

# memorandum

**DATE:** December 1, 2022  
**TO:** Village of Suttons Bay Planning Commission  
**FROM:** Jill Bahm, Rose Kim, and Eric Pietsch, Giffels Webster  
**SUBJECT:** 2022 Master Plan Update

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In preparation for the upcoming December 7 special meeting of the Planning Commission, we are including the following information:

- **Updated Future Land Use Descriptions.** At the upcoming meeting, we would like the Planning Commission to confirm the changes that have been made to the Future Land Use descriptions.
- **Schedule of Uses for the SG and SB districts.** Last meeting, the Planning Commission requested to look at the uses for these districts in the Zoning Ordinance. We are providing the list of uses for both districts side-by-side. Green indicates uses that are in both districts, light green indicates uses that are permitted in the SB district but are special land uses in the SG district. The Planning Commission may consider whether the consolidation of the corresponding future land use designations of Community Commercial and Mixed Use South Gateway may be appropriate.
- **Working Draft of the Master Plan.** We have updated and reorganized the Master Plan document to reflect some of the additions and changes discussed at previous meetings and started to populate the Implementation chapter with action items. We have identified and marked up the 2011 Future Land Use map to show changes for the Planning Commission to consider and is provided on page 27 of the document.

We look forward to meeting with you remotely next week!

2011 Future Land Use Category	12/07/22 Discussion	12/07/22 Proposed Description	12/07/22 Proposed Category Name	Corresponding Zoning District(s)	Zoning District Intent and Purpose
Rural Residential	At the November meeting, the Planning Commission did not propose any changes, but suggested "Transitional Residential" would be better suited as the category rather than "Edge Residential." We are suggesting "Large Lot Residential" may be a better alternative, but the Planning Commission may wish to propose other designations.	The <b>Large Lot Residential</b> category includes residential developments that <b>represent the transition from the Township to the Village</b> to a setting that is comprised of single-family dwellings characterized by the presence of natural landscape features and scenic views. Two-family dwellings and accessory dwellings that are compatible with single-family homes offer different dwelling types in this area. Space between homes preserve scenic views.	Large Lot Residential	Hillside Residential (HR)	The HR district primarily accommodates single-family detached and two-family development.
				Neighborhood Residential	The Planning Commission was uncertain that "small lots and shallow setbacks" accurately represents the current residential types. Visually, larger lots and large setbacks seem common. The potential for encouraging infill development was discussed and splitting or adding infill homes could be an option. Looking at parcel sizes, lots northwest of St Marys St. appear larger than those southeast towards downtown, and northeast of Lincoln St. and also northeast of Concord St. are larger still.
Newer Village Residential (NVR)	The NVR district is a medium density residential district accommodating traditional single-family development on larger, newer lots within the Village.				
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.	Shoreline Residential	Single-Family Waterfront Residential (SFWR)	The SFWR district accommodates single-family detached development on larger lots at the lowest density of the Zoning Ordinance, close to a half-acre minimum lot size.
				Waterfront Condominium (WC)	The WC district accommodates multiple family dwellings along the waterfront while requiring deeper setbacks from right-of-way and property lines.

2011 Future Land Use Category	12/07/22 Discussion	12/07/22 Proposed Description	12/07/22 Proposed Category Name	Corresponding Zoning District(s)	Zoning District Intent and Purpose
<b>General Commercial</b>	The Planning Commission recommended "shopping cluster" or "shopping options" to replace "shopping center." The Planning Commission discussed and agreed that the South Business (SB) and South Gateway (SG) zoning districts could be consolidated, but requested to look at the Zoning Ordinance and see if the uses indicate this would make sense.	The Community Commercial land use category includes stand-alone business and shopping options that are intended to provide service to the Suttons Bay community rather than regional shoppers. Building siting and design encourages pedestrian activity, with sidewalks and pathways connecting land uses to surrounding areas. Landscaping and building materials should be high quality to ensure long-term maintenance.	Community Commercial	<b>South Business (SB)</b>	This SB district is intended primarily to accommodate a range of retail and service uses serving the broader needs of the community and the motoring public. Large-scale retailers, auto-related businesses and similar uses not generally appropriate for other commercial districts will be permitted. While the district will be established primarily along arterial roadways, care should be taken to ensure compatibility with adjacent uses and minimize conflicts with traffic along abutting streets.
<b>Mixed Use</b>	--	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		
<b>Mixed Use Center</b>	The Planning Commission recommended a change in wording and the name of the category.	The Mixed Use <b>Central Business</b> area is comprised of the historic core of the Village and is characterized by traditional multi-story buildings set to the sidewalk. The area will contain a mix of uses to serve visitors and tourism as well as year-round residents and contribute to and promote active street life and vitality in the center of the Village. The repurposing of buildings is encouraged to promote sustainability and preservation while filling the gaps in otherwise walkable blocks.	Mixed Use Central Business	<b>Central Business (CB)</b>	The CB district protects the traditional, small town character of the downtown and enhances a pedestrian-oriented environment. The district accommodates a mix of retail stores, offices, entertainment, civic spaces, residential uses and related activities that are mutually supporting and serve the needs of the Village. The intent of this district is to encourage a lively social environment and economically viable downtown with a wide variety of uses in a pedestrian oriented and unified setting.

2011 Future Land Use Category	12/07/22 Discussion	12/07/22 Proposed Description	12/07/22 Proposed Category Name	Corresponding Zoning District(s)	Zoning District Intent and Purpose
<b>Mixed Use North</b>	The Planning Commission discussed opportunities to refine/amend the PUD standards in the Zoning Ordinance to provide more direction for future development that aligns with the Village's vision.	The Mixed Use North area starts at the northern boundary of the Village, through the intersection of M-22 and M-204 and moves south to the traditional center of downtown. The area closer to downtown was originally developed with a detached single-family home form that has been allowed to transition from residential to non-residential uses that have the effect of extending downtown north along M-22. Residential uses are still encouraged, particularly moving north out of the downtown area. Existing structures could be renovated with additional units, into duplex, triplex and quadplex homes to provide additional needed housing close to downtown. Further north, there are opportunities to develop a variety of homes that may include single-family detached, townhomes, duplex, triplex and quadplex homes.	Mixed Use North	<b>North Gateway (NG)</b>	The NG district accommodates a mix of residential and commercial uses while maintaining residential neighborhood design characteristics to the north of the CBD.
<b>Mixed Use South</b>	The Planning Commission may find that consolidation of Mixed Use South and Community Commercial categories could be an option. The uses for the corresponding zoning districts, South Business (SB) and South Gateway (SG), have been provided.		Mixed Use South Gateway	<b>South Gateway (SG)</b>	The SG district accommodates a mix of residential and commercial uses while maintaining residential neighborhood design characteristics to the south of the CBD.
<b>Mixed Use Waterfront</b>	--	There is one area along the lakeshore designated as Mixed Use Waterfront; this is a mixed residential development that includes a marina. There are no additional areas of the Village with this designation at this time.	<b>Mixed Use Waterfront</b>	<b>Bay View (BV)</b>	The BV district is a mixed use district intended to accommodate residential use at a variety of densities, civic use, office space and retail, in addition to mixed use buildings.



2011 Future Land Use Category	12/07/22 Discussion	12/07/22 Proposed Description	12/07/22 Proposed Category Name	Corresponding Zoning District(s)	Zoning District Intent and Purpose
<b>Business Park</b>	No changes proposed.	The Light Industrial category provides for limited industrial, public service and office uses activities that pose minimal environmental impacts. Support uses such as childcare, community center, and technical training/educational facilities would also be appropriate in these areas. To support the local workforce, these areas should provide sidewalks and pedestrian access to both downtown and commercial areas as well as to nearby residential housing.	Light Industrial	<b>Warehouse Industrial (WI)</b>	The WI district is established to accommodate industries such as light manufacturing or processing of previously refined materials and other industrial uses that could have an impact upon neighboring districts. This district also allows certain commercial uses that are necessary to provide services to employees within the district or are more intense than those permitted in other commercial districts. This district is intended to be located in areas where the allowed uses can most efficiently utilize major roadways, utilities and other infrastructure, while minimizing potentially incompatible influences upon neighboring districts.
<b>Recreation</b>	No changes proposed.	The Recreation category includes existing and future recreational facilities identified in the Village of Suttons Bay Recreation Plan. 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.	<b>Recreation</b>	<b>Public Lands</b>	The PL district supports a number of public lands that provide recreational and cultural opportunities for residents and visitors as well as the preservation of natural resources.
<b>Public/Semi-Public</b>	Although the Future Land Use section in the 2011 plan use "Public/Semi-Public," the map is labeled as "Public/Quasipublic" and so we have changed the designation to the latter.	The <b>Public/Quasipublic</b> category includes facilities that are designed to serve the public interest, such as educational, governmental, religious, health, correction, military, cemeteries, airports, and public safety.	<b>Public/Quasipublic</b>		
<b>Conservation (overlay)</b>	--	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.	<b>Conservation (overlay)</b>		

2011 Future Land Use Category	12/07/22 Discussion	12/07/22 Proposed Description	12/07/22 Proposed Category Name	Corresponding Zoning District(s)	Zoning District Intent and Purpose
<p><b>M-22 and M-204 Heritage Corridors (overlay)</b></p>	<p>--</p>	<p>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.</p>	<p>M-22 and M-204 Heritage Corridors (overlay)</p>		
<p><b>Village Growth Management Area</b></p>	<p>The Planning Commission discussed leaving a general statement in place regarding the category so that a five-year review can motivate new discussion if it is more relevant at that time.</p>	<p>The Village Growth Management Area was included in the previous 2011 joint Master Plan with the Township. Containing development in the Village does not seem practical or necessary at this time, but the Village may revisit it in the next update to the Master Plan.</p>	<p>X</p>		



Table 5-2 Schedule of Uses: Mixed Use Districts

Use	SG	Specific Conditions
<b>RESIDENTIAL</b>		
Day care (children), family day care home	P	
Day care (children), group day care home	SLU	
Dwellings, multi-family		Section 9-7
Dwellings, single-family detached	P	
Dwellings, two-family	P	
Dwellings, units on upper floors of buildings with non-residential uses at street level (single or multiple)	P	
Foster care home (adult), adult foster care familyhome	P	
Foster family home (children), foster family home	P	
Home, convalescent or nursing		
Housing, independent and assisted living		
<b>RETAIL</b>		
General retail (indoor), less than 5,000 SF	SLU	
General retail (indoor), 5,000 SF or greater		
<b>OTHER</b>		
Similar uses	SLU/P	Section 3-5

Table 6-2 Schedule of Uses: Commercial and Industrial Districts

Use	SB	Specific Conditions
<b>RESIDENTIAL</b>		
<b>RETAIL</b>		
Gas station/fuel sales	P	
General retail (indoor), under 5,000 square feet	P	
General retail (indoor), 5,000 to 10,000 square feet	SLU	
Permanent outdoor sales	SLU	Section 9-9
Vehicle sales and rental, automobiles, light trucks, boats	P	
Vehicle sales and rental: heavy equipment, heavy trucks, RVs, mobile homes		
<b>OTHER</b>		
Sexually oriented businesses		Section 9-11
Similar uses	SLU/P	Section 3-5

# 2022



## VILLAGE OF SUTTONS BAY MASTER PLAN



Prepared by  
Village of Suttons Bay  
Planning Commission

DRAFT 12/01/22



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# Acknowledgments

## Planning Commission (PC)

Name, Position

## Village Council

Name, Position

## Planning & Zoning

Name, Position

Assisted by Giffels Webster

Resolution of Adoption



<b>Introduction</b> .....	<b>12</b>
Purpose of a Master Plan .....	12
Location .....	14
Community Profile Summary .....	15
<b>Public Input</b> .....	<b>16</b>
Online Community Survey .....	16
<b>Goals and Objectives</b> .....	<b>20</b>
Goals of the Master Plan .....	20
Housing .....	21
Natural Resources .....	22
Transportation .....	23
Economic Development .....	24
Community Identity .....	25
<b>Future Land Use Plan</b> .....	<b>26</b>
2022 Future Land Use Descriptions .....	26
Future Land Use Map Changes .....	29
<b>Implementation</b> .....	<b>32</b>
Zoning Plan .....	32
Action Items .....	35
Housing .....	37
Natural Resources .....	39
Transportation .....	40
Economic Development .....	41
Community Identity .....	42
<b>Appendix A: Community Profile</b> .....	<b>45</b>
Introduction .....	45
Community and Planning History .....	46
Demographics .....	47
Local Economy .....	55
Housing .....	59
Context: Long-Range Planning in the Township .....	63
Existing Land Use .....	66
<b>Community Facilities</b> .....	<b>68</b>
Civic Facilities .....	68
Public Utilities/Services .....	71
Road Classification .....	72
<b>Appendix B: Glossary &amp; List of Acronyms</b> .....	<b>78</b>
Glossary .....	78
List of Acronyms .....	79

# List of Maps, Figures, and Tables

## List of Maps

Map 1. Location Map .....	14
Map 2. Future Land Use Map, 2011 - Noted with Changes .....	27
Map 3. Village of Suttons Bay Future Land Use Map, 2011 .....	64
Map 4. Suttons Bay Township Future Land Use Map, 2011 .....	65
Map 5. Existing Land Use, 2020 .....	67
Map 6. Village of Suttons Bay Parks .....	69
Map 7. National Functional Classification .....	73
Map 8. Non-Motorized Pathways .....	75

