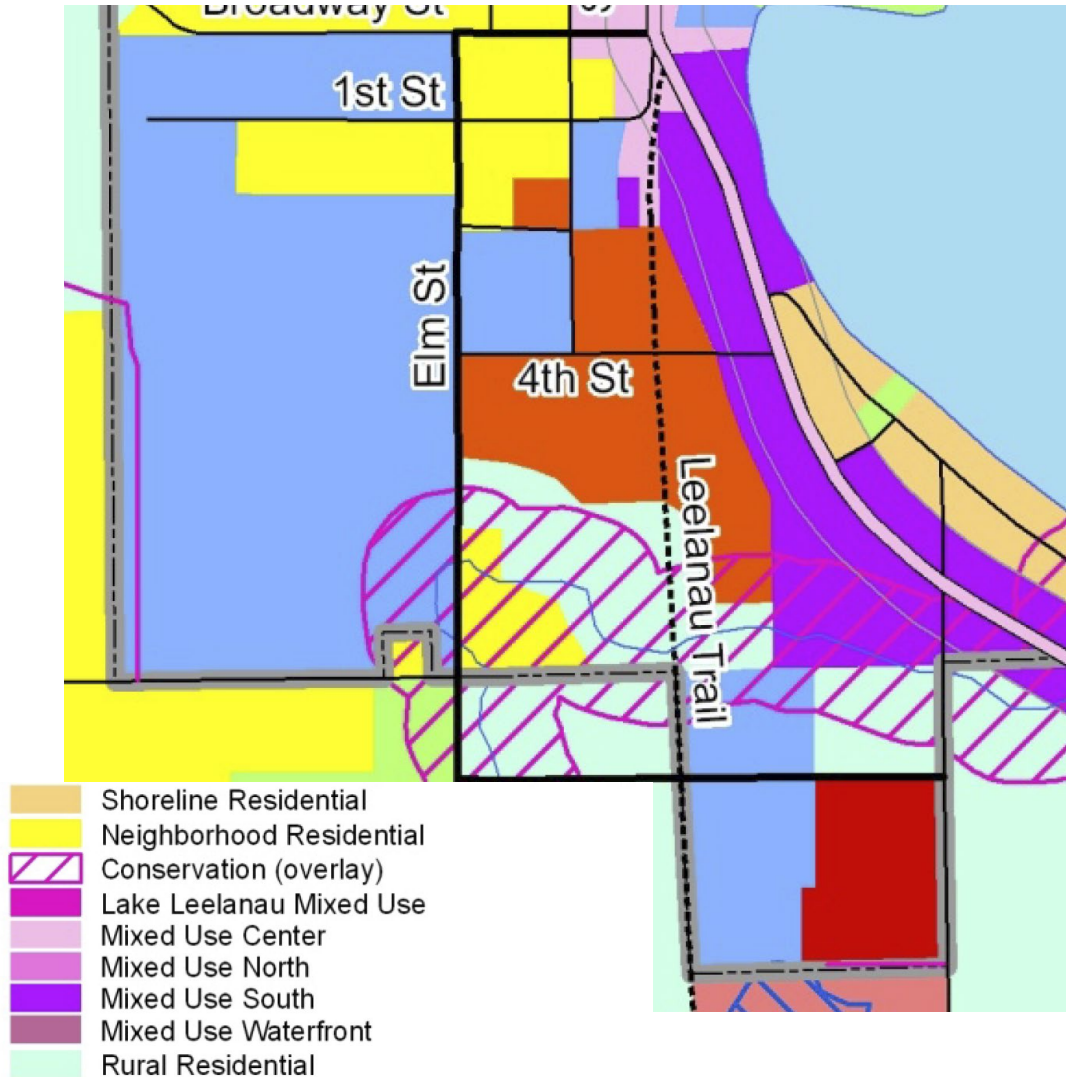
Inland Seas Education Association

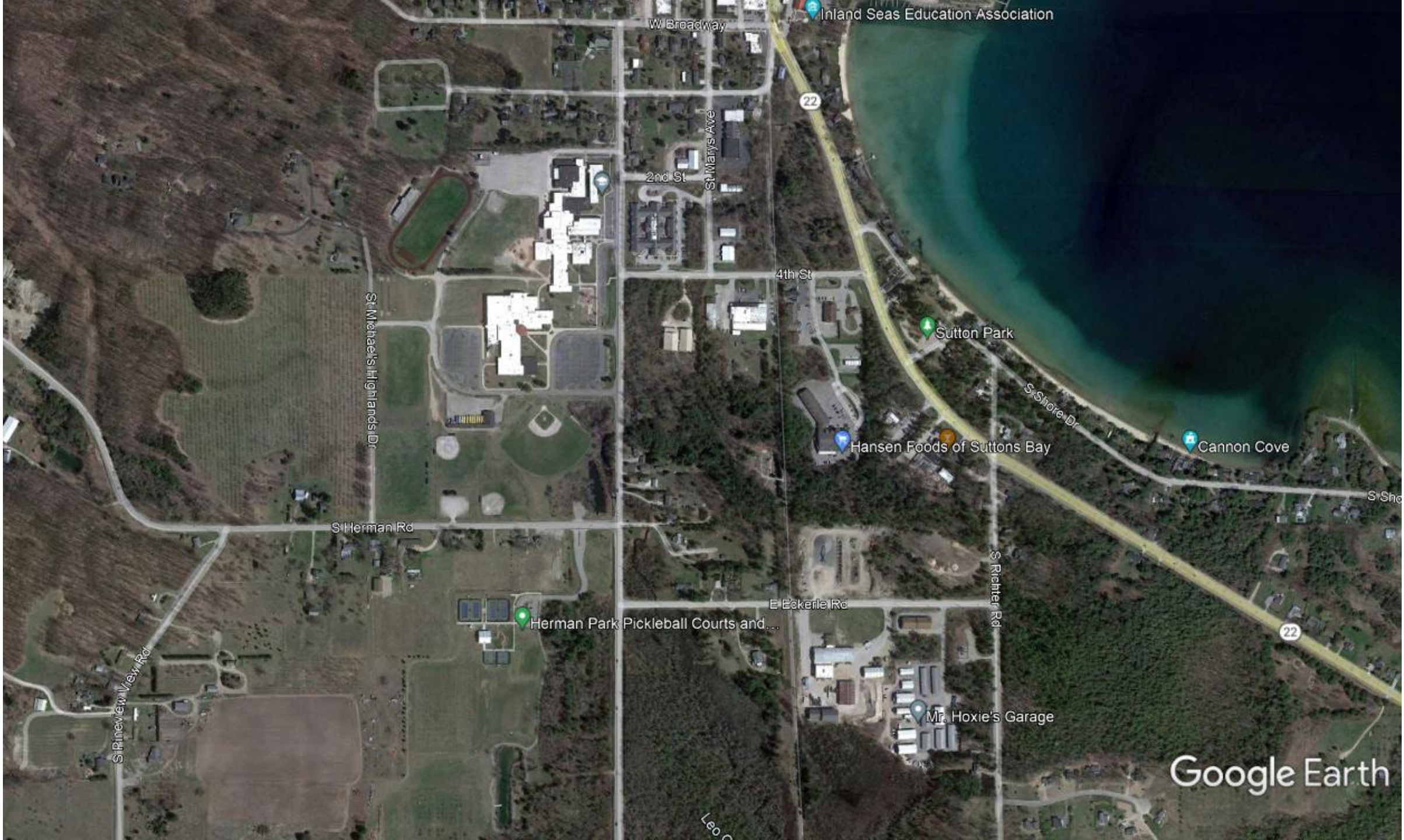
W Broadway

Google Earth

South End

Future Land Use | Zoning Map





Google Earth