



2024/2025 MASTER PLAN

Hayes Township, Michigan Planning Commission

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CHAPTER 1: INTRODUCTION

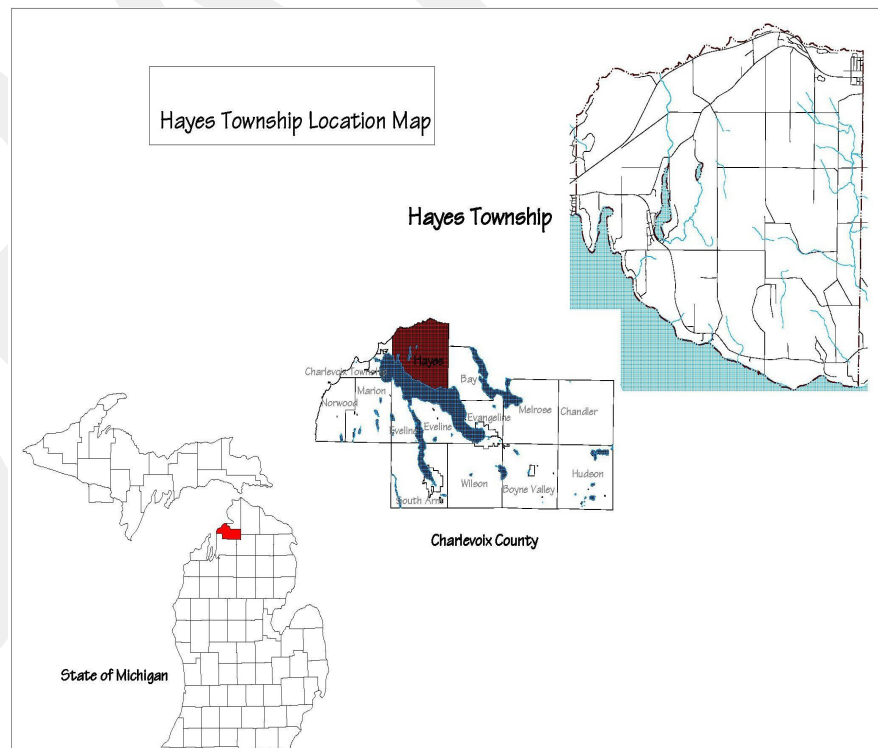
PURPOSE AND PLANNING PROCESS

The Hayes Township Master Plan provides guidelines for future development, while protecting the Township's natural resources and scenic character. Included in this plan is extensive background information including socio-economic data; description and mapping of natural resources and existing land uses; and inventory of existing community facilities. This background information was analyzed to identify important characteristics, changes and trends occurring in the Hayes Township. Community input was identified based on a 2024 citizen survey data, the report of the Advisory Group on Future Land Use, public comments at multiple Planning Commission and Board of Trustees meetings and previous planning efforts. Goals and policies were developed to guide future development based on the background studies, key land use trends and community issues. These goals, along with a detailed map of existing land use, provided the basis for the Future Land Use Map which specifies where various types of future development ideally may be located the Township. This plan also provides suggestions for implementation of the identified goals and policies. The guidance provided by this Master Plan will be used to guide future updates to the Zoning Ordinance of Hayes Township.

LOCATION

Hayes Township (Figure 1) is positioned between the Cities of Charlevoix, Boyne City and Petoskey. It is bordered on the north by Lake Michigan, on the south by Lake Charlevoix, on the west by Charlevoix Township, and on the east by Bay and Resort Townships. Susan Lake, several streams, and many wetlands add to Hayes Township's unique character. In the Township's interior, large parcels of agricultural and forest land are mixed with smaller residential parcels. At the Township's northeastern border, the Bay Shore community contains a mix of residential, commercial and industrial properties.

FIGURE 1: HAYES TOWNSHIP LOCATION MAP



Hayes Township is in a state of transition. In the past two decades it has become less of an agricultural community and more of a bedroom community, serving neighboring municipalities, where Hayes Township residents are often employed. In addition, Hayes Township has become home to a growing

number of retirees and senior citizens and is a second home community for vacationers from other parts of Michigan and the United States. Hayes Township's extensive lake front and open spaces are significant factors in its attractiveness to new residents and associated growth.

HISTORICAL BACKGROUND

Present day Hayes Township still retains evidence of its first inhabitants, the native Americans, and the farmers and lumbermen who came later as its first European settlers.

Log-constructed Greensky Hill Church (United Methodist) stands just off Major Douglas Sloan Road, near the "Circle of Council Trees." On March 16, 1972, it was added to the National Register of Historic Places with an onsite description: "Greensky Hill Mission: Here in the 1840's the Chippewa Indian Missionary, Per Greensky, established a Protestant mission in an area where legend says Indian Chiefs once held their councils. New trees have been planted in an arrangement similar to that of the trees that made up the original council circle."



Mission services first were held in a crude building of boughs and bark. In the 1850's the Indians built the present church. It is a fine example of the old log style construction with hand-hewn timbers and notched corners. Windows, doors and much of the lumber were brought by canoe from Traverse City to Pine Lake (now Lake Charlevoix) and then carried two miles to this site. Methodist services for the Indian congregation have been held here regularly to the present."

Several one-room school buildings, including the Undine and Hopyard, both of which closed in the 1940's, the Murray School, a red brick building on the corner of Upper Bay Shore and Murray Roads which closed in 1965, remain in Hayes Township and have been converted to private uses.

The Maple Grove School was moved to Petoskey in the mid-40's and now houses a church.

The Maple Grove Grange Hall on the corner of Maple Grove and Church Roads served the agricultural community for over 70 years until the Grange was disbanded in 1986.

Two areas of the Township became population and business centers during the latter 19th and early 20th centuries, the heyday of the lumbering industry: Burgess Corners and Bay Shore.

At Burgess Corners (the corner of Burgess Road and Old US 31 North, now Major Douglas Sloan Road), a sawmill owned and operated by Burgess and Linnie Cooper stood by the railroad tracks until the early 1900's. Bernie Newsom ran a large general store there, which burned in the early 1940's, and Burgess Corners lost its final commercial establishment in the early 1950's when a store and gas station closed.

Bay Shore also became a busy industrial and commercial community during the 1900's. The kilns of the Bay Shore Lime Company, which have not operated since 1930, baked limestone quarried off US 31. The sawmills of the Bay Shore Lumber Company prepared high quality timbers for shipments to Detroit and Chicago and produced broom handles as a by-product, making Bay Shore a multi-product manufacturing community. Loggers for miles around furnished the four-foot pieces of wood used for fuel by the kilns. Three fire houses stood guard near the town's houses because the kilns, operated twenty-four hours a day, created a constant fire hazard.

A modern three-story hotel served travelers to Bay Shore until it was destroyed by fire in 1914. The large general store in the center of the town provided dry goods and hardware on one side and agricultural supplies on the other. The hall above the store offered a meeting place for the Macabees and the Oddfellows, a dance floor for the lively, and a cozy place for friendly conversing. Bay Shore also boasted an additional grocery store, a blacksmith shop, meat market, barber shop, ice cream parlor and saloon.

The early Bay Shore community also had a band, a ball team and, at one time, free movies were shown on the outside wall of a store. Games on the bluff, school dances in the hall over the store, ice cream socials, and maple syrup making were other forms of entertainment. Daily trains left Bay Shore for Petoskey, at 10:00 a.m. and returned at 2:30 p.m. Catholic and Presbyterian Churches served the community.

Today Bay Shore is primarily residential in nature, with some commercial or industrial establishments in the area that include a convenience store and gas station, an automobile dealership, an automobile repair facility, a vacant trucking terminal, a landscape maintenance company, an industrial steel processing plant, an optical design firm, a log furniture builder and a road building company with its gravel mining operation.