## List of Figures

Figure 1. Relationship between Master Plan and Zoning Ordinance .....	32
Figure 2. Population and Rate of Growth .....	47
Figure 3. Population Forecast Methods .....	48
Figure 4. Population Distribution by Age and Sex .....	49
Figure 5. Percent Older Than 65 .....	51
Figure 6. Percent Ages 5 to 17 .....	51
Figure 7. Median Age .....	51
Figure 8. Racial Composition in Suttons Bay and Surrounding Communities, 2020 .....	52
Figure 9. Educational Attainment, 2020 .....	53
Figure 10. Percent Bachelor's Degree or Higher, 2020 .....	53
Figure 11. Household Composition, 2020 .....	54
Figure 12. Jobs by NAICS Industry Sector .....	55
Figure 13. Resident Employment by Industry, 2010 to 2020 .....	56
Figure 14. Unemployment Rate, 2020 .....	56
Figure 15. Poverty Rate in Suttons Bay and Surrounding Communities, 2020 .....	57
Figure 16. Mean Travel Time to Work (in minutes), 2020 .....	58
Figure 17. Inflow/Outflow, 2019 .....	58
Figure 18. Year Householder Moved to Suttons Bay, 2020 .....	61
Figure 19. Year Housing Built in Suttons Bay, 2020 .....	61

# List of Maps, Figures, and Tables

## List of Tables

Table 1. Future Land Use Categories, 2011 to 2022 .....	26
Table 2. Zoning Plan .....	33
Table 3. Implementation Action Item Types .....	35
Table 4. Implementation Matrix Columns .....	35
Table 5. Action Items: Housing .....	37
Table 6. Metrics: Housing .....	38
Table 7. Action Items: Natural Resources .....	39
Table 8. Metrics: Natural Resources .....	39
Table 9. Action Items: Transportation .....	40
Table 10. Metrics: Transportation .....	40
Table 11. Action Items: Economic Development .....	41
Table 12. Metrics: Economic Development .....	41
Table 13. Action Items: Community Identity .....	42
Table 14. Metrics: Community Identity .....	42
Table 16. Population and Growth of Surrounding Communities, 2010-2020 .....	50
Table 15. Older Adults and Youth Population, 2010 to 2020 .....	50
Table 17. Race Distribution .....	52
Table 18. Characteristics of Households in the Village of Suttons Bay and Surrounding Communities, 2020 .....	54
Table 19. Incomes (in 2020 inflation-adjusted dollars) .....	57
Table 20. Incomes in Suttons Bay and Surrounding Communities, 2020 .....	57
Table 21. Mode of Transportation to Work .....	58
Table 22. Jobs by Distance (Home Census Block to Work Census Block) .....	58
Table 23. Housing Types in Surrounding Communities, 2020 .....	59
Table 24. Housing Types, 2010 to 2020 .....	60
Table 25. Housing Tenure in the Village of Suttons Bay, 2010-2020 .....	60
Table 26. Median Housing Values in Surrounding Communities .....	62
Table 27. Median Gross Rents in Surrounding Communities .....	62

To be added



# Introduction









# Introduction



## Purpose of a 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.





## Previous Planning Efforts

In 2011, the Village and Suttons Bay Township prepared a joint master plan. This plan explored the relationship between these two distinct geographic areas and municipal entities. The plan recognizes the important unique qualities of each community - as well as highlights the ways in which each supports the other. With the Township being less developed than the Village, the 2011 Plan contains many important strategies aimed at agricultural and natural features preservation.

The Village recently completed and adopted a Five-Year Parks and Recreation Master Plan in 2022. The plan contains a recreation inventory, goals and objectives, system wide recommendations, a park system action plan, and other components supplementing the plan such as a description of the public input process, funding, etc.

The following goals were developed:

1. Maintain and improve our parks and park system.
2. Incorporate culture, history and the arts within our parks.
3. Improve our park system to include higher levels of barrier free access and ADA opportunities.
4. Improve and expand our existing non-motorized network by encouraging connectivity and walkability.
5. Promote public awareness and usability of the park system.

Park-specific recommendations are included in the plan as well, but the Village will be guided by the following system wide recommendations for use in the long-range planning of parks and recreation:

- Barrier-free accessibility
- Intergenerational interaction by way of recreation
- Non-motorized connections
- Continued public involvement
- Acquisition of park land

In 2018, the Village Council approved the Downtown Development Authority's Development Plan and Tax Increment Financing Plan. The DDA's purpose for the plan was to "stabilize conditions for those residing here, assist business in locating or expanding here and improve the quality of life."

- Improve the overall business climate of the district to deter economic decline and improve the tax base;
- Encourage the retention and expansion of employment opportunities;
- Maintain and improve public facilities;
- Provide guidance for compatible land use development within the district; and
- Improve the general appearance of visual amenities and preserve sites within unique design features or character.

The Development Plan also describes project improvements that could be made in the development area and proposed phasing and priority of those projects and desired zoning, street, and utility changes. The Tax Increment Financing Plan provides a detailed explanation of the tax increment procedure.

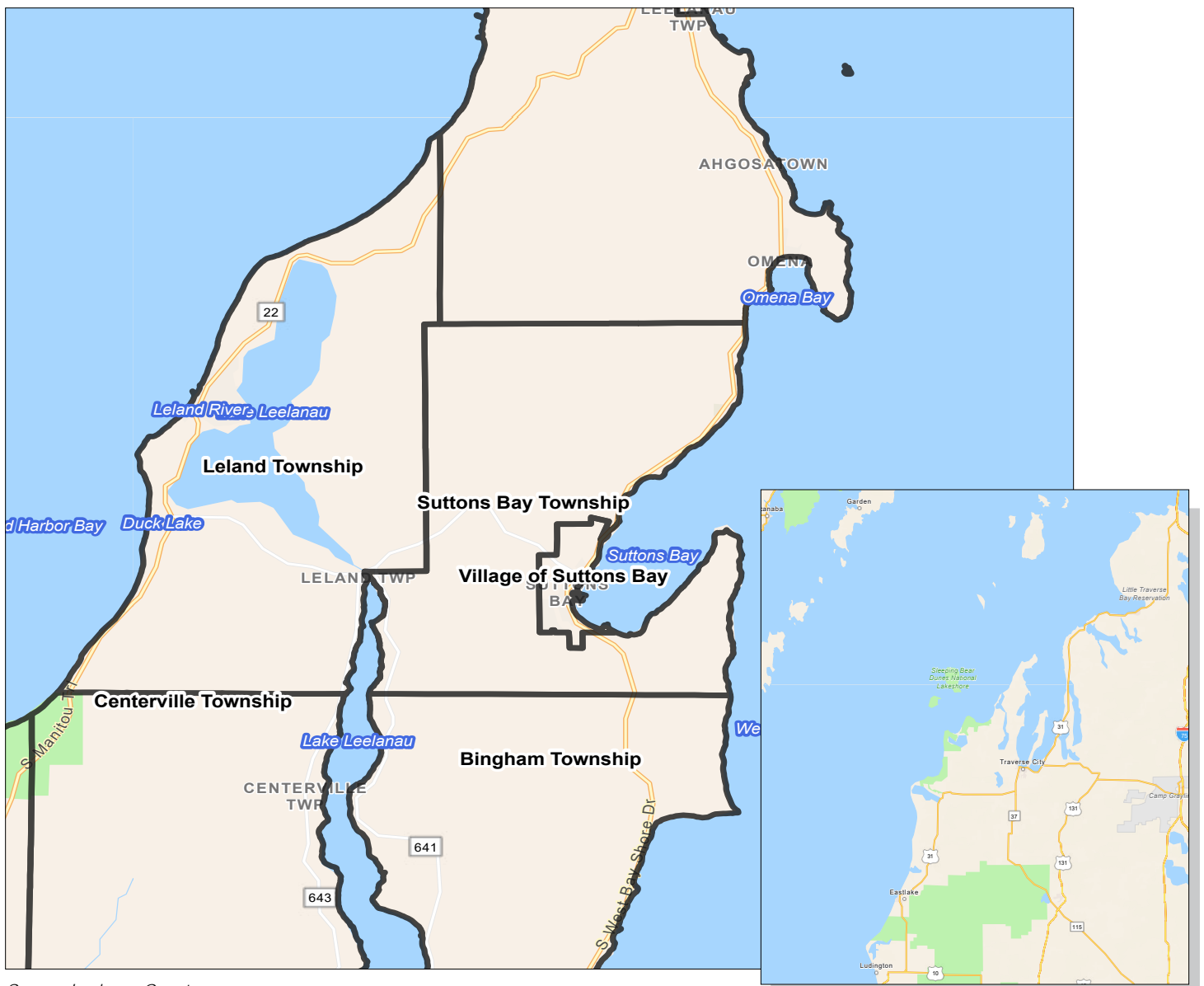
The 2011 joint Master Plan illustrated a long-term vision for marina and waterfront improvements, which led to the Suttons Bay Marina Master Plan developed in 2014. The plan considered existing conditions and recommendations, phasing and implementation, and funding. Priorities were determined by the plan's intent to preserve the existing atmosphere of the area, while enhancing the marina facilities to continue its attractiveness to boaters and increasing connectivity to create a unique, active and sustainable waterfront district.

## 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



Source: Leelanau County



## Community Profile Summary

[A one-page demographic snapshot and summary of existing conditions will be inserted here with a link to “Appendix A: Community Profile” on page 45 for more information.]

# 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. Input should be collected and considered through the entire planning process. Residents should have the opportunity to engage with the Planning Commission and Village staff regarding the issues that the community faces.

[Description/summary of public input in this update to come.]

## 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 marijuana 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.



# The Plan

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# Goals and Objectives

What are goals, objectives, and action items?

Goals are general guidelines that explain what the community wants to achieve. Goals are usually long-term and represent global visions such as to "Provide a range of housing choices for all ages and incomes" or "Strengthen the local economy." Goals define the "what," "why," and "where," but not the "how."

Objectives identify the milestones that mark progress in achieving goals and provide more of the "how" goals will be implemented. For example, with a goal of "Strengthen the local economy" an objective to "Provide a clear set of guidelines and expectations for developers" is something that may be measured and tracked over time.

Action items are more specific and define the steps to accomplish objectives and support the wider vision of the identified goals. The most effective action items will include who will tackle that task and when it should be accomplished. The action items for the goals of this Master Plan can be found in "Implementation" on page 32.

## Goals of the Master Plan

- **Housing.** Provide a range of housing choices for all ages and incomes within close proximity to local goods, services and businesses.
- **Natural Resources.** 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.
- **Transportation.** Provide safe, convenient, and accessible transportation network for residents, businesses, and visitors.
- **Economic Development.** Strengthen the local economy by supporting local businesses and employers in the Village.
- **Community Identity.** Foster a distinctive, attractive, community with a strong sense of place.





## Housing

### Related Data:

- 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.

### Public Input on Housing

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.



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

### 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

### Related Data

- 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.

### Public Input on Natural Resources

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.



**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.**

### 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

### Related Data

- 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.
- The Village has a network of sidewalks in the downtown and near-downtown neighborhoods.

### Public Input on Transportation

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.



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

### 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

### Related Data

- 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

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.



## 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

No specific public input was gathered on this topic.

### Related Data

- Business owners support public art in the downtown

**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 Plan

The Future Land Use Map illustrates where the city intends to locate general land use categories into the future. [Map 2](#) 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). Where the Future Land Use Map and Zoning Map are out of alignment, zoning amendments may not be intended to be imminent; rather, the recommendations set a long-range planning goal.

Table 1 shows the future land use designations from the 2011 joint Master Plan. Descriptions of the 2011 land use categories can be found in “Context: Long-Range Planning in the Township” on page 63.

**Table 1. Future Land Use Categories, 2011 to 2022**

2011 Future Land Use Category	2022 Future Land Use Category
Rural Residential	Large Lot Residential
Neighborhood Residential	Neighborhood Residential
Shoreline Residential	Shoreline Residential
General Commercial	Community Commercial
Mixed Use Center	Mixed Use Central Business
Mixed Use North	Mixed Use North
Mixed Use South	Mixed Use South Gateway
Mixed Use Waterfront	Mixed Use Waterfront
Business Park	Light Industrial
Recreation	Recreation
Public/Semi-Public	Public/Semi-Public
Conservation (overlay)	Conservation (overlay)
M-22 and M-204 Heritage Corridors (overlay)	
Village Growth Management Area	--*
<p>* The Village Growth Management Area was included in the previous 2011 joint Master Plan with the Township. Containing development in the Village does not seem practical or necessary at this time, but the Village may revisit it in the next update to the Master Plan.</p> <div style="border: 1px solid black; padding: 2px; width: fit-content;">                     Indicates category has been renamed                 </div>	

## 2022 Future Land Use Descriptions

### Large Lot/Transitional Residential

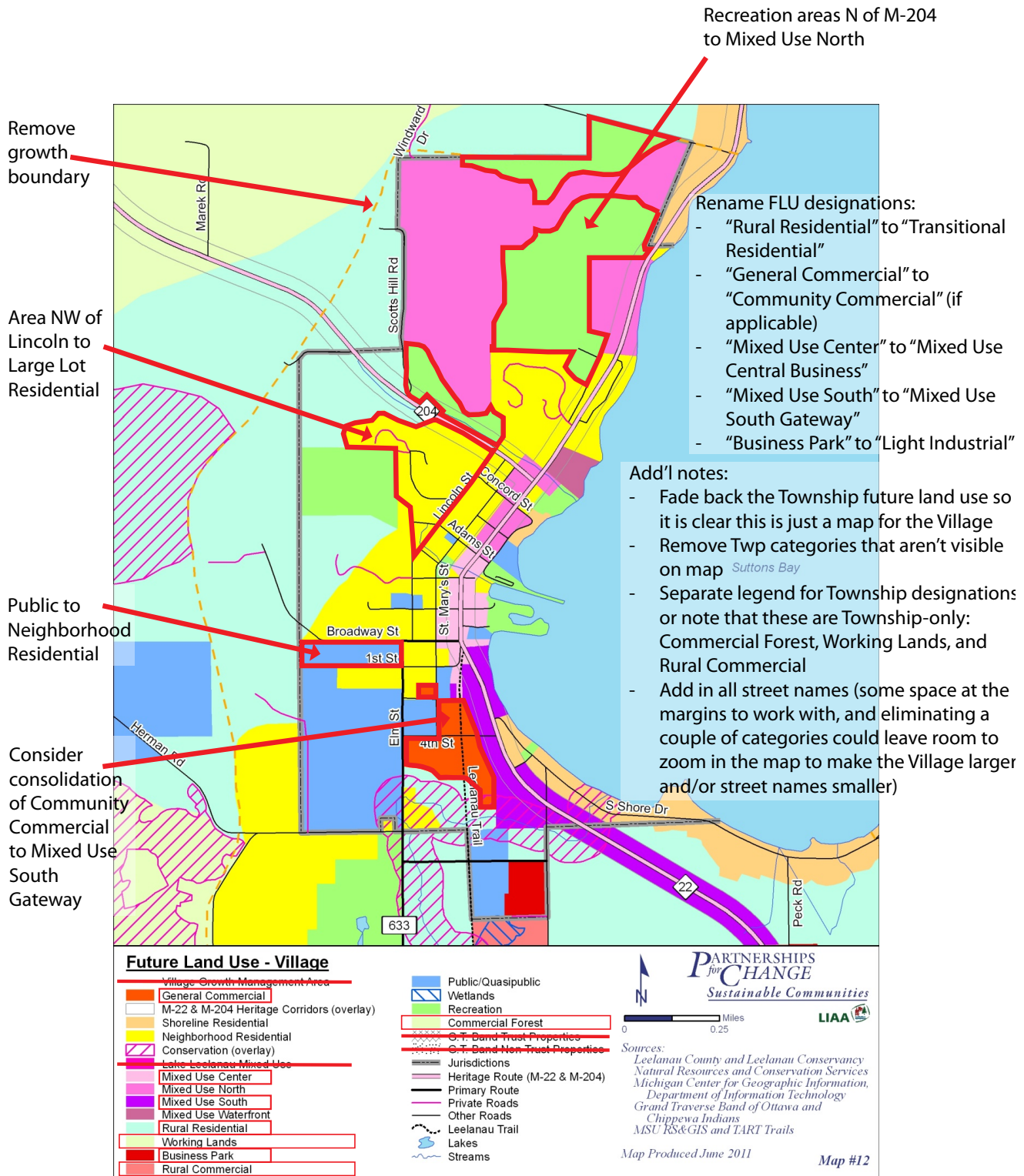
The Large Lot/Transitional Residential category includes residential developments that represent the transition from the Township to the Village to a setting that is comprised of single-family dwellings characterized by the presence of natural landscape features and scenic views. Two-family dwellings and accessory dwellings that are compatible with single-family homes offer different dwelling types in this area. Space between homes preserve scenic views.

### Neighborhood Residential

The Neighborhood Residential category includes homes laid out in a pattern based on the Village’s historic grid street and sidewalk system and features a mix of small lots and shallow setbacks and larger lots with wider setbacks. New homes and additions should be compatible with the site layout and building form found in Neighborhood Residential areas. Non-residential uses commonly found in residential areas, such as parks, playgrounds, places of worship and schools are expected. Improving and maintaining walkability is essential in these areas to ensure residents have access to local goods and services.



Map 2. Future Land Use Map, 2011 - Noted with Changes



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.

## 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.

## Community Commercial

The Community Commercial land use category includes stand-alone business and shopping options that are intended to provide service to the Suttons Bay community rather than regional shoppers. Building siting and design encourages pedestrian activity, with sidewalks and pathways connecting land uses to surrounding areas. Landscaping and building materials should be high quality to ensure long-term maintenance.

## 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 Central Business

The Mixed Use Central Business area is comprised of the historic core of the Village and is characterized by traditional multi-story buildings set to the sidewalk. The area will contain a mix of uses to serve visitors and tourism as well as year-round residents and contribute to and promote active street life and vitality in the center of the Village. The repurposing of buildings is encouraged to promote sustainability and preservation while filling the gaps in otherwise walkable blocks.

### Mixed Use North

The Mixed Use North area starts at the northern boundary of the Village, through the intersection of M-22 and M-204 and moves south to the traditional center of downtown. The area closer to downtown was originally developed with a detached single-family home form that has been allowed to transition from residential to non-residential uses that have the effect of extending downtown north along M-22. Residential uses are still encouraged, particularly moving north out of the downtown area. Existing structures could be renovated with additional units, into duplex, triplex and quadplex homes to provide additional needed housing close to downtown. Further north, there are opportunities to develop a variety of homes that may include single-family detached, townhomes, duplex, triplex and quadplex homes.

### Mixed Use South Gateway

[May be consolidated with Community Commercial.]

### Mixed Use Waterfront

There is one area along the lake shore designated as Mixed Use Waterfront; this is a mixed residential development that includes a marina. There are no additional areas of the Village with this designation at this time.

## Light Industrial

The Light Industrial category provides for limited industrial, public service and office uses activities that pose minimal environmental impacts. Support uses such as childcare, community center, and technical training/educational facilities would also be appropriate in these areas. To support the local workforce, these areas should provide sidewalks and pedestrian access to both downtown and commercial areas as well as to nearby residential housing.

## Recreation

The Recreation category includes existing and future recreational facilities identified in the Village of Suttons Bay Recreation Plan. 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 (overlay)

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 Overlay

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.

## Future Land Use Map Changes

- xxx. xxx
- xxx. xxx
- xxx. xxx



# Implementation

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# Implementation

The thoughtful preparation and adoption of any plan would be of diminished value without a program of implementation strategies. The implementation strategies of this chapter will assist the Village in putting the key recommendations of the Master Plan to work.

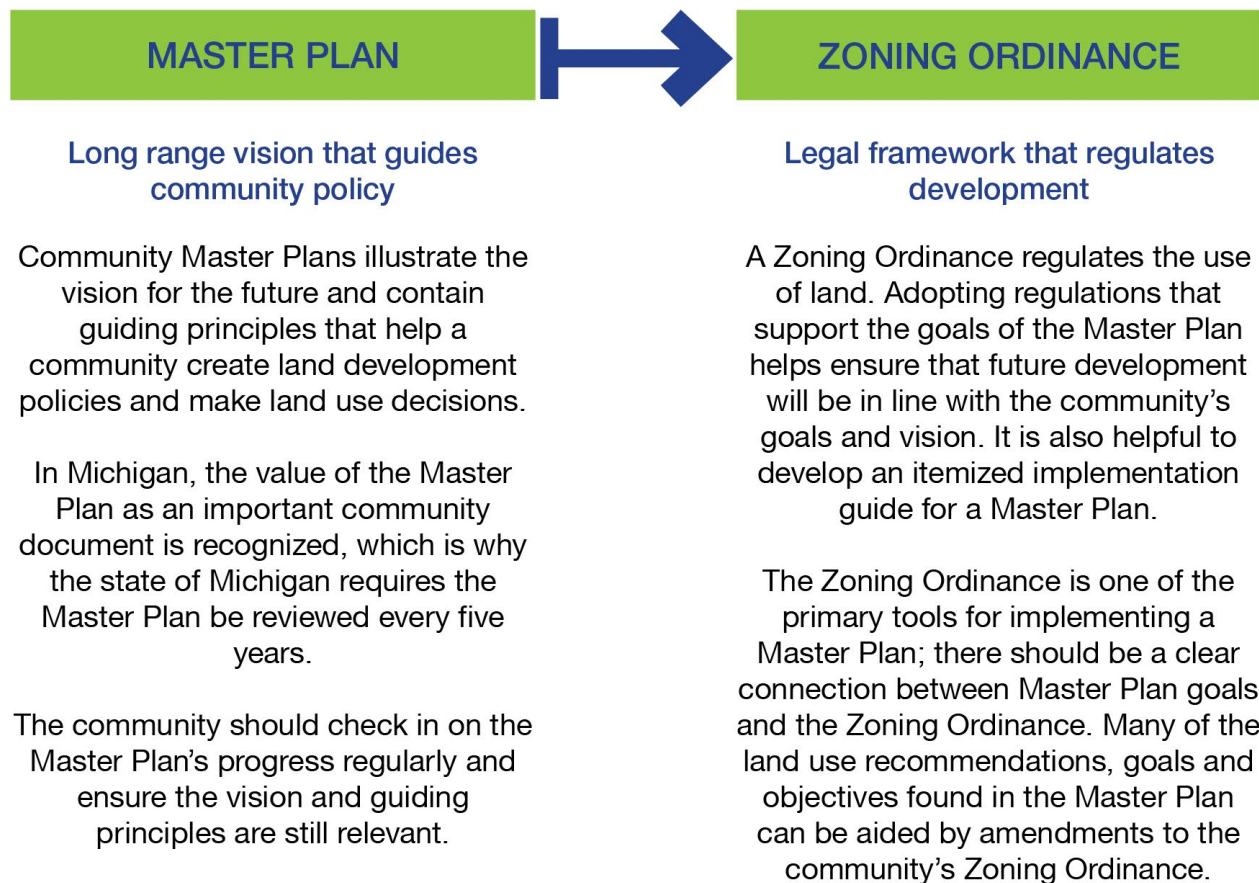
The implementation program is based on the goals and objectives discussed earlier. A specific Zoning Plan outlines steps that can be taken toward implementation through amendments to the Zoning Ordinance.

## Zoning Plan

The Zoning Plan is intended to guide short-term implementation of the long-term recommendations illustrated on the Future Land Use Map (see [Map 2](#)). The intent of the Zoning Plan is not to identify all areas that would require rezoning to be consistent with the Plan. Rather, the

Zoning Plan highlights specific key or priority areas where existing zoning is significantly lacking appropriate standards or would inhibit development in accordance with the Master Plan.

**Figure 1. Relationship between Master Plan and Zoning Ordinance**



The Zoning Plan shows how the Village's planned long-range land use will be implemented through the use of zoning. The table below shows how the land uses of the Master Plan generally align with the Village's zoning districts. Each of the future land use categories has an appropriate zoning framework for regulating development. There are a few zoning district classifications that should be amended to be consistent with this Plan. In addition, several other code amendments that should be considered are listed following the table.

**Table 2. Zoning Plan**

2022 Future Land Use Category	Zoning District	Notes
Transitional Residential	Hillside Residential (HR)	
Neighborhood Residential	Central Residential (CR)	
	Newer Village Residential (NVR)	
Shoreline Residential	Single-Family Waterfront Residential (SFWR)	
	Waterfront Condominium (WC)	
Community Commercial	South Business (SB)	
Mixed Use Central Business	Central Business (CB)	
Mixed Use North	North Gateway (NG)	
Mixed Use South Gateway	South Gateway (SG)	
Mixed Use Waterfront	Bay View (BV)	
Light Industrial	Warehouse Industrial (WI)	
Recreation	Public Lands	
Public/Semi-Public		
	Planned Unit Development (PUD)	
Conservation (overlay)		
M-22 and M-204 Heritage Corridors (overlay)		

## Potential Zoning Code Amendments

XXXXX

## Potential Zoning Map Changes

XXXXX



## Action Items

Bringing plans to fruition is best done through consistent, incremental, and logical implementation of steps towards the final goals. The implementation matrices that follows is designed to show how the goals of the Master Plan are fulfilled by action items, or strategies. All boards and commissions are encouraged to read through all of the strategies to understand how they all work together to create a better community to live, work, and play.

In order to illustrate the connection between goals, objectives and action strategies, each of the implementation matrices that follow align with the Master Plan goals, which are noted at the top of each matrix. Within each matrix, the action items are broken into subcategories intended to assist with identification and prioritization. Not all goals contain action items within each subcategory and some action items are repeated as they can advance more than one goal. The matrix subcategories are listed in [Table 3](#).

**Table 3. Implementation Action Item Types**

Action Item Type	Description
Zoning	These are items requiring zoning amendments and will generally be led by staff and the Planning Commission.
Advocacy	These are items that will involve education of the community, include residents, business owners, property owners, developers, and design professionals. They will be led by a combination of staff, boards and commissions. They may also involve Township staff and officials working with county and state officials to coordinate plans and funding, as appropriate.
Capital Improvement	These items involve large capital investments, such as equipment, projects or studies, that require inclusion into the Village's Capital Improvement Plans (CIPs) in order to determine the most efficient time and method of completion and may involve multiple municipal departments.
Other	Other items may involve research, study, and further evaluation by staff and/or other boards and commissions.