The Oyster Bay area was the location of summer camps on the shores of Lake Charlevoix, on acreage also known as Struthers' Estate. This was a popular summer camp for boys until its closing in the early 1970's. Since the closing of the camps, the site has been developed for residential use.

During the 1960's, the Consumers Power Big Rock Nuclear Power Plant and the Lexalite (now ALP) Manufacturing facility were built on the shore of Lake Michigan, providing more technical jobs and higher incomes. At one time, the power plant provided the Township with approximately 20 percent of its tax base. The decommissioning of the power plant, a process that took nine years to complete, began in 1997. A portion of the site is still in use for the temporary storage of spent fuel rods.

As summer resort colonies were developed in nearby Charlevoix, the shores of Lake Charlevoix in Hayes Township began to attract summer residents, who bought large parcels and built seasonal homes. In recent years, new home construction has increased in Hayes Township as more people have moved north to become part of the growing year-round economy of the region or to become

seasonal homeowners. With passing generations, many of the large parcels along Lake Charlevoix have been divided, resulting in the growth of year-round lakefront homes on smaller parcels. Resort-oriented subdivisions, developed in the 1970's at Susan Shore, Birdland Estates, Michigan Shores and Pine Point, have evolved into year-round residential areas.

The interior of Hayes Township was largely agricultural, primarily beef and dairy cattle and crops such as potatoes, corn, hay and beans. In the past twenty years many agricultural lands have been divided with areas once agricultural becoming residential. Whereas agriculture was the mainstay of the Township forty years ago, it is now estimated there are fewer than four full-time farmers in the Township. Thus, while retaining its characteristic open spaces and forestlands, Hayes township is less of an agricultural community than it was in the past. However, some traditional crop farming is being replaced by wineries. Similarly, while there has always been a commercial and industrial factor in the Bay Shore area, the major growth in the past twenty years has been more residential in nature.



CHAPTER 2: OVERVIEW & SUMMARY

OVERVIEW

Hayes Township in Charlevoix County stands at a critical point in its history. Residential and commercial development is happening, changing familiar landscapes as rapidly and dramatically as they were altered 100 years ago when the white pine loggers harvested the virgin forests.

Residents have said that while they do not want to stop this development, which they recognize as both inevitable and, in some respects, highly desirable, it needs to be controlled. They strongly insist that it be managed, in ways that preserve the tranquil, open and natural features that make this such an attractive area in which to live or vacation. They want government to provide a balanced and fair approach to planning and zoning that respects the rights of those who already live here to continue to enjoy the uncrowded beauties of the land and the lakes. They acknowledge that property owners have economic rights but believe those rights should be balanced in responsible ways that are consistent with the overall goal of maintaining the historic and rural character of the township.

Crucially, they believe that local government has substantial responsibility for adopting policies that protect the historic scenic attributes of the township, that includes land, roads and waterways and to remedy problems in blighted areas. They say, in effect, that a visionary government working imaginatively with potential developers can create better outcomes for present and future residents than a developer could achieve on his own.



The Hayes Township Planning Commission originally prepared and has subsequently updated the Township Master Plan to guide future land use decisions. In moving toward that goal, the Commission has tried to find consensus first on an overriding philosophy of land use, then to formulate a set of policies or principles that public officials and private developers can apply to specific situations and locations. And finally, the Commission has attempted to suggest specific actions that the Board of Trustees and Township administration should take to carry out those policies and principles.

This plan provides substantial detail about each of these three elements of the plan. The key philosophical base is that the highest priority must be given to managing, preserving, protecting and enhancing the township's exceptional natural resources. The overriding principle for government officials in decisions that could affect these resources is to strive, usually in cooperation with landowners and developers, to maximize those actions that preserve the scenic and rural character of the township and to minimize the impact of land development that necessarily impinges on open space.

Chief among the specific actions urged by the plan are:

- Maintaining a zoning ordinance that encourages clustered development and requires open space in large-scale projects.
 - Designating of specific areas for agricultural, residential, public, commercial or industrial activity and restrict commercial and industrial development to the U.S. 31 Corridor and the Boyne City Road.
 - Enacting regulations to encourage the maintenance of prime agricultural acreage and to protect groundwater.
 - Adopting of a future land use strategy that coordinates planning and regulatory processes.
 - Refinement of waterfront protection measures.
1. The Commission believes that local government must approach land use issues with a clear vision of its long-range goals in assuring that future generations enjoy the exceptional scenic and recreational amenities that currently make the township so attractive, while also enabling those of all income levels to live here. Management of future development should be made with a long-term viewpoint, even though, for instance, other options may increase the tax base and appear more desirable in the short term.
 2. In reaching these conclusions and updating this plan, the Commission has been strongly influenced by its review of the township's history and the movement from a farm-based community toward the present mixed pattern of limited farming and year-round and seasonal housing that emphasizes recreational activities. It has also sought to respect the clear preferences of residents as expressed in a 2024 survey that revealed overwhelming support for planning and managing development that maintains existing environmental assets, and the Township's rural character.
 3. The Planning Commission recognizes that an effective and fair plan for Hayes Township must be flexible enough to accommodate future shifts in the desires of residents as well as changing state and national economic conditions. The Commission believes that a Master Plan should not only tell us what we should not do but also should encourage land use toward a precisely understood pattern of activities.

PLAN DEVELOPMENT PROCESS

The plan is intended to serve as a guide that will be used by the township to help determine future land uses and development policies that will affect the community's physical development. It defines general planning goals, policies and action plans that provide a philosophical base for use by the Planning Commission as it guides growth and land use in the township far into the future.

Changing conditions in the community and the region may affect the goals and philosophy established when the plan was originally developed. Such changes do not automatically mean that the plan must be subject to wholesale revisions, but rather that the goals and philosophy espoused should be evaluated to determine if the plan remains valid. If the plan's validity is retained, then its policies and action plans should be followed.

Michigan law specifically designates Township Planning Commissions as having the responsibility to develop a Master Plan, per the Michigan Planning Enabling Act, PA 33 of 2008, as amended (MCL 125.3801 et seq.). The purpose of a Master Plan is:

To promote public health, safety and general welfare, to encourage the use of resources in accordance with their character and adaptability; to avoid the overcrowding of land by buildings and people; to lessen congestion on public roads and streets; to facilitate provision for a system of transportation, sewage disposal, safe and adequate water supply, recreation and other public improvements; and to consider the character of each township and its suitability for particular uses judged in terms of such factors as the trend in land and population development.

THE STATUS OF PLANNING AND ZONING IN HAYES TOWNSHIP

In addition to the requirements of defined by the Michigan Planning Enabling Act, this plan serves the following purposes:

4. Provides a basic plan consistent with the intent, purpose, and requirements of the Michigan Planning Enabling Act.
5. Provides a legal and rational foundation for Hayes Township's Zoning Ordinance and other ordinances adopted for the purpose of implementing this Plan.
6. Provides goals and policies for future land use development.
7. Encourages the preservation and protection of natural resources.
8. Promotes the preservation of features that contribute to the Township's character and to the area's economic base characterized by low density development of shorelines, woodlands, farmland, open space, and abundance of recreational amenities.
9. Delineates areas suited to various types and densities of land use and development.
10. Provides guidelines and policies describing how future land uses should be established and how land and natural resources may be altered or developed over time.
11. Provides a tool for use by township officials during the process of reviewing future land development project proposals.
12. Outlines methods by which this plan may be implemented.