The tables that follow assign actions to the goals and objectives, leaving room to establish priority levels for short-term, mid-term, and long-term items as the next step following adoption of this plan. This chapter should be reviewed periodically and at least annually to assess progress and adequately budget for specific strategies. Each action should have a "lead," a board, commission, group, or individual who is responsible for project initiation and coordination.

**Table 4. Implementation Matrix Columns**

Matrix Column	Description
Action Strategy	The actions necessary to carry out goals and objectives.
Lead Body	Identifies the primary party responsible for accomplishing the action strategy.
Time Frame	These involve large capital investments, such as equipment, projects or studies, that require inclusion into the Township's Capital improvement plans in order to determine the most efficient time and method of completion and may involve multiple municipal departments.
Supporting Partners	Other items may involve research, study and further evaluation by staff and/or other boards and commissions.
Abbreviations	

After adoption, the Planning Commission will assign time frames or priorities to the action items. These time frames are intended as guides and may be adjusted as resources allow or as other issues arise. Generally, short time frames are intended as three years or less; medium time frames are three to five years, and long time frames are over 5 years. Priorities would generally be categorized as high, medium, or low.

### Implementation Tools and Techniques

The Village of Suttons Bay has a wide variety of tools and techniques at its disposal to help implement its long-range planning, including, but not limited to:

- Zoning Ordinance standards and Zoning Map
- Code enforcement
- Special design plans and study area plans
- Capital improvement program (CIP)
- Public-private partnerships (P3s or PPPs)
- Site plan, special land use, and rezoning review
- Special millages and assessments
- Local land trusts and conservancies
- Federal and state grant programs
- Re-evaluation and adjustment of the Master Plan

### Metrics

In order to assist the Village of Suttons Bay with implementation, each goal has metrics associated with it that should be assessed annually, or as data is available. In some cases, new tools will need to be developed to help gauge success. This will allow the community to see how improvements are occurring, which will likely be incrementally over time. Further, being able to show improvement helps keep momentum going and garners support from both the community as well as appointed and elected officials.





## Housing

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

**Table 5. Action Items: Housing**

Action Item	Lead Body	Priority / Time Frame	Potential Funding Source	Supporting Partners
<b>Zoning</b>				
Consider changes to residential zoning districts to permit housing opportunities for all age groups that are consistent with the goals and intent of the Master Plan.				
Assess the Zoning Ordinance to ensure it allows appropriate residential retrofits for accessibility in order to help older residents remain in their homes.				
Map priority development areas for workforce and/or attainable housing and "pre-permit" selected sites within the designated priority development area(s).				
Permit single-family homes to be converted to multi-family units.				
Explore an overlay district to delineate priority development area(s) for housing options where they are not currently prohibited without adding new zoning districts or changing boundaries.				
Consider zero lot line homes in mixed use areas. The CB district is currently the only district w/a zero front setback.				
Allow for dormitory housing or boarding room housing in certain districts under defined conditions for the purposes of seasonal workforce housing.				
Consider allowing accessory dwelling units (ADUs) in all districts (currently only permitted in NG, SG and BV districts).				
Consider allowing an additional ADU (one attached and one detached) on the same property.				
Limit or eliminate short-term rental of ADUs in districts targeted for workforce housing.				
Define "long-term rental" in the Zoning Ordinance and distinguish between "long-term rental" and "workforce housing."				
Explore limiting short-term rentals in areas/districts targeted for workforce housing and identifying areas where both may be appropriate.				
Lead Body: PC = Planning Commission; Staff = Village staff; VC = Village Council				
Potential Funding Sources: 1 = General fund/typical financial mechanism available to the city for general government operation; 2 = Special improvement district (SID) programs, 3 = Grants related to connectivity/transportation, air quality, recreation; 4 = Non-traditional grants; 5 = Public-private partnerships (P3s or PPPs)				

Action Item	Lead Body	Priority / Time Frame	Potential Funding Source	Supporting Partners
Explore opportunities for developing form-based zoning standards associated with residential areas to promote walkability and compatibility with existing development.				
Update Planned Unit Development (PUD) regulations to include more specific language to support workforce housing.				
Incorporate incentives with the PUD standards in the ZO (density bonus, reduced parking required, utility hookup fees, minimum dwelling and lot width and size, height bonuses, etc.).				
Encourage or incentivize energy efficiency and sustainability in the Zoning Ordinance (e.g., solar panels, EV charging stations, etc.).				
<b>Advocacy</b>				
Explore "Redevelopment Ready Certification" to access Michigan Economic Development Corporation (MEDC) financing, resources, and marketing.				
Improve code enforcement to ensure property owners are maintaining their properties consistent with municipal codes.				
Pursue affordable housing funding programs such as state and federal grant opportunities.				
<b>Capital Improvement</b>				
Plan for the maintenance and ongoing improvement of community facilities, including parks and pathways.				
<b>Other</b>				
Lead Body: PC = Planning Commission; Staff = Village staff; VC = Village Council Potential Funding Sources: 1 = General fund/typical financial mechanism available to the city for general government operation; 2 = Special improvement district (SID) programs, 3 = Grants related to connectivity/transportation, air quality, recreation; 4 = Non-traditional grants; 5 = Public-private partnerships (P3s or PPPs)				

**Table 6. Metrics: Housing**

Metric	Source	Baseline Date Measured	Frequency of Benchmark



## Natural Resources

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.

Table 7. Action Items: Natural Resources

Action Item	Lead Body	Priority / Time Frame	Potential Funding Source	Supporting Partners
<b>Zoning</b>				
<b>Advocacy</b>				
<b>Capital Improvement</b>				
<b>Other</b>				
Lead Body: PC = Planning Commission; Staff = Village staff; VC = Village Council Potential Funding Sources: 1 = General fund/typical financial mechanism available to the city for general government operation; 2 = Special improvement district (SID) programs, 3 = Grants related to connectivity/transportation, air quality, recreation; 4 = Non-traditional grants; 5 = Public-private partnerships (P3s or PPPs)				

Table 8. Metrics: Natural Resources

Metric	Source	Baseline Date Measured	Frequency of Benchmark

## Transportation

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

Table 9. Action Items: Transportation

Action Item	Lead Body	Priority / Time Frame	Potential Funding Source	Supporting Partners
<b>Zoning</b>				
<b>Advocacy</b>				
<b>Capital Improvement</b>				
<b>Other</b>				
Lead Body: PC = Planning Commission; Staff = Village staff; VC = Village Council Potential Funding Sources: 1 = General fund/typical financial mechanism available to the city for general government operation; 2 = Special improvement district (SID) programs, 3 = Grants related to connectivity/transportation, air quality, recreation; 4 = Non-traditional grants; 5 = Public-private partnerships (P3s or PPPs)				

Table 10. Metrics: Transportation

Metric	Source	Baseline Date Measured	Frequency of Benchmark



## Economic Development

**Strengthen the local economy by supporting local businesses and employers in the Village.**

**Table 11. Action Items: Economic Development**

Action Item	Lead Body	Priority / Time Frame	Potential Funding Source	Supporting Partners
<b>Zoning</b>				
Review the zoning ordinance to ensure that building design is high quality and encourages pedestrian activity.				
<b>Advocacy</b>				
Explore “Redevelopment Ready Certification” to access Michigan Economic Development Corporation (MEDC) financing, resources, and marketing				
<b>Capital Improvement</b>				
<b>Other</b>				
Lead Body: PC = Planning Commission; Staff = Village staff; VC = Village Council Potential Funding Sources: 1 = General fund/typical financial mechanism available to the city for general government operation; 2 = Special improvement district (SID) programs, 3 = Grants related to connectivity/transportation, air quality, recreation; 4 = Non-traditional grants; 5 = Public-private partnerships (P3s or PPPs)				

**Table 12. Metrics: Economic Development**

Metric	Source	Baseline Date Measured	Frequency of Benchmark

## Community Identity

Foster a distinctive, attractive community with a strong sense of place.

Table 13. Action Items: Community Identity

Action Item	Lead Body	Priority / Time Frame	Potential Funding Source	Supporting Partners
<b>Zoning</b>				
<b>Advocacy</b>				
<b>Capital Improvement</b>				
<b>Other</b>				

Lead Body: PC = Planning Commission; Staff = Village staff; VC = Village Council  
 Potential Funding Sources: 1 = General fund/typical financial mechanism available to the city for general government operation; 2 = Special improvement district (SID) programs, 3 = Grants related to connectivity/transportation, air quality, recreation; 4 = Non-traditional grants; 5 = Public-private partnerships (P3s or PPPs)

Table 14. Metrics: Community Identity

Metric	Source	Baseline Date Measured	Frequency of Benchmark



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# Appendix A

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## Community Profile

# Appendix A: Community Profile

## Introduction

The information in this Community Profile presents the background for the Master Plan. It begins by providing data on the current residents of the Village of Suttons Bay and extrapolating trends to consider how the community may be composed in the future. Specifically, demographic measures such as population, age, race, and educational attainment; economic statistics such as household income and commute factors; and housing data such as housing value and age are discussed.

## Community and Planning History

Now the Grand Traverse Band of Ottawa and Chippewa Indians (GTB), members of the Odawa (Ottawa), the Ojibwa (Chippewa), and Bodowadomi (Pottawatomie) 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**



## 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.

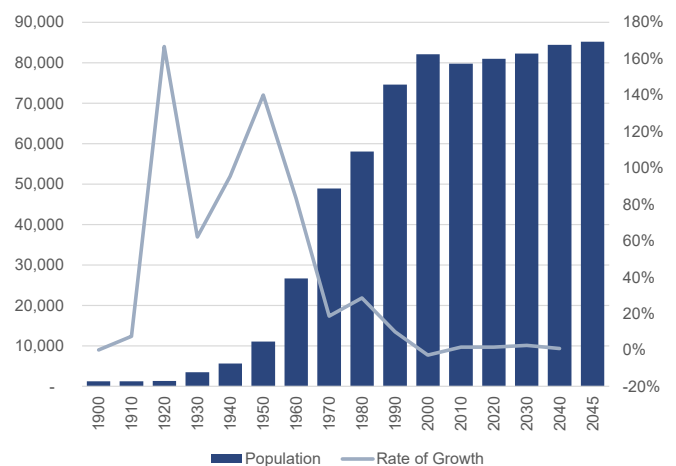
Many demographic trends, including changes to population, growth rates, age distribution, and income, impact future land use. National and regional trends can help provide additional information for local communities. Noteworthy national and regional trends include:

- 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 women 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 2](#)).

Figure 2. Population and Rate of Growth



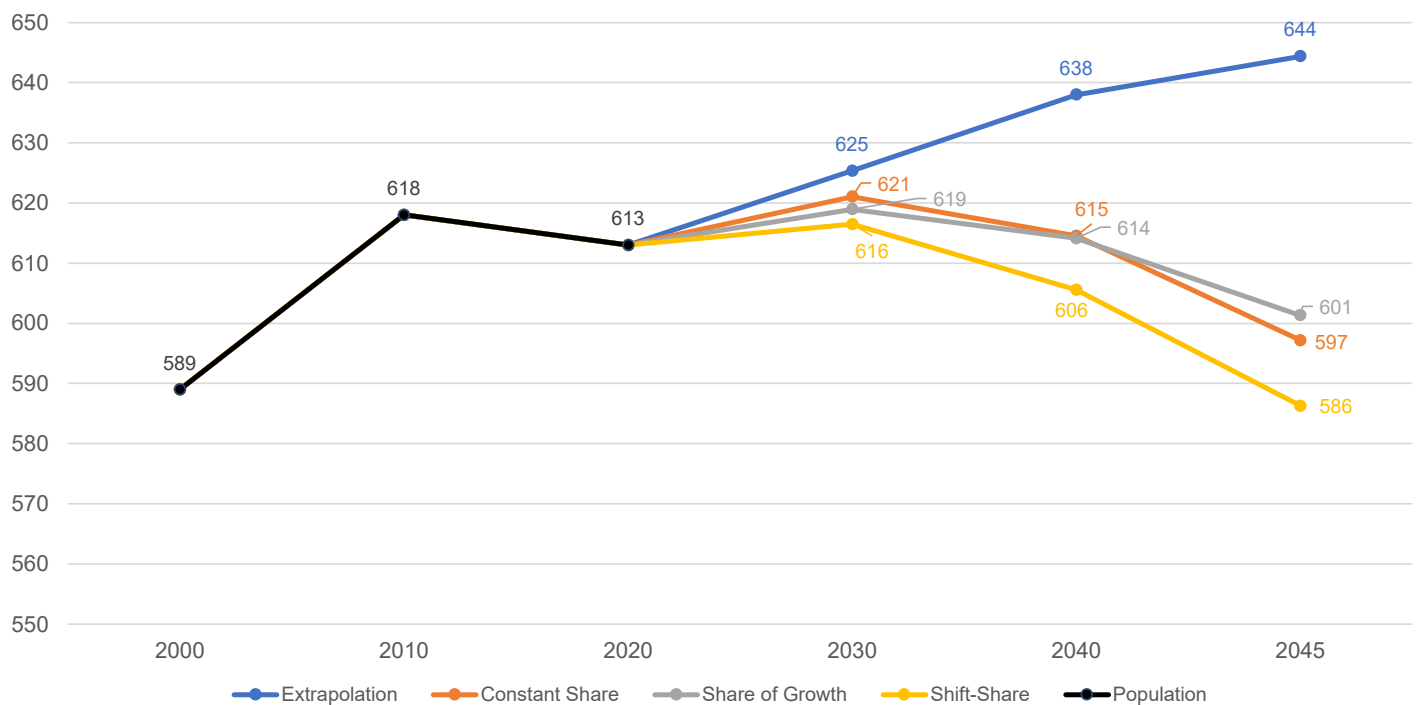
### Population Forecast

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 3 or even growth as projected using the extrapolation method.

**Figure 3. 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

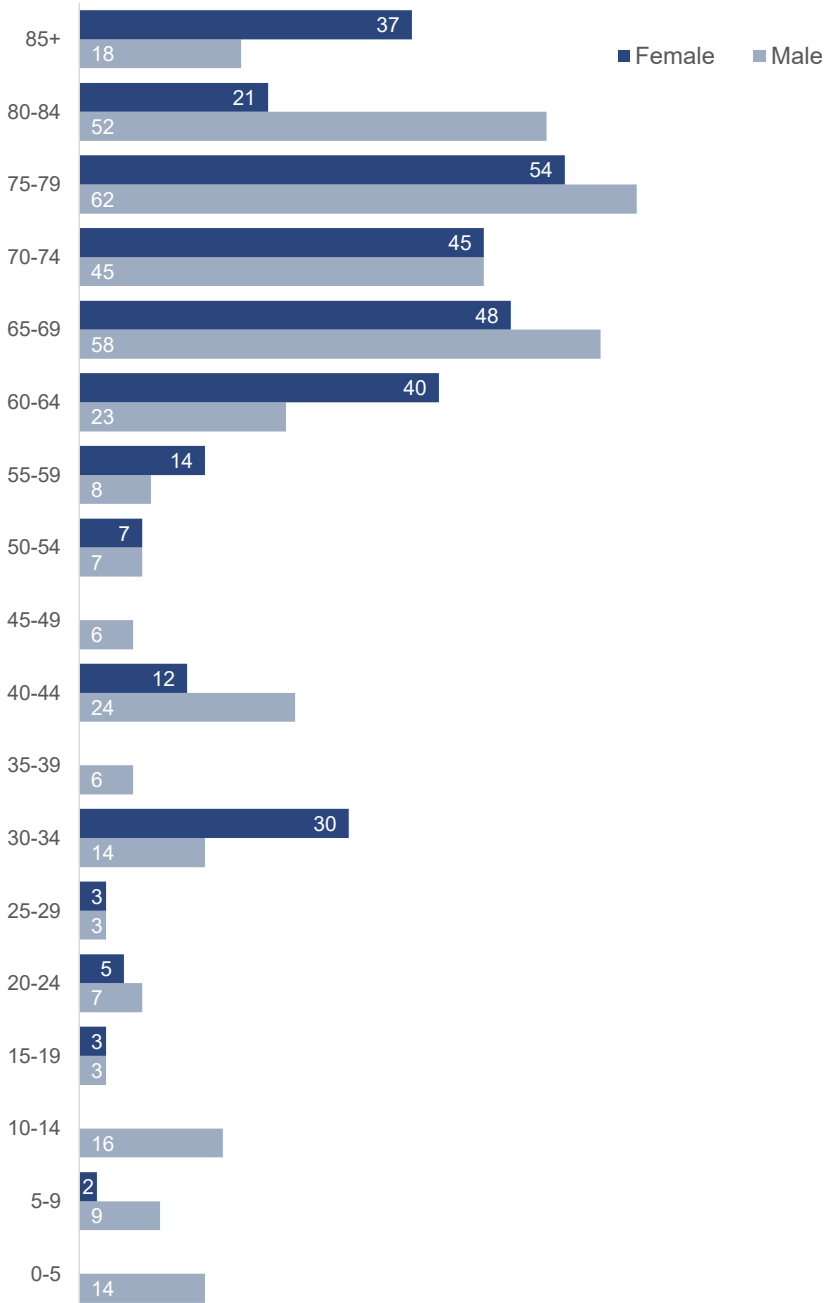




### Population Cohort Analysis

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 4). 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 15 shows further the extent to which the older population has grown over the last decade.

Figure 4. Population Distribution by Age and Sex



**Table 15. Older Adults and Youth Population, 2010 to 2020**

Population	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 16](#)). 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 16. 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%
<b>Village of Suttons Bay</b>	<b>618</b>	<b>613</b>	<b>-0.8%</b>
Suttons Bay Township	2,982	2,883	-3.3%

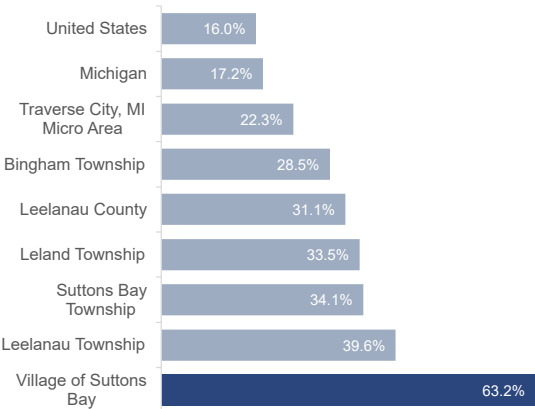
Source: U.S. Census Bureau, 2010 and 2020 Decennial Census



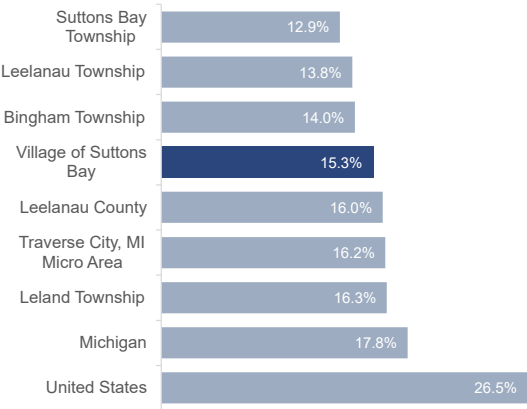
**Older Adults and Youth Population**

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 5, suggesting the more middle-of-the-pack figures of a younger population in Figure 6 could be skewing downward slightly.

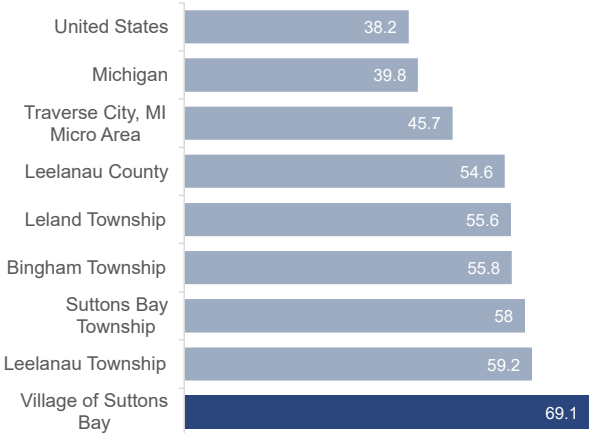
**Figure 5. Percent Older Than 65**



**Figure 6. Percent Ages 5 to 17**



**Figure 7. Median Age**



### Race

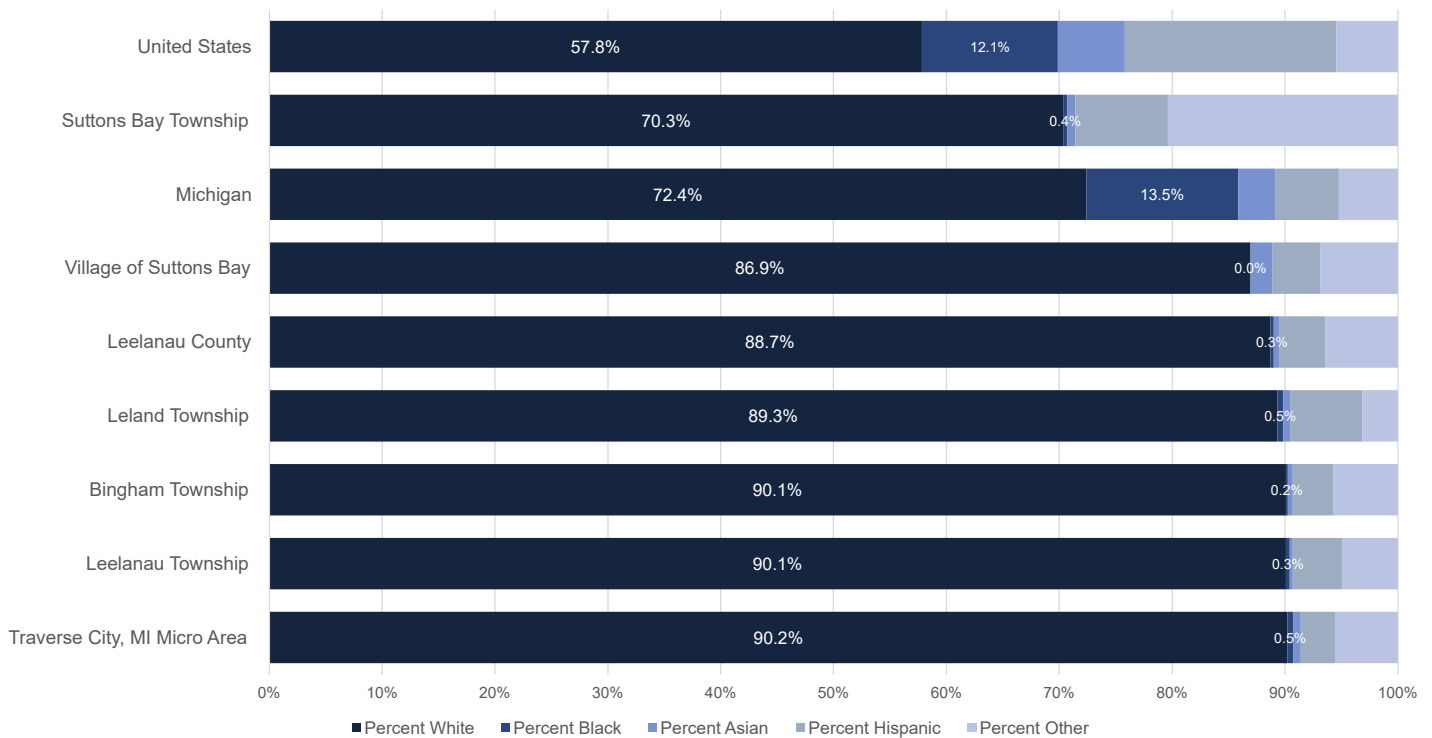
According to the latest count available from the Decennial Census, the racial composition of Suttons Bay is majority white at 86.9%. The racial composition of the Village has become more diverse between 2010 and 2020, with the biggest changes, as detailed in Table 17. The Village is slightly more diverse 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 17. 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%
<b>Total</b>	<b>618</b>	<b>100.0%</b>	<b>613</b>	<b>100.0%</b>	<b>0.0%</b>	

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

**Figure 8. Racial Composition in Suttons Bay and Surrounding 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 9). 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 10 for more details.

Figure 9. Educational Attainment, 2020

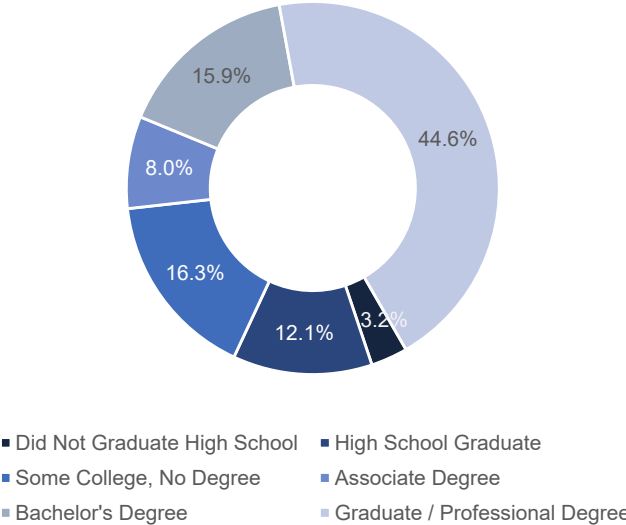
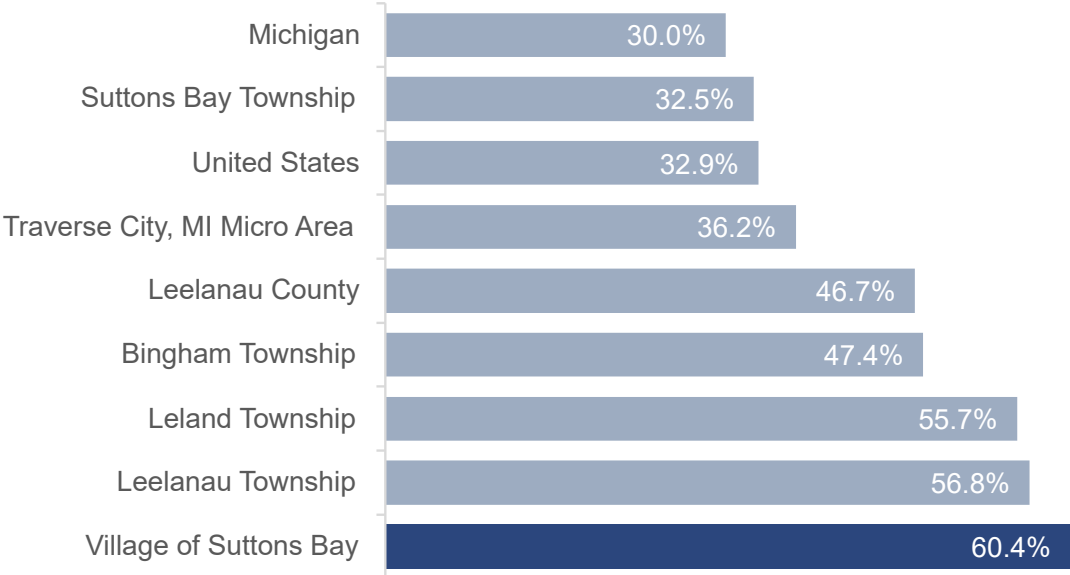