Hayes Township initially adopted the current zoning ordinance in 1974, and most recently amended it in 2025. The most recent prior Master Plan that served as the basis for this update was adopted in 2019.



Updated zoning ordinances supported by up-to-date Master Plans are considered the main tools Michigan communities have at their command to control land use patterns and handle development pressures. Since Hayes Township administers a Township Zoning Ordinance, it is required that the Township maintain an up-to-date Township-specific Master Plan to guide future development and provide an enhanced legal foundation for the Township Zoning Ordinance.

CHAPTER 3: NATURAL RESOURCES

Natural flora, fauna and mineral resources are interrelated systems that are vital to a region's sense of place, and the health and well-being of its residents and visitors. In Hayes Township and the surrounding region, these resources provide tangible benefits and influence the suitability of land for various types of development and make the area unusually attractive for development.

Every Hayes Township resident has a personal responsibility to follow good environmental stewardship practices to ensure the protection of our resources, which also help ensure the economic vitality of our township.

A goal of Hayes Township should be to continue to enhance the protection and quality of these natural resources, which include:

- Lakes, streams, woodlands, meadows, wetlands, hydric soils, floodplains, topographic features, and viewsapes, as well as environmental, economic, and recreational resources that are essential to the region's economic base.
- Wetlands that provide important wildlife habitat and play an important role in the hydrologic cycle. Wetlands store and filter storm and flood waters.
- Woodlands that provide renewable timber resources, important wildlife habitat, passive and active recreational opportunities, and help purify the air we breathe and the water we drink.
- Lakes and streams that support aquatic and littoral habitat, serve as a source of water for many lakefront community's water supply systems, and provide a wide variety of recreational opportunities.
- Scenic viewsapes and roadway corridors that establish regional and local identity.
- Prime and unique farmlands that provide food and fiber and are an integral element of the Township's historic and visual character.
- Groundwater that serves as the sole source of drinking water for most residents of the Township and region.
- Soil quality that influences the suitability of land for a variety of land uses and types of development deposits that are essential to the construction and maintenance of area and regional infrastructure.



Historically, natural resources have been utilized for short-term economic gain with little consideration for long-term impacts on regional and local quality of life. Poorly managed utilization or exploitation of renewable resources will degrade their tangible value, and result in irreparable impacts on

future quality of life. There is strong community support expressed for the minimization of any future mining.

If managed over the long-term, natural resources will continue to benefit regional and local economies, and local and regional quality of life. Examples of effective management include:

13. Retaining adequate contiguous tracts of prime and important farmland for the production of crops.
14. Developing clustered home sites while retaining crop or forestlands.
15. Retaining woodlands for timber production, hunting, wildlife habitat and recreation; retaining stream bank and shoreline vegetation to provide a low-cost means of treating stormwater and maintaining the quality of surface water.
16. Protecting wetlands to retain their function in the hydrologic cycle over the long-term, as well as wildlife habitat, and retaining wooded slopes as a means of reducing the potential for slope failure and soil erosion.

A narrative overview of natural resources is provided below.

WETLANDS



Wetlands are found along streams, creeks, at the bottom of natural drainageways, and along the shorelines of Lake Michigan, Susan Lake and Lake Charlevoix. Wetlands play a significant role in the hydrologic cycle and make an essential contribution to the quality of the area's surface waters. Wetlands are natural retention and filtration systems that hold and filter sediment, nutrients, and other pollutants from stormwater runoff that would impact surface water quality if untreated. Wetlands provide habitat for a variety of plant and animal life, and are a visually pleasing element of the Township's character. The State of Michigan's Environment, Great Lakes and Energy Department (EGLE) determines wetlands.

We have identified three high-value wetlands encompassing a total land area of 523 acres. These high-value wetlands are located along and adjacent to Susan Creek north of Susan Lake, east of Oyster Bay, and along, adjacent to and north of Mud Creek and Mud Lake.

Wetlands also occur throughout the township in areas of hydric soils.

WOODLANDS

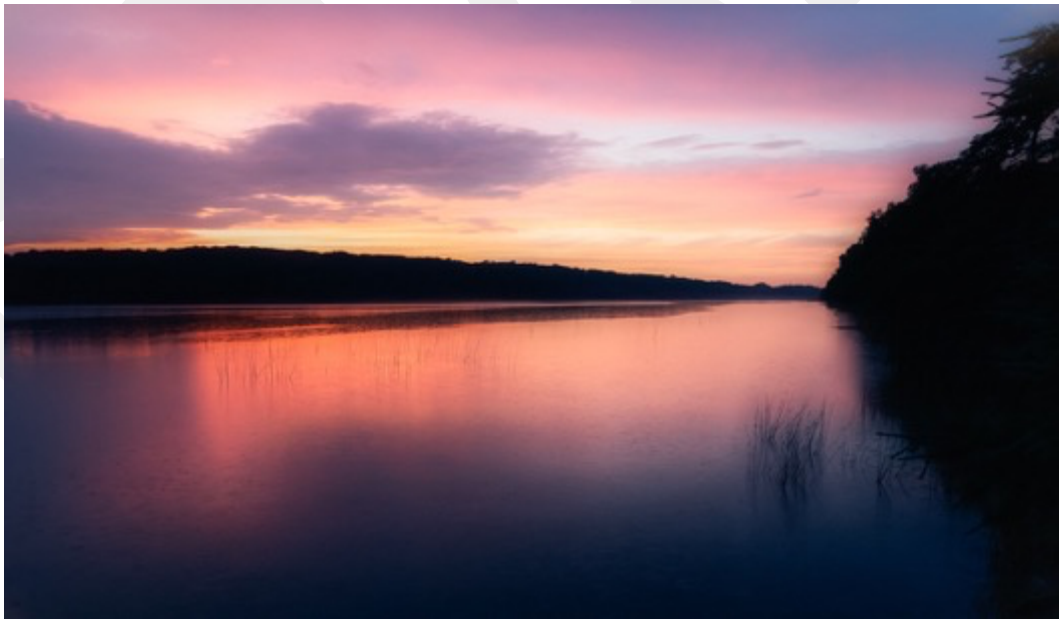
Woodlands provide wildlife habitat for a wide variety of plant and animal life, contribute to hydrologic and groundwater recharge cycles, serve as holding and filtration areas for stormwater runoff, prevent soil erosion, afford a variety of recreational opportunities, and provide renewable timber resources.

The Township's forested areas contribute to the community's character. Most are found on steep slopes and hillsides, creek valleys, and in or adjoining wetland areas.

For the most part, forested areas occur as large, contiguous tracts of land consisting of mixed hardwood trees, including maple, beech, ash, oak and birch, and conifers such as white pine, cedar, balsam fir, and tamarack.



LAKES & STREAMS



Lakes and streams support aquatic, shoreline, and streambank wildlife habitats. Land development practices can, when properly used, minimize the impact on the quality of surface waters, avoid damage to sensitive shoreline and streambank ecosystems. Using strategies that are deployed during and after construction helps control run-off and erosion.

The use of chemicals and fertilizers, along with erosion, should be minimized along streams and run-offs to control contamination and sediment from washing downstream and eventually into our lakes.

There are two small lakes and three creeks found in the township. Horton Creek flows from the higher elevations in Bay and Hayes Township. The Creek traverses the township to a point where it runs through Bay Township and empties into Horton Bay on Lake Charlevoix. Mud Creek flows from Mud Lake to Susan Lake. Susan Creek flows from Susan Lake into Lake Michigan at Kennedy Park north of Big Rock Point.

Each creek is bordered by wetlands that encompass significant acreage. Horton Creek provides habitat for salmon and trout. Susan Lake is a shallow, extremely sensitive body of water well along in the aging or eutrophication process. This aging process has likely been aided by nutrient-laden runoff from upland agricultural areas. Mud Lake has no public access because land surrounding it is privately owned.