Figure 10. Percent Bachelor's Degree or Higher, 2020





### 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 59](#) 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 11. Household Composition, 2020

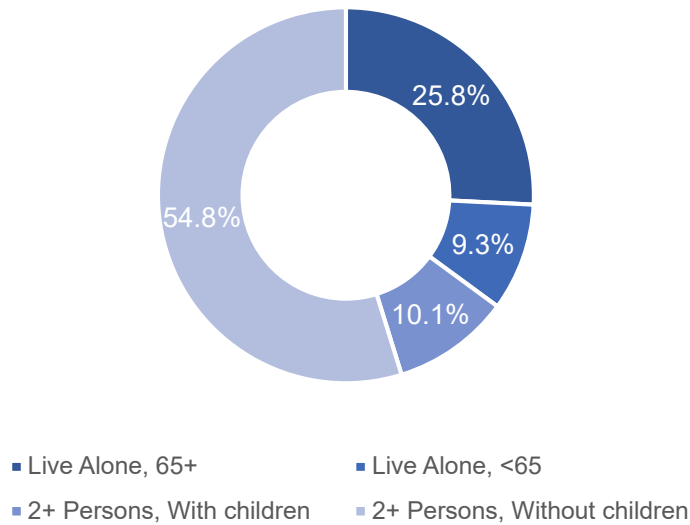


Table 18. Characteristics of Households in the Village of Suttons Bay and Surrounding Communities, 2020

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
<b>Village of Suttons Bay</b>	<b>95.1%</b>	<b>94.5%</b>	<b>2.0%</b>	<b>1.80</b>
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.

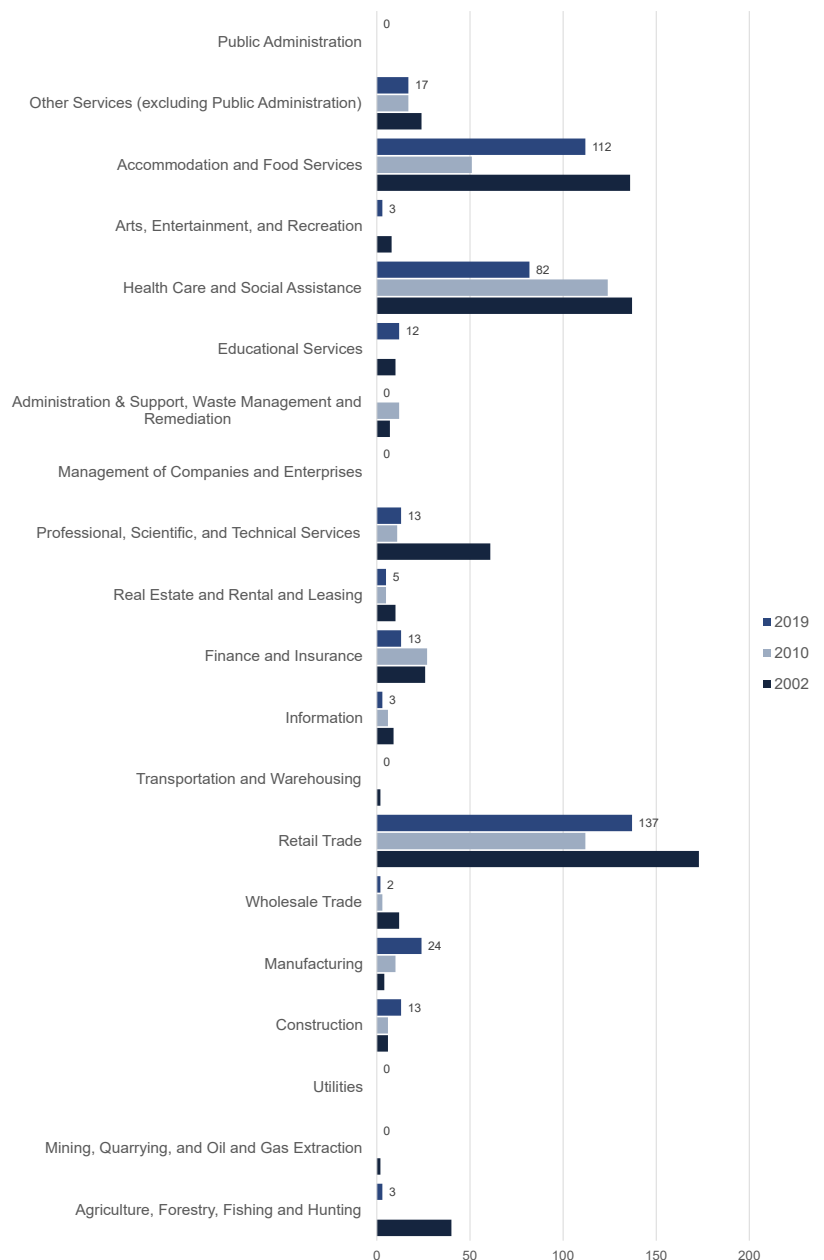
The estimates provided in this chapter are from the Census Bureau’s Decennial Census, ACS 5-Year Estimates, and the Census Bureau’s Center for Economic Studies Longitudinal Employer-Household Dynamics OnTheMap application. Though the Census data used is the latest available from the 2020 Decennial Census 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 12. 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 14](#) 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 14. Unemployment Rate, 2020

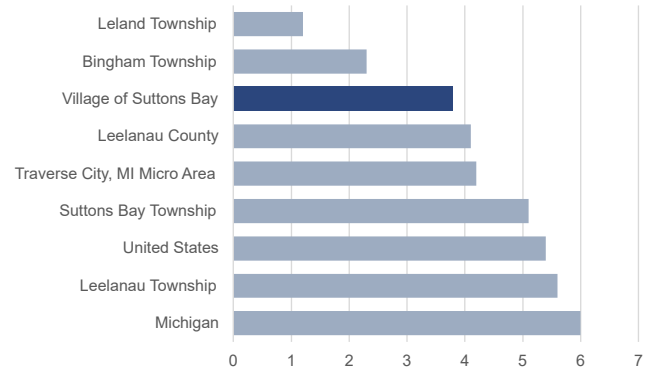
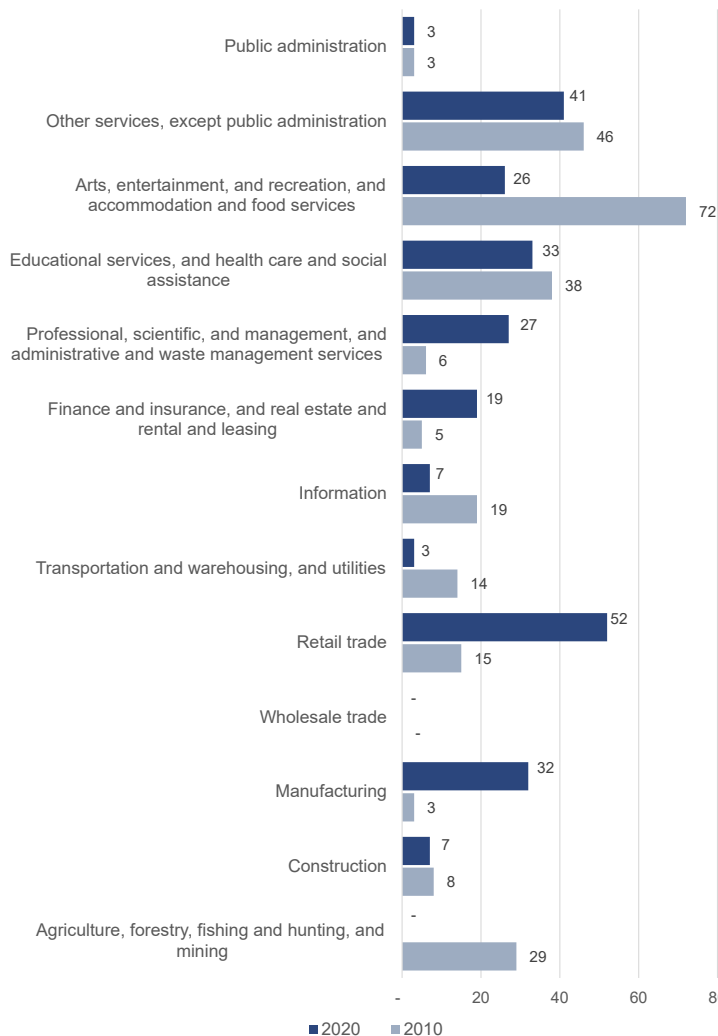


Figure 13. Resident Employment by Industry, 2010 to 2020



## Income and Poverty

### Income and 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 whopping \$28,429 margin of error, but according to [Table 20](#), this would still leave the Village towards the top range of nearby communities.

Median earnings, which represent wages, salaries, and income from self-employment for the population 16 years and over with earnings has decreased from 2010 to 2020. The inconsistency between earnings and income can be due to household income including not just earnings, but also income from social security, interest, dividends, and other sources. Another factor that likely contributes to the discrepancy is that the typical worker in the Village is not necessarily a member of a typical household. While the 2020 ACS estimated a population of 292 residents who were 16 years and over with earnings, just 129 residents were full-time, year-round workers with earnings, suggesting that seasonal/part-time employment is common. These 129 residents had median earnings of \$43,750 and mean earnings of \$76,250.

### 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.

**Table 19. Incomes (in 2020 inflation-adjusted dollars)**

Income	2010*	2020	Change	Percent change
Median household income	\$59,675	\$93,250	\$33,575	56.26%
Per capita income	\$44,415	\$47,860	\$3,445	7.76%
Median earnings, pop. 16 and over with earnings	\$31,156	\$24,750	-\$6,406	-20.56%

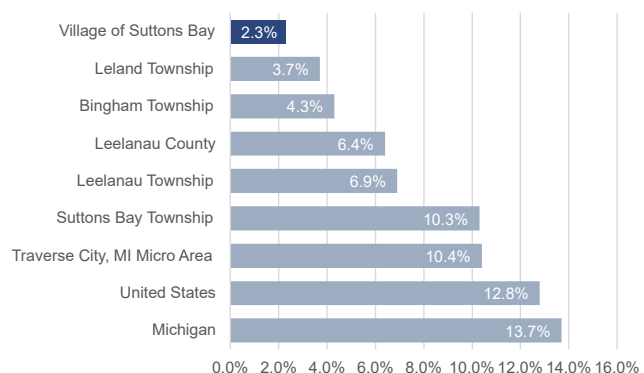
\*In 2020 inflation-adjusted dollars  
 Source: U.S. Census Bureau, 2006-2010 and 2016-2020 American Community Survey 5-Year Estimates

**Table 20. 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
<b>Village of Suttons Bay</b>	<b>\$93,250</b>	<b>\$47,860</b>

\*Suttons Bay Township includes the Village of Suttons Bay  
 Source: U.S. Census Bureau, 2016-2020 American Community Survey 5-Year Estimates

**Figure 15. 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 21. 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	69.7%	121	49.4%	-27.0%
Carpooled or van-pooled	3	1.2%	9	5.5%	19	7.8%	6.6%
Public transportation	0	0.0%	0	0.0%	0	0.0%	0.0%
Walked	19	7.4%	18	10.9%	38	15.5%	8.1%
Biked	4	1.6%	0	0.0%	4	1.6%	0.0%
Other Means	4	1.6%	0	0.0%	0	0.0%	-1.6%
Worked at home	31	12.0%	23	13.9%	63	25.7%	13.7%
<b>Resident workers age 16 and over</b>	<b>258</b>	<b>100.0%</b>	<b>165</b>	<b>100%</b>	<b>245</b>	<b>100.0%</b>	<b>0.0%</b>

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 21.

### Inflow/Outflow

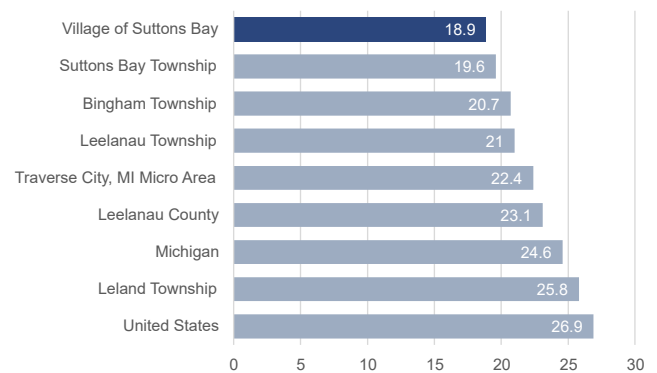
Figure 17 and Table 22 indicate that because a small proportion of residents both live and work in Suttons Bay and further roughly 60% of workers live outside a ten-mile distance from their workplace, the Village’s transportation network is largely affected by regional traffic generated from outside of Village and township limits, so maintaining that network is of high importance.

**Table 22. 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 16. Mean Travel Time to Work (in minutes), 2020**



**Figure 17. 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 23. 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%
<b>Village of Suttons Bay</b>	<b>581</b>	<b>40.6%</b>	<b>85.5%</b>	<b>14.5%</b>	<b>39.4%</b>	<b>60.6%</b>
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 24. 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%
<b>Total</b>	<b>451</b>	<b>581</b>	<b>130</b>		

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 25 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 25.

Table 25. 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 <sup>1</sup>	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 <sup>2</sup>	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%
<b>Total housing units</b>	<b>451</b>	<b>479</b>	<b>450</b>	<b>433</b>	<b>444</b>	<b>467</b>	<b>441</b>	<b>453</b>	<b>435</b>	<b>488</b>	<b>581</b>	<b>100%</b>	<b>28.8%</b>

<sup>1</sup> The high number of vacant housing units reflects the seasonal nature of the Village.

<sup>2</sup> 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.

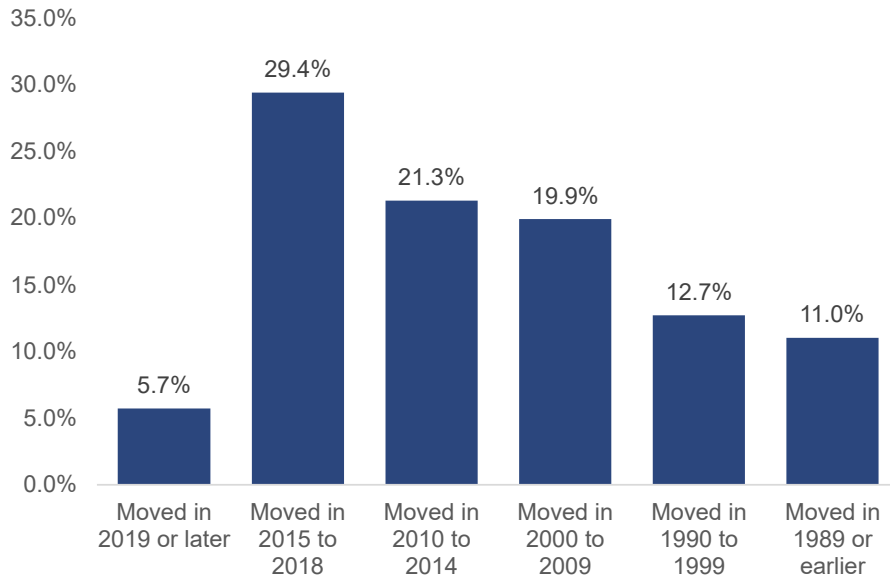
Source: U.S. Census Bureau, 2006-2010 to 2016-2020 ACS 5-Year Estimates



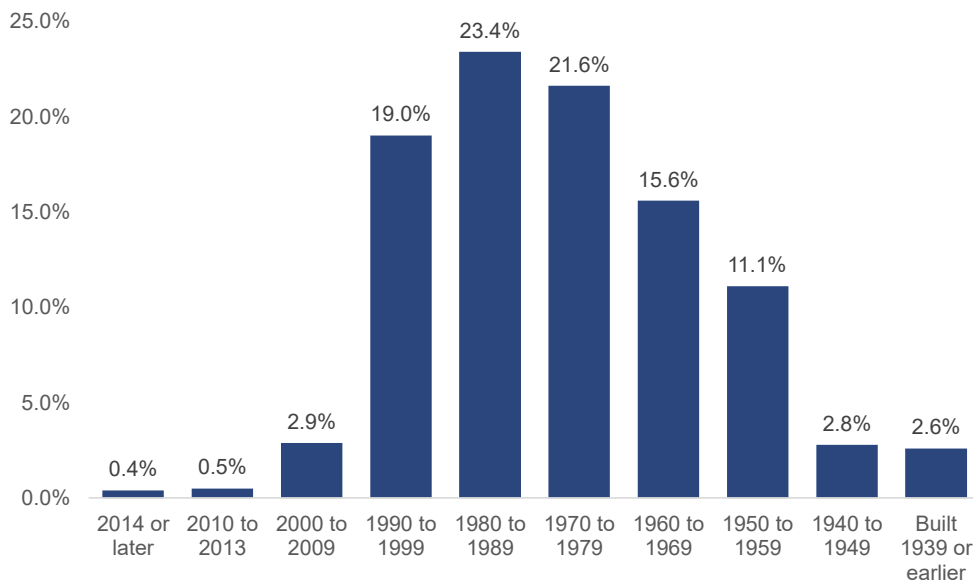
### Housing Age and Occupancy

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 18. Year Householder Moved to Suttons Bay, 2020**



**Figure 19. 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 26](#). 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, which may be a more accurate reflection of current housing value.

Monthly median gross rent also decreased 4.7% from \$869 in 2010 (2020 USD) to \$828 in 2020 as seen in [Table 27](#). 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 26. 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%
<b>Village of Suttons Bay</b>	<b>\$373,637</b>	<b>\$331,800</b>	<b>\$(41,837)</b>	<b>-11.2%</b>
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 27. Median Gross Rents in Surrounding Communities**

Community	2010	2020	Change	Percent change
United States	\$998	\$1,096	\$98	9.8%
Michigan	\$858	\$892	\$34	3.9%
Traverse City, MI Micro Area	\$922	\$931	\$9	1.0%
Leelanau County	\$904	\$961	\$57	6.3%
<b>Village of Suttons Bay</b>	<b>\$869</b>	<b>\$828</b>	<b>\$(41)</b>	<b>-4.7%</b>
Bingham Township	\$701	\$1,208	\$507	72.2%
Leelanau Township	\$882	\$1,016	\$134	15.2%
Leland Township	\$919	\$731	\$(188)	-20.4%
Suttons Bay Township	\$793	\$763	\$(30)	-3.8%
*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				



## Context: Long-Range Planning in the Township

Between the Village and the Township, the future land use designations are shown ([Map 3](#) zoomed in to the Village, and for a more complete view of the Township, [Map 4](#)). 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.

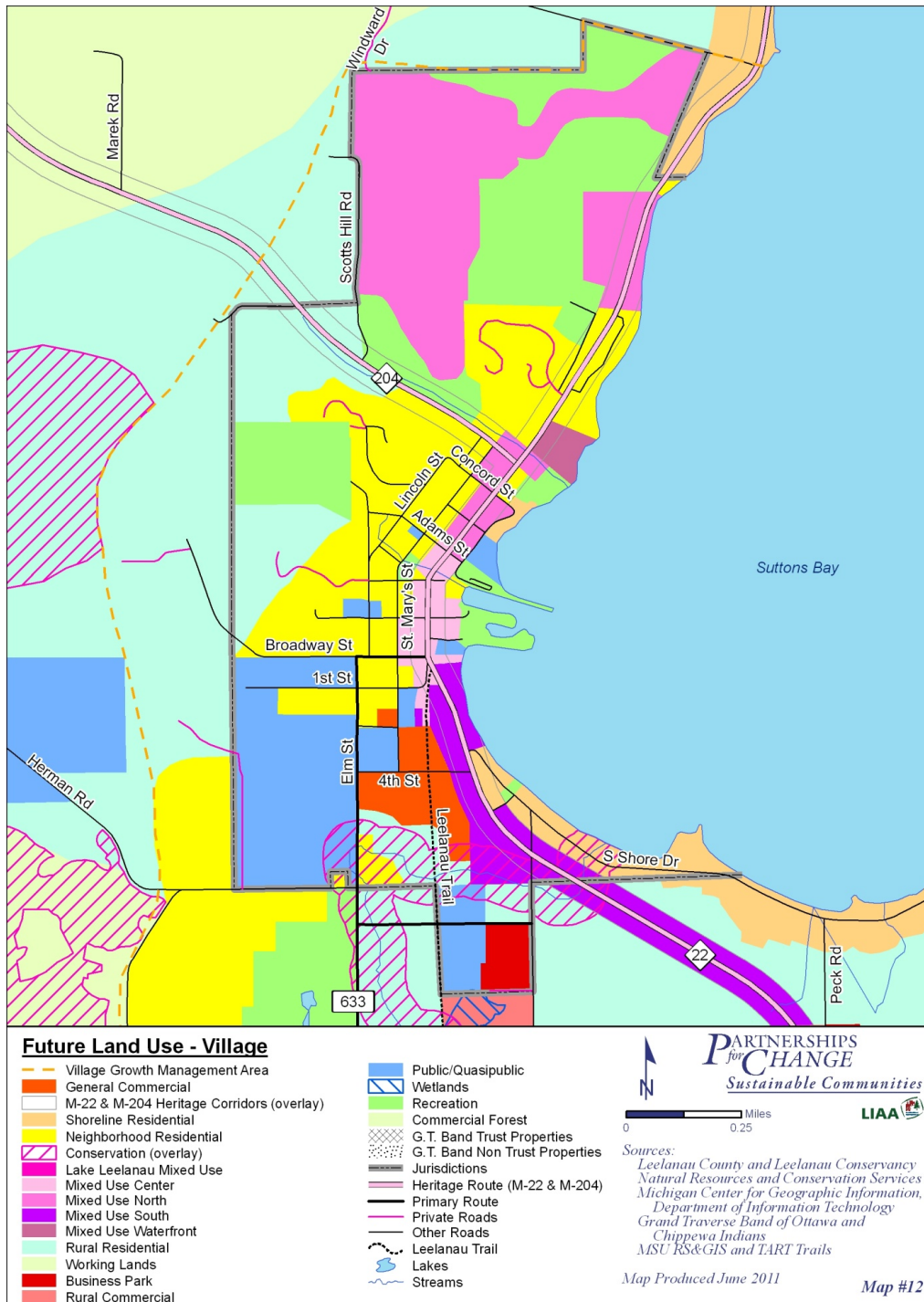
### Rural Commercial

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

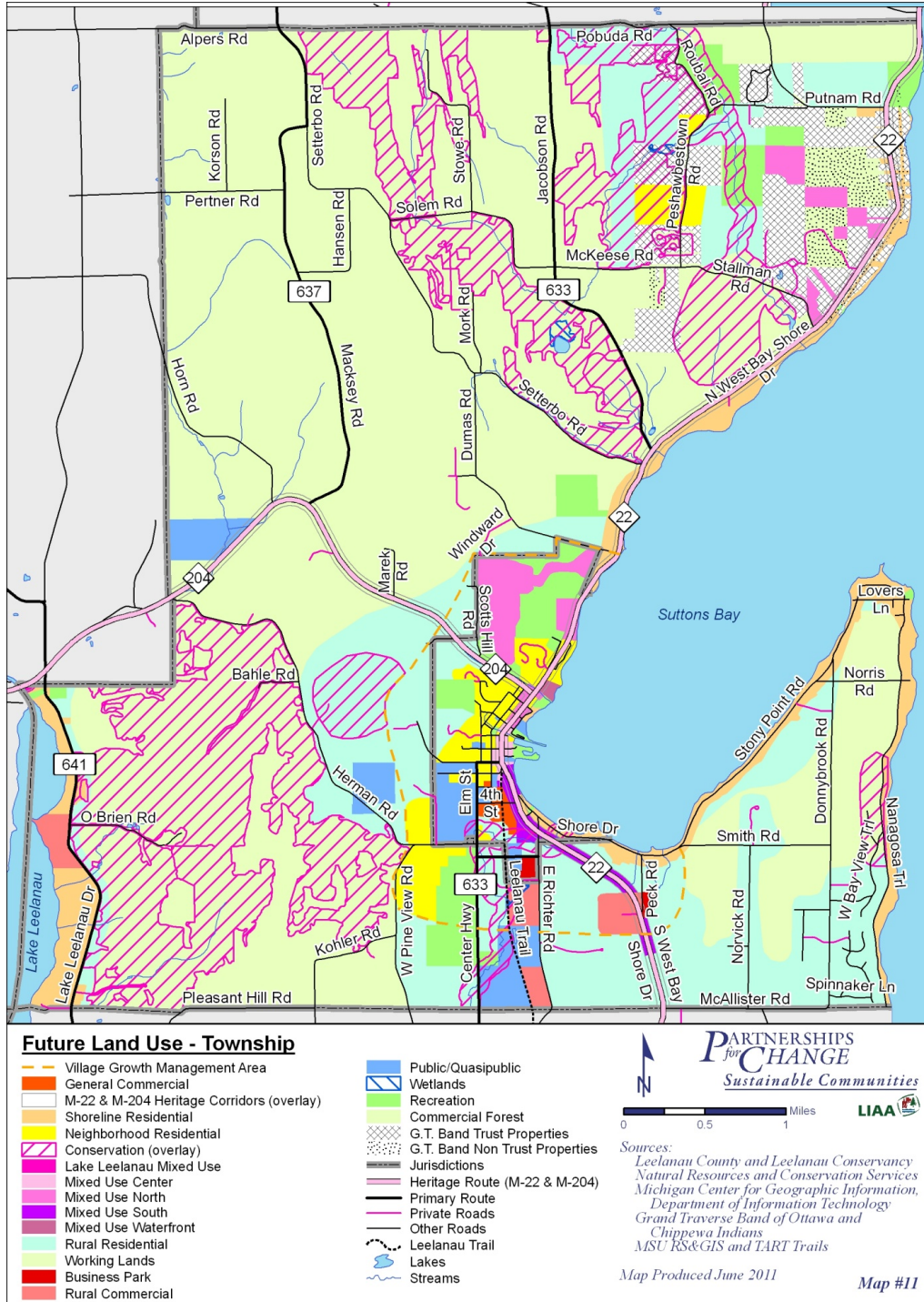


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Map 4. Suttons Bay Township Future Land Use Map, 2011