OPEN SPACE

Undeveloped open space contributes to the Township's rural character and visual appeal. Open space includes woodlands, farm fields, shrub and herbaceous fields, wetlands and rolling hillsides. Portions of the U.S. 31 corridor afford unobstructed views of Lake Michigan and Little Traverse Bay.

TOPOGRAPHY

The township's topography is characterized by rolling hills, beach ridges, dunes, and rocky beaches along the Lake Michigan shoreline. Steep hills and high elevations in the central portion of the township afford views of Lake Michigan, Lake Charlevoix and the surrounding countryside. The highest elevation in the township occurs in Section 23 (defined in the County of Charlevoix's plat map) at a point approximately 404 feet above Lake Michigan, or 984 feet above sea level.



Glacial movement during the Ice Age produced the township's geological features. Horton Valley along Pincherry Road is the result of glacial movement. Gravel along Old US 31 was deposited during that period.

SOILS

Soil characteristics present opportunities for the development of certain land uses, and limitations for others. The ability of land to accommodate septic systems, building foundations and roadways, is influenced by various soil characteristics including permeability, filtration capability, load bearing capacity, shrink/swell potential, and slope. Other features influence productivity of agricultural and forestry operations, wildlife habitat, recreational uses, as well as surface and groundwater quality.

Small portions of Hayes Township may have existing or possible future access to the municipal water and sewer systems of adjacent municipalities or developments (Charlevoix Township at the Charlevoix Country Club, and Bay Harbor development on the East). However, such systems are unlikely to become available to larger areas of the Township within the foreseeable future. Accordingly, future development will remain dependent on the capability of soils to accommodate a variety of land uses, especially septic waste systems.

Soil characteristics that influence the suitability of land for intensive development include:

HYDRIC/WETLAND SOILS

Hydric/wetland soils are generally unsuited for septic system installations, road construction, and building site development. These soils tend to be of insufficient strength to support building foundations and present engineering challenges for road construction and maintenance. Shrinking and swelling of soils during freeze/thaw cycles can damage building foundations and roads unless soils are modified with appropriate fill material.

SEPTIC LIMITATIONS

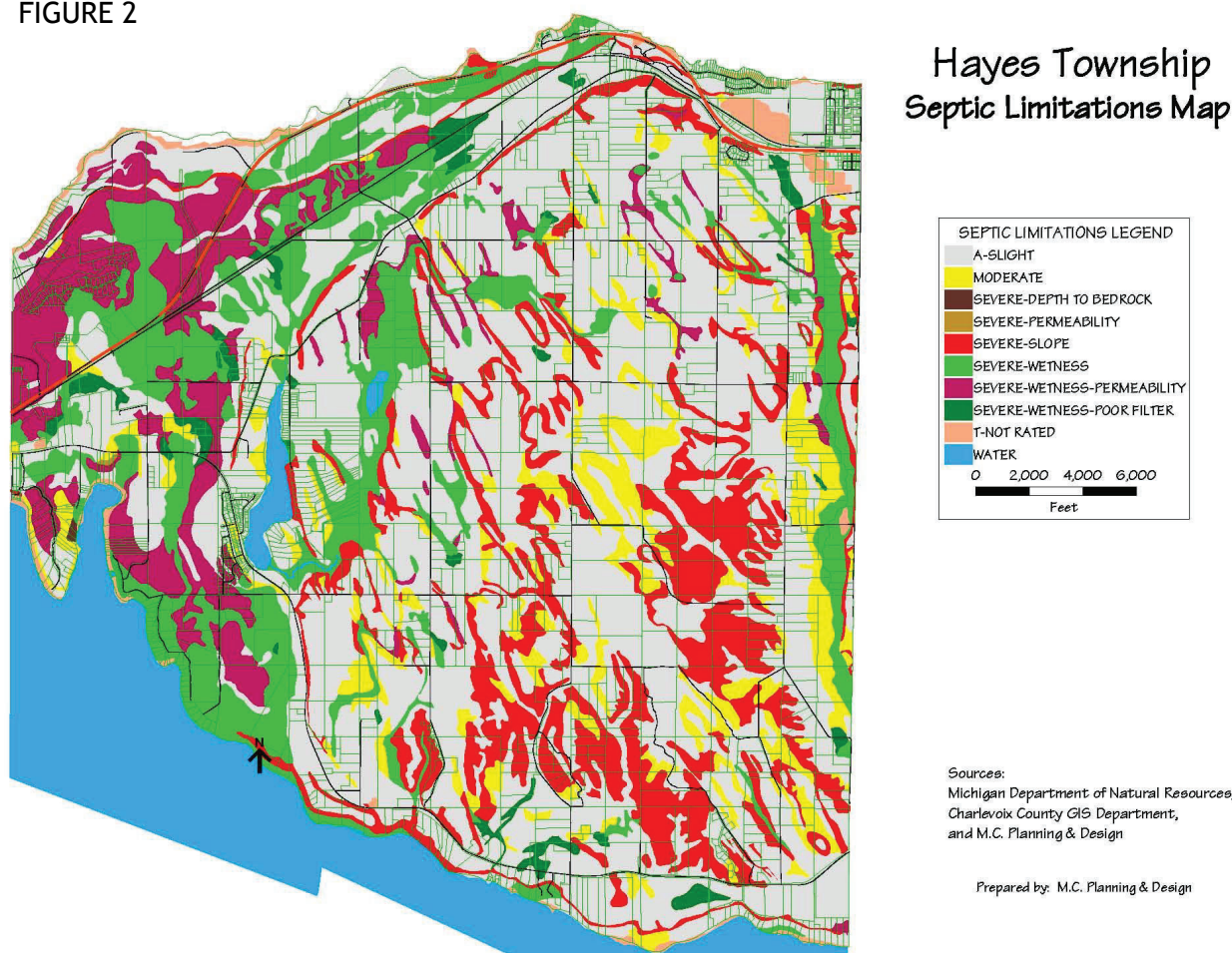
The Septic Limitations Map, Figure 2 on the following page, delineates the suitability of soils for conventional residential on-site septic systems within the township. This map is based on soil interpretation reports published by the USDA Natural Resources Conservation Service (formerly the Soil Conservation Service) and is valid as a general planning tool.

Soils with slight limitations are well suited for conventional septic systems. When systems are sited and maintained properly there are few long-term problems. Soils in this category are usually suitable for moderate intensity residential development. Slow percolation rates and/or moderate slopes (6 to 12 percent) often characterize soils having **Moderate** limitations. Usually, greater care in locating systems in these areas and good maintenance of installed systems can overcome most of these limitations. Soils in this category are usually well suited for low density residential development.

Soils rated as **Severe** usually possess a combination of limitations including wet areas, slow percolation rates, shallow soils over bedrock, or steep slopes (12 to 25 percent). In addition, some soils in these areas also have poor filtering capabilities. Siting of septic systems in these areas is usually somewhat difficult. These areas are usually only suited for extremely low-density residential development, unless served by alternative septic waste disposal systems.

Additionally, the soils rated as **Severe Wetness-Poor Filter** are unable to properly filter out contaminants. This greatly increases the potential for pollution of groundwater. Accordingly, only extremely low-density residential development is recommended in these areas. Moderate to steep slopes (6 to 25 percent) may cause difficulties in siting systems in some areas, even though percolation rates are usually good in these areas.