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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

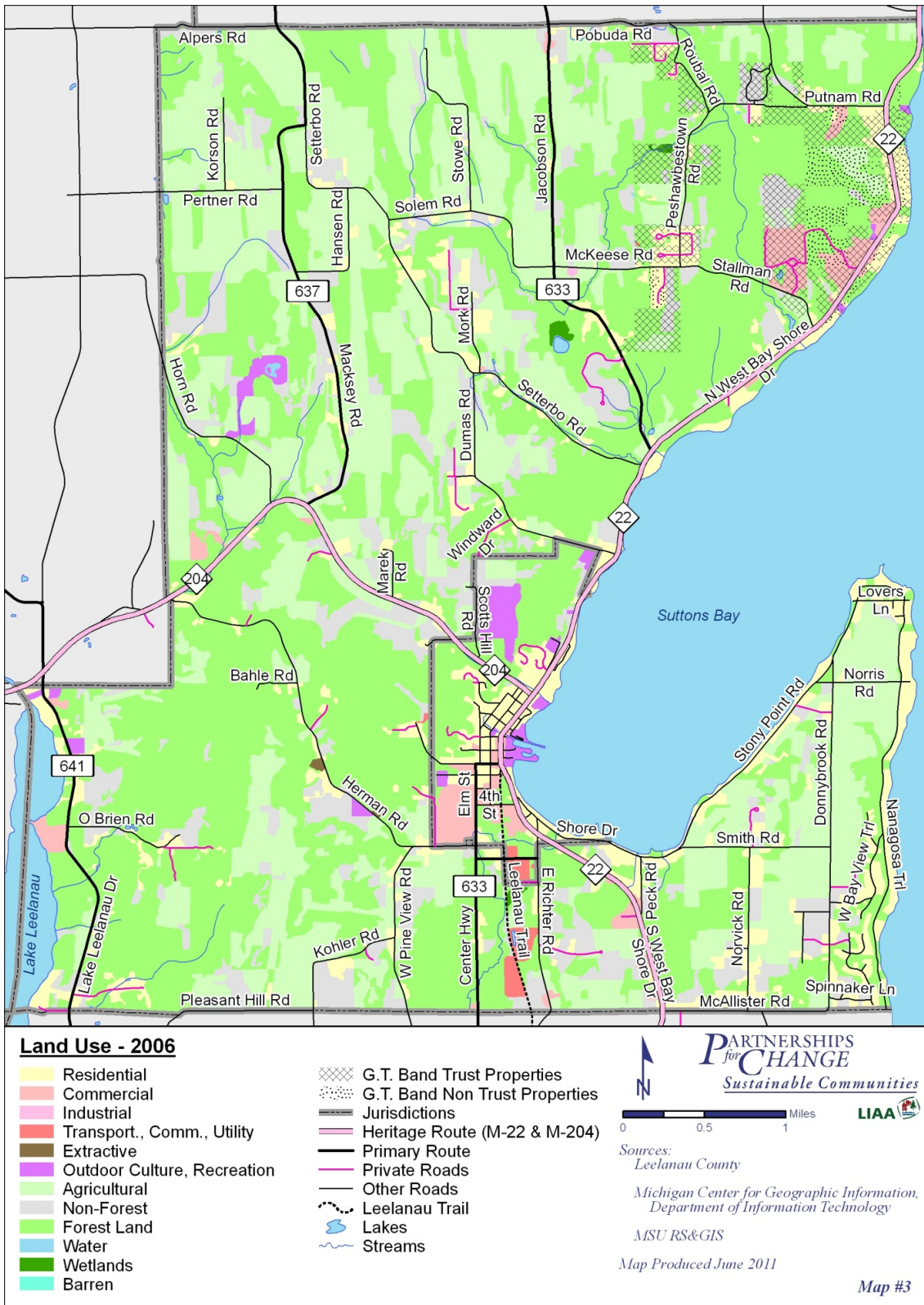
The Village Growth Management Area defines where more intense development will be directed, if and when this type of development is approved. A key purpose of the Village Growth Management Area is to contain costs on the potential extension of services, such as water, sewer, and roadways. In addition, 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 5 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 5. Existing Land Use, 2020



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# 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 located centrally on Front Street, with a collection size over 22,000 items, including books, children's books, audiobooks, magazines, and music. The library also provides computer and internet access and holds community events.

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 6. 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 picnickers. 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.**
  - 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.
  - 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

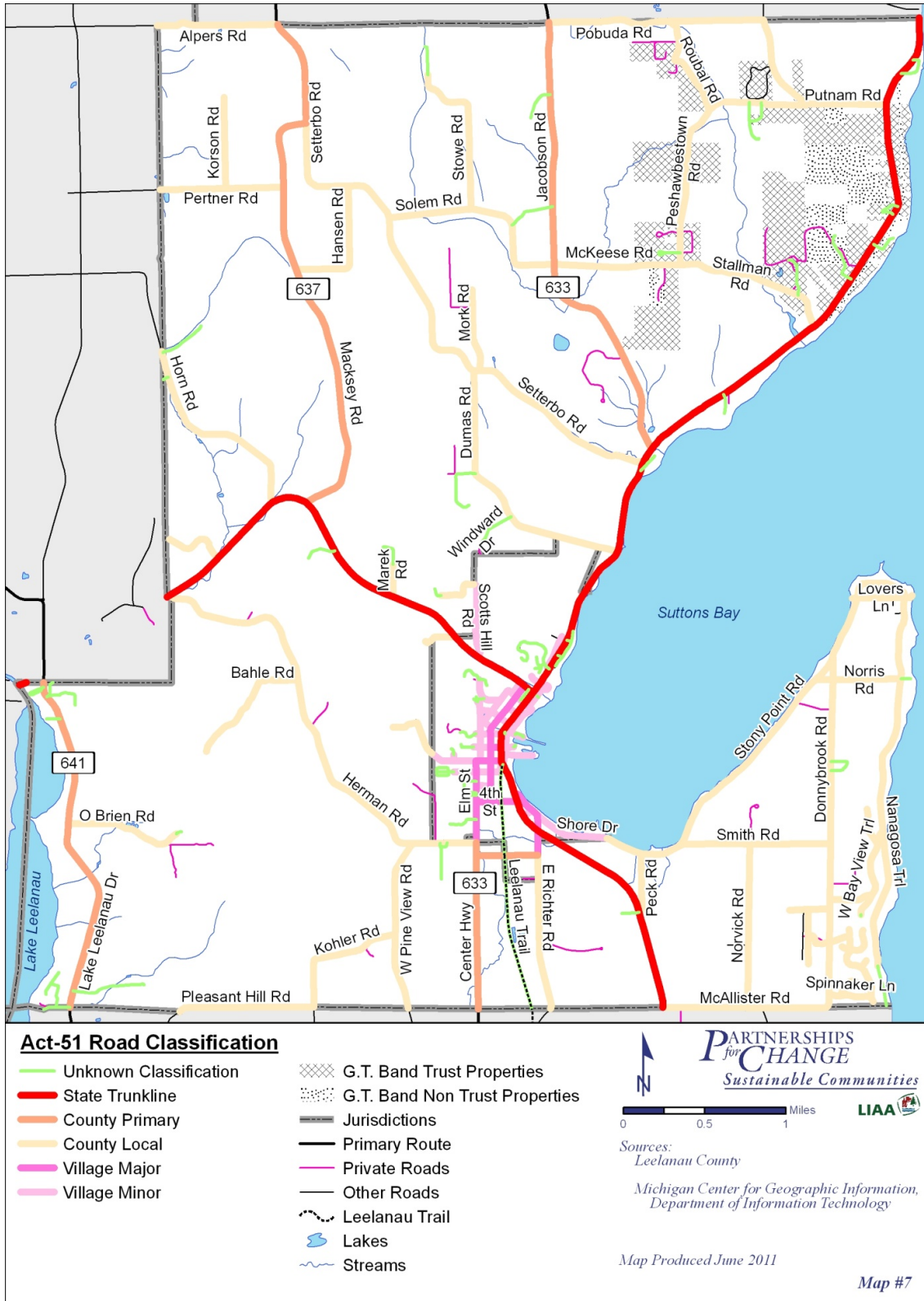
Minor collectors also provide access amongst varying land uses, but generally have less traffic than major collectors.

### Local Roads

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



Map 7. National Functional Classification



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## Trails and Pathways

Map 8 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.

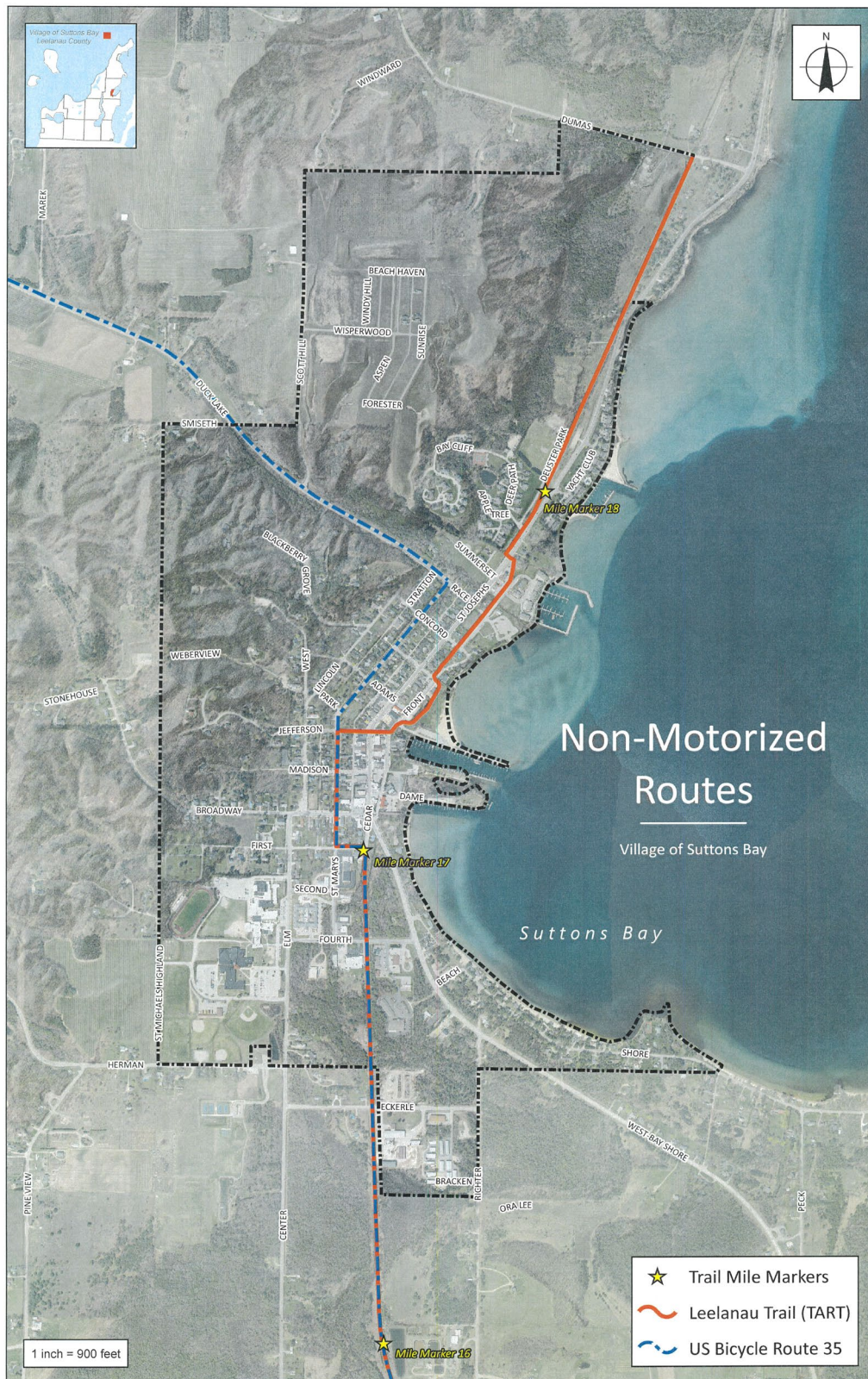
### Sidewalks

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





Map 8. Non-Motorized Pathways



Aerial Image - Spring, 2017

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# Appendix B

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## 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

### **PP3**

Public-private partnership

### **SID**

Special improvement district



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