FIGURE 2



FARMLAND SOILS

Prime farmland soils possess fertility, nutrient-holding capacity, texture, drainage, and slope characteristics that make them well suited to crop and forage production. These soils are considered important on a national basis. Soils characterized as “prime if drained” possess all of the above characteristics when artificially drained. Important farmland soils possess all of the above characteristics, though slope is between 6 and 12 percent. These soils are highly productive when conservation tillage practices are used.

FORESTLAND SOILS

Forestland soils are rated based on their timber production potential and are classified as either national or regional.

Soils classified as national can produce greater than one cord, or 1,000 board feet of timber per year per acre, and are considered important on a national basis. Soils classified as regional are considered important on a regional and state basis, and can produce from one-half to one cord, or from 500 to 1,000 board feet of timber per acre.

SLOPE

Degree of slope influences the capability of land to accommodate septic systems, roadways, building foundations, and other improvements. Slopes of 12 percent or less are typically viewed as presenting slight limitations to development.

Sites with slopes between 12 and 18 percent present development limitations that must be overcome by careful site planning, building design, and construction methods. Michigan Department of Public Health standards for septic system absorption fields indicate that areas with slopes in excess of 12 percent are to be avoided.

Slopes in excess of 18 percent are generally considered unsuited to development but can be suitable for timber management, passive recreation, wildlife habitat, and other low intensity uses.

GROUNDWATER

Most residents in the region and township rely on groundwater as their sole source of drinking water. Therefore, it is extremely important to protect groundwater from potential contamination. Once groundwater is polluted, it is difficult to remediate pollution in an efficient and cost-effective manner. An aquifer vulnerability map previously prepared for the Township by the Charlevoix County Cooperative Extension Service indicates the potential for groundwater contamination throughout the Township is high based on the limited ability of soils to filter or protect the groundwater resource.

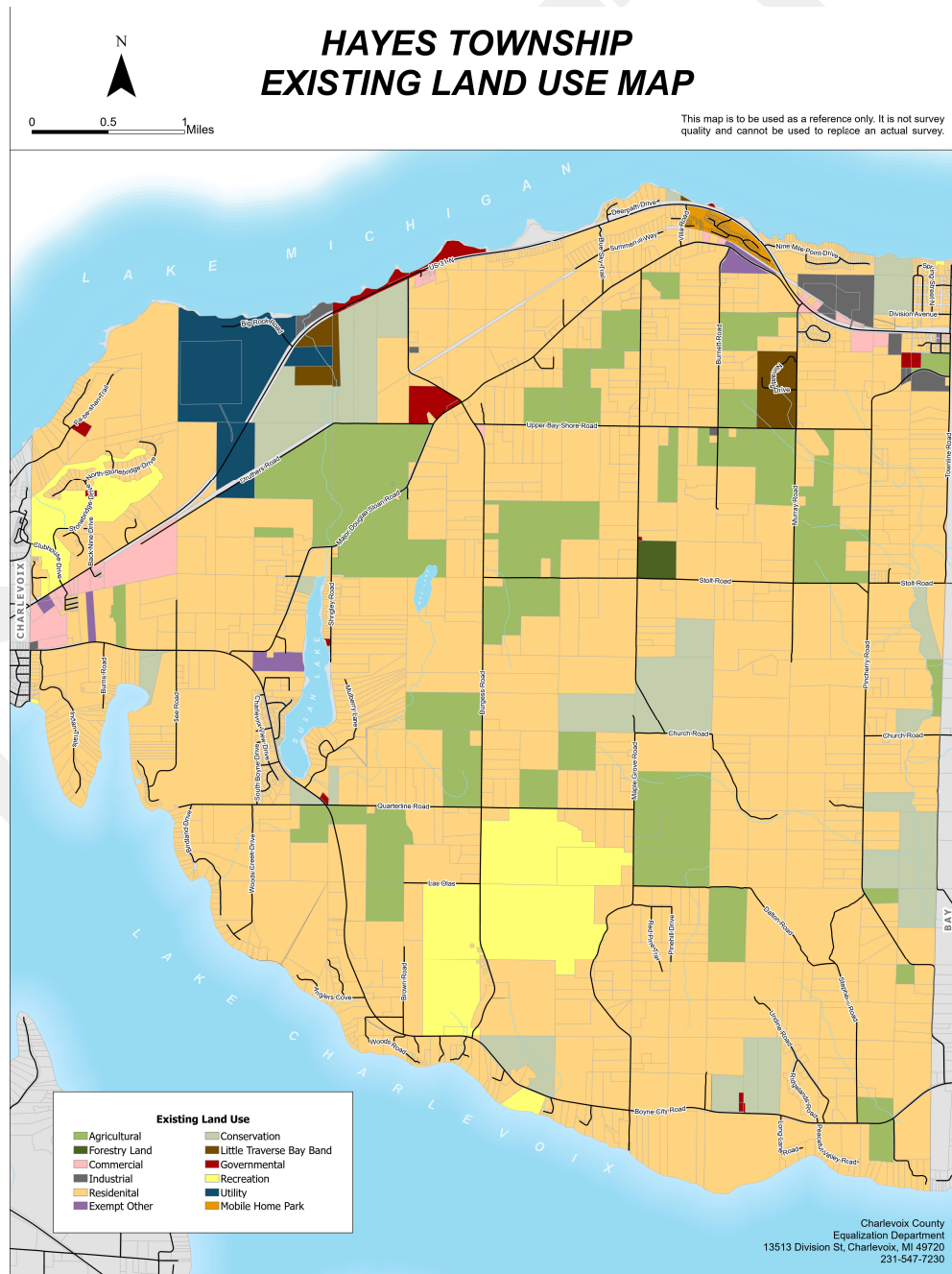


CHAPTER 4: EXISTING LAND USE

The map of existing land use, shown as Figure 3, illustrates the distribution of land uses within the Township. The existing land use map is a compilation of data from Charlevoix County, the State of Michigan, Township Planning Commission input, and additional field checking.

Land Use maps are intended to illustrate actual land use and differ from Township Zoning maps that define specific regulatory boundaries for land development, or the Equalization maps that define property designations for tax assessment and equalization purposes.

FIGURE 3



PATTERNS OF LAND DIVISIONS

As development occurs, larger tracts of land are generally broken down into smaller parcels. Therefore, studying and discussing the existing pattern of land divisions is one way to analyze the status of land use and development.

The largest landowners in the Township include: the Little Traverse Conservancy (over 1,100 acres); Lester Farms (over 700 acres); Dunmaglas (656 acres); and Consumers Energy (over 400 acres).

Part of the Consumers Energy property served as the former Big Rock Point nuclear plant, which closed in 1997. Following the Big Rock Restoration Project, the property is potentially available for reuse. Approximately 130 acres of the former Big Rock facility, currently owned by Holtec International, holds the spent fuel rod casks and includes an adjacent buffer area.

The Little Traverse Conservancy has grown its holdings considerably, increasing the land under its conservation from 460 acres in 2010 to 1,169 today. Another 1,031 acres of conservation easements, which are privately held agricultural and residential tracts ranging in size up to approximately 400 acres, are scattered throughout the interior of the Township. Small tracts and subdivisions are primarily located in the vicinity of Bay Shore and along the Southwest portion of Susan Lake and are small parcels along the roads.

It is worth noting that some of the newer residential developments in Hayes Township are being created as site condominiums rather than traditional subdivisions. A site condominium does not actually create lots by land division. Therefore, a site condominium project may continue to appear as a large, undivided tract when it has already been converted to relatively dense residential use.

EXISTING LAND USE STATISTICS AND CHARACTERISTICS

Hayes Township's land area is 30.1 square miles (19,264 acres). The number of acres classified by the Equalization Department for agricultural, commercial and industrial uses has remained relatively unchanged since 2010. Residential property acres have been reduced by about five (5) percent over the same period as parcels formerly classified as residential have been purchased by or deeded to the Little Traverse Conservancy. Total acreage under conservation has grown substantially—from about 500 acres in 2010 to over 1,100 in 2024. If privately owned conservations areas are included, total acreage under conservation is over 2200.

LITTLE TRAVERSE BAY BANDS OF ODAWA INDIANS' PROPERTY

The Little Traverse Bay Bands of Odawa Indians currently has approximately 140 acres in Hayes Township which is held in trust with the United States. Because federally recognized tribes have sovereign nation status, exclusive jurisdiction for Native American affairs rests with the tribe. However, lands held in trust with the United States of America are under Tribal and Federal jurisdiction. Local units of government have no control over where a tribe purchases land and what land is taken into trust for the benefit of the tribe.

The Township should continue to pursue intergovernmental relations with the Little Traverse Bay Bands of Odawa Indians to stay informed of development plans and build positive relations with

Tribal leaders. For example, the Tribe has indicated in the past that additional housing is planned for the 80-acre trust property located on Murray and Upper Bay Shore Roads.

FORESTS AND WETLANDS

Forests, which include upland hardwoods and conifers, account for a significant percentage of Township land area in 2024. Heavily wooded areas are found throughout the Township, as can be seen on Figure 3 Existing Land Use Map. Of the forested land, approximately 1,200 acres are protected in conservancy preserves. Additional private lands (1,031 acres) are protected through conservation easements. In total, approximately twelve (12) percent of Hayes Township acreage is under conservation protection.

Wetlands include land that has sufficient water at, or near, the surface to support wetland or aquatic vegetation. These areas are commonly referred to as swamps, marshes, or bogs.

Wetland areas may also include land which supports lowland hardwoods and conifers may meet State and Federal criteria for legally regulated wetlands.

Wetlands areas comprise more than twenty (20) percent of the Township in 2024.

As can be seen in Figure 4, a significant portion of the wetlands in the Township are in the north-west portion of the Township. Wetlands also occur in scattered locations throughout the Township which have not been developed.

FIGURE 4: Hayes Township Wetland Areas 2024



AGRICULTURAL

Working agricultural lands occupy more than 16 percent of Township land area in 2024, dispersed throughout the Township as indicated in Figure 3. However, the rural nature of Hayes Township is better described when looking at zoning designations. Areas zoned as Agricultural, which include farms, farm neighborhoods and open or undeveloped agricultural land, comprise over 65 percent of the township's acreage.

The agricultural classification also includes agricultural lands which have been placed in the Conservation Reserve Program. This program pays farmers to remove certain erodible lands from agricultural production and place them into a Conservation Reserve that preserves open space in the Township.

RESIDENTIAL

2024 data shows that the amount of land being used for residential neighborhood purposes is approximately ten (10) percent of the township acreage. In addition, another five (5) percent of the Township's acreage is designated as Rural Residential, which is comprised of large lots, often forested or undeveloped, that are privately owned.

The pattern of residential development within the Township can be inferred from Figure 3. Residential use has been the predominant land use along the lakeshores of Lake Charlevoix and Susan Lake. Additionally, small tract land divisions continue to occur along many of the Township roads.

RECREATION AND INSTITUTIONAL

There are over 800 acres of golf courses and parks in Hayes Township, which is nearly five (5) percent of the township's acreage. These include Hayes Township Park Camp Sea-Gull, Dunmaglas golf course, Charlevoix Golf and Fitness Club and Stated-owned roadside parks. Churches, cemeteries and municipal facilities are included in the institutional portion of this category.

INDUSTRIAL/ TRANSPORTATION/ EXTRACTIVE

Combined industrial, transportation and extractive uses make up less than one (1) percent of the Township. Also included in this category are utilities, such as utility line corridors.

COMMERCIAL

The amount of land developed as Commercial in Hayes Township is less than one (1) percent and is comprised of a few businesses along US-31 at both the eastern and western edges of the township.

CHAPTER 5: PARKS, RECREATION AND COMMUNITY FACILITIES

2025-2030

Parks & Recreation Plan

4.1 Hayes
Recreation

Locations of recreation facilities and protected lands are shown in Figure 5. Additional recreation details can be found in the Hayes Township Recreation Plan.

FIGURE 5

Hayes Twp Facility Inventory Map



STATE-OWNED PARKS AND PROPERTIES

Kennedy Park is located on the Lake Michigan Shoreline on US-31 North. The park is owned and operated by the State of Michigan and includes a parking area, vault toilets, a pump for drinking water, a picnic area and parking for a scenic view of the lake. A DNR public boat launch with a gravel parking area is located east of Kennedy Park near the intersection of U.S. 31 and Burgess Road. A public access site with a boat launch to Susan Lake is located on Shrigley Road near Old US-31.

TOWNSHIP PARKS/ RECREATION FACILITIES

Additional public access to Lake Michigan is available at three locations: near Nine Mile Point; at Townline Road; and at Hayes Township Bayside Park on Spring Street in Bay Shore (an undeveloped parcel, suitable for foot traffic).

Public access to Lake Charlevoix is available at the end of Maple Grove Road, the end of Eastern Avenue (Eastern Avenue Beach), and at Hayes Township Park Camp Sea Gull. The Eastern Avenue access point was improved by the township in cooperation with the Pine Point Association and the Charlevoix County Road Commission and includes a swimming beach and picnic area.

Hayes Township Park Camp Sea Gull was purchased by the Township in 2014. It includes 1400 feet of Lake Charlevoix frontage. Current amenities include a boat launch with parking, pit toilets, picnic area, a covered pavilion, water station, and fishing pier.

The Little Traverse Wheelway, a 26-mile non-motorized trail extending from Charlevoix to Harbor Springs, passes through Hayes Township along US-31, see the Hayes Township Recreation Plan for more details.



The Charlevoix Swimming Pool, located on US 31 at the northwest end of Hayes Township, is open to the residents and public for recreational use. It is supported by a Township millage (in combination with support from Charlevoix Township and the City of Charlevoix).

TABLE 1: FACILITIES OWNED AND OPERATED BY HAYES TOWNSHIP

NAME	SIZE	FACILITIES & AMENITIES
Hayes Township Hall and Park	30 acres	Picnic Tables, grills, basketball, hall rentals, playground, parking
Bayside Park Lake Access	1.5 acres	Swings, seating, views of Lake Michigan
Maple Grove Lake Access	66 ft. wide	Water access, pet friendly, hand launching of small craft (kayaks, canoes, paddleboards, row boats) Boat launching prohibited
Eastern Avenue Beach Park	1.5 acres	Swimming beach, picnic area, fire pit, parking, ADA compliant
Camp Sea-Gull Park	23 acres	1,400 ft of Lake Charlevoix frontage, boat launch, fishing pier, picnic area, water station, fire pit, pet friendly, restrooms.

CONSERVANCY LAND

Seventeen (17) Preserves comprised of lakefront, woodland and/or wetland areas, totaling approximately 1,200 acres, have been established by the Little Traverse Conservancy through donations and purchases from private owners and are open to the public.

The Dixon Conservancy is located on Oyster Bay. The Loeb Conservancy is located on Lake Michigan. The Ransom Nature Conservancy on Maple Grove Road overlooks both Lake Michigan and Lake Charlevoix and includes a hardwood forest with hiking trails available for public use. The Nathan Barry Driggers Memorial Preserve located along the Boyne City Road, was established as a preserve in 2007. The most recently protected preserve in the Township is the Taylor/ Horton Creek/ Schultz/ Nick Adams Preserve which combined several parcels for protection.

Additionally, the 50-acre Taimi Hoag Preserve is protected by the Little Traverse Bay Bands of Odawa Indians and there are approximately 1,3031 acres of other private property protected under conservation easements. These easement properties are not open to the public.

The newest addition to Conservancy land, through the Little Traverse Conservancy, is a 56-acre nature preserve named Enji-minozhiyaamigak, meaning "The Place of Peacefulness" in Anishinaabemowin, which opened in the fall of 2024. This preserve, located on the largest remaining unprotected shoreline on the bay, features universally accessible trails, a waterfront viewing area, and signage in the Anishinaabemowin language.

CEMETERIES

Two cemeteries are in Hayes Township. Undine Cemetery on the Boyne City Road is maintained by the Township and Greensky Cemetery is located on property known as Greensky Hill. Now under the jurisdiction of the United Methodist Church of Horton Bay, this is a landmark burial ground of the Chippewa people. Additionally, an unmarked ancient Native American burial site exists to the north of Division Road across the former railroad tracks off Townline Road, north of Bay Shore.



PRIVATE RECREATIONAL FACILITIES

The Charlevoix Rod and Gun Club, which is approximately 106 acres, is a firearms range open to members and their guests.

The Susan Shores Subdivision Park at Susan Lake is private, open to members and guests. This private park provides picnic and playground facilities.

Michigan Shores Subdivision, a private association park (members only), provides picnic and playground facilities at a site on the Lake Michigan shoreline.

Dunmaglas, a privately owned golf course, over 700 acres in size, is open to the public.

POLICE, FIRE & EMERGENCY MEDICAL SERVICES

Police protection is provided by the Charlevoix County Sheriff's Office and Michigan State Police. Fire Protection is provided by the Charlevoix Township Fire Department. A building housing a pumper and tanker owned by Charlevoix Township is located on property adjacent to the Hayes Township Hall.

Dry hydrants, tapping on-site water sources, are located at Horton Creek on the Boyne City Road; at Horton Creek and Church Road; at Stolt Road and Horton Creek; on Shrigley Road near Susan Lake; at the Boyne City Road Park on Susan Lake; and at Burnett Road and Upper Bay Shore. In addition, an existing pond at LexaLite on US 31 North serves as a water source. Additional dry hydrants will be installed throughout the township, based on future fire committee recommendations.

The Lake Charlevoix Emergency Service Authority (LCEMSA) was established as a collaboration between the City of Charlevoix, Charlevoix Twp., Hayes Twp., Marion Twp., Norwood Twp and, most recently, Eveline Township. It became licensed and officially began operations on July 26, 2021 to serve the populace and visitors of the member entities. It also participates in reciprocal mutual aid agreements with adjacent EMS service providers in Charlevoix and Emmet Counties. LCEMSA has passed all licensing surveys and quality assurance programs.

The Authority is overseen by a Board of Directors comprised of a representative from each township and the City and a member at large. These people represent the interests of the taxpayers in their area and provide balanced input into decisions of the Authority. The Board of Directors meets each month. The meeting is open to the public. Information regarding each meeting is posted in advance of the meeting. The day-to-day operations are run by experienced EMS staff.

LCEMSA administration offices are headquartered at the LCEMSA Hayes Station located at 9251 Major Douglas Sloan Road. There is a second station located at 210 State Street in Charlevoix.

SCHOOLS

The Township is served by three School Districts. Most Township children attend Charlevoix Public Schools. The southeastern portion of the township is within the Boyne City Public School District. The Bay Shore area is within the Petoskey Public School District. Additionally, some students from the township attend area private or charter schools in Charlevoix, Boyne City and Petoskey.

PUBLIC UTILITIES

Electrical service is provided by Great Lakes Energy, which maintains one substation in the Township. Great Lakes Energy also provides TrueStream fiber-optic internet service to much of the Township, the availability of which has significantly improved the connectivity of much of the Township residents.

Telephone service is provided by several companies, including Charter, Trustream and AT&T. The availability of natural gas from DTE to the Hayes Residents has increased through the years. Residents wishing to switch to natural gas need to contact DTE directly for more information.

CHAPTER 6: TRANSPORTATION

Approximately 43 miles of county and local roads serve the township. Two major traffic routes or primary roads, three secondaries, and many lesser traveled roads connect Hayes Township to the cities of Charlevoix, Boyne City and Petoskey.

US-31 N from Bay Shore to Charlevoix, running approximately east-west, follows the shoreline of Lake Michigan. US-31 N is a major daily commuting route for people employed in the Township and other communities. The highway is also a major carrier for long-distance automobile and truck traffic serving cities further north and south. In summer, it becomes a major tourist route. Available traffic count data provided by the Michigan Department of Transportation (MDOT) in 2017 indicated a 24-hour average daily traffic count (ADT) of 8213 personal and 321 commercial vehicles on the section of US-31 through Hayes Township. In 2023 the ADT had increased by 4 (four) percent to 9791 personal and 392 commercial vehicles.

Boyne City Road, C-56, follows the Lake Charlevoix shoreline between Charlevoix and Boyne City. Year-round the Boyne City Road is a major commuter route between Boyne City and Charlevoix. It serves as a linking road connecting Charlevoix with highways leading to Interstate 75 at Gaylord. In summer, this road also becomes a major tourist route. MDOT data shows that in 2023 it had an ADT of 2966 personal and 81 commercial vehicles.

Pincherry Road from Church Road north to Upper Bay Shore and through to US-31 N serves as a secondary road. Upper Bay Shore Road links Pincherry Road and Major Douglas Sloan Road which is also a well-traveled secondary road and runs from the Boyne City Road north to US-31 N.

Public transportation within and through Hayes Township is limited to the Charlevoix County Transit Authority Bus System, which operates by reservation only. School buses provide transportation for children to Charlevoix, Petoskey, and Boyne City schools. All public roads in the township are under the jurisdiction of the Charlevoix County Road Commission, except for US 31 which is under the jurisdiction of MDOT. The Hayes Township Board decides which road projects need improving and is responsible for partial funding of these improvements within the Township budget.

Given the character of the Township, major improvements to existing roadways are not likely to be needed other than routine maintenance of existing road surfaces (resurfacing, shoulder work, drainage improvements, etc.). If the development patterns follow the existing and planned low density and intensity mix of land uses along most major roadways (US-31 and Boyne City Road), major arterial roadways will not likely need to be widened to four or five lanes. Major intersections may require upgrading as traffic increases, though needed improvements will likely be relatively minor. Traffic patterns and volume should be monitored so that the impact of future developments is contained.

Approximately 7.6 miles of the total 26-mile non-motorized Little Traverse Wheelway route passes through Hayes Township (more information on the Hayes Township portion of this Wheelway is available in the Hayes Township Recreation Plan). Additional non-motorized trails through Hayes Township are being installed in phases along the Boyne City Road from Boyne City to Charlevoix, with Phase 2 (2018) and Phase 3 (2025) already opened and phases 4 and 5 scheduled to be constructed in the future.

CHAPTER 7: SOCIOECONOMIC DATA/ HOUSING

In 2023, Hayes Township had a population of about 2,000 (53.4% male, 46.6% female) and an average density of 66.45 people per square mile over 30.1 square miles. This is higher than Charlevoix County's 62.8 people per square mile, but lower than Michigan's 174.0. Please note that population numbers may fluctuate by approximately $\pm 10\%$ due to changes in estimates and reporting methods.

In discussing the population for Hayes Township, however, it is important to note that the figure presented by the 2023 ACS is for full-time permanent residents and does not reflect the actual number of persons residing in the Township during the summer months or those absent during the winter. This situation can be seen throughout much of northern Michigan.

POPULATION

Table 2 illustrates population statistics for permanent residents for Hayes Township, nearby Townships, as well as Charlevoix and Emmet Counties from 2000 through 2023. As can be seen, the Township has experienced slow population growth during the decades between 2000 and 2010, with losses between 2010 and 2017, followed by growth between 2017 and 2023.

TABLE 2: POPULATION CHANGES 2000-2023 IN AREA TOWNSHIPS & COUNTIES

Area	2000	2010	% Change 2010 vs 2000	2017	% Change 2017 vs 2021	2023	% Change 2023 vs 2017
Hayes Township	1,893	1,919	1%	1,794	-7%	2,000	11%
Bay Townshiup	1,068	1,122	5%	1,294	15%	1,142	-12%
Resort Township	2,479	2,697	9%	2,727	1%	2,835	4%
Charlevoix County	26,090	25,949	-1%	26,160	1%	26,143	0%
Emmet County	31,437	32,694	4%	32,978	1%	34,112	3%

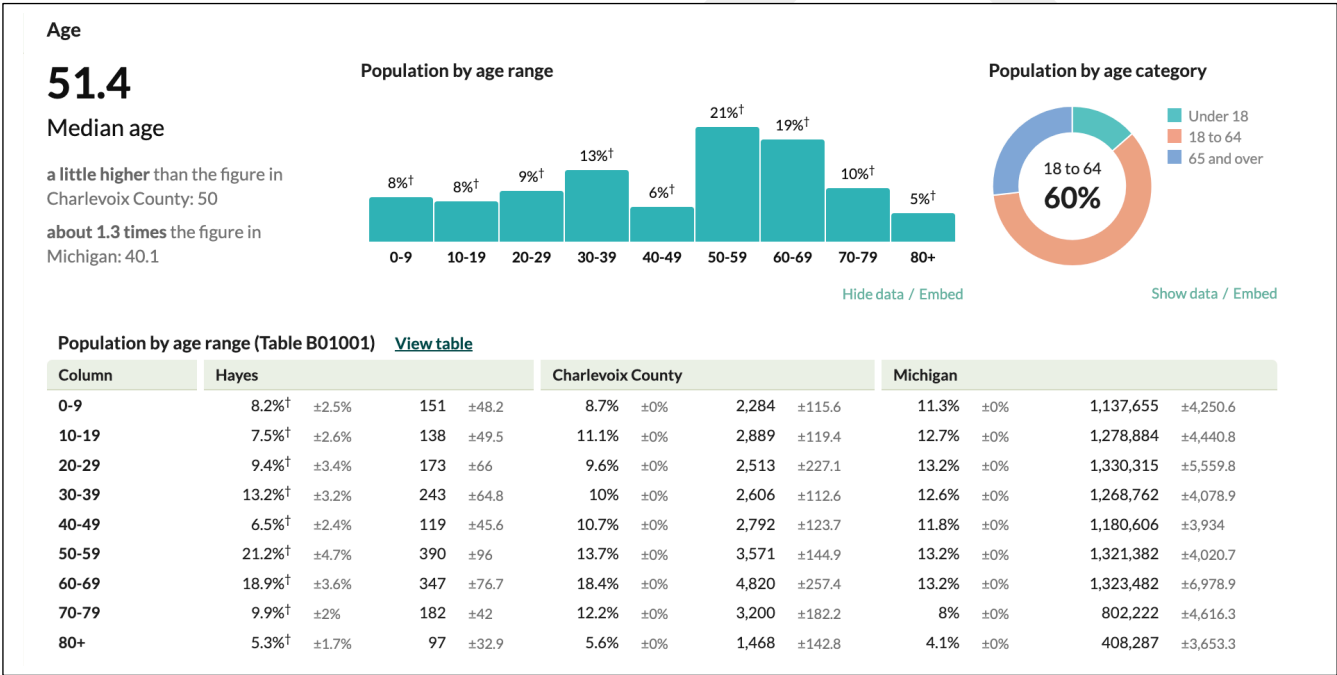
Source: Bureau of Census; 2023 American Community Survey

AGE DISTRIBUTION AND RACIAL MAKE-UP

Information on age distribution within a population can assist the community in matching public services to community characteristics and in determining what, if any, special needs specific resident groups might have.

Age distribution for Hayes Township in 2023 reflects a population which is slightly older than that of Charlevoix County, and the State of Michigan as a whole, as illustrated in Table 3 (Source: 2023 ACS). While the young adults (18-24) are slightly underrepresented in the Township in comparison to the County and State, the proportion of adults in the wage-earning years (25-65) is closer to the County and State norms, and nearly all age groups over age 45 are higher than the County and State levels.

TABLE 3 POPULATION BY AGE - HAYES TOWNSHIP



Source: Bureau of Census; 2023 American Community Survey

At the time of the 2023 ACS, the median age for Hayes Township was 51.4, up from 46.7 years in 2017 and compares to Charlevoix County’s median age of 50.0 years and to the State’s 40.5 years. It is important to remember these statistics do not include the seasonal resident population, which is likely to have a larger proportion of older persons.

The racial make-up of the Township is primarily white (96.0 percent). Native Americans are the primary minority population (46 persons).

INCOME

Income levels for Northern Michigan often fall behind those found in the State as a whole, however this is not true for Hayes or the surrounding Townships.

Table 4 compares income statistics for Hayes, Bay and Resort Townships, Charlevoix and Emmet Counties and the State. As can be seen below, Hayes Township has the second highest median household income of the areas listed, which is above both the median income for Charlevoix and Emmet counties, as well as the State of Michigan.

INCOME STATISTICS IN AREA TOWNSHIPS, COUNTIES & STATE OF MICHIGAN
(IN 2023 INFLATION-ADJUSTED NUMBERS)

TABLE 4

	MEDIAN HOUSEHOLD INCOME	PER CAPITA INCOME
Hayes Township	\$85,724	\$55,427
Bay Township	\$82,344	\$53,382
Resort Township	\$105,244	\$60,236
Charlevoix County	\$76,495	\$47,337
Emmet County	\$73,724	\$45,122
State of Michigan	\$69,183	\$38,952

Source: Bureau of Census; 2023 American Community Survey

HOUSEHOLD SIZE

According to 2023 ACS census data, Hayes Township's average household size dropped from 2.4 in 2017 to 2.1, which is lower than Charlevoix County (2.36) and Michigan overall (2.4). This decrease reflects a broader pattern across the state, where households are becoming smaller mainly due to the ageing population, rather than substantial increases among younger groups.

This trend impacts the demand for different types of housing even if overall population numbers remain relatively steady.

OWNERSHIP

Hayes Township has 1,166 housing units, 94 percent of which are owner-occupied, compared to 83 percent in Charlevoix County and 74 percent statewide in Michigan. The renter-occupied housing in Hayes Township accounts for 6 (six) percent of total housing units.

HOUSING VALUE

Another comparative measure for housing is value, as shown in Table 5. The median value of owner-occupied year-round housing units is \$231,300 for Hayes Township, compared to 2013 value of \$169,100. Charlevoix County’s 2023 median value is \$242,800 as compared to the value of \$112,700 in 2000, while Michigan’s 2023 median value owner-occupied housing unit is \$236,100 (\$115,600 in 2000). This information, while collected by the Census Bureau, is subjectively provided by the general population regarding what he or she thinks is the value of his or her house. This information, therefore, should be used with caution, as it is likely that some people intentionally underestimated the value of their homes due to concerns that accurate reporting might raise their taxes.

TABLE 5 - HOUSING VALUES

Distribution of Owner Occupied Housing Values - Hayes Township	
Less than \$ 100,000	12%
\$ 100,000-200,000	27%
\$ 200,001-300,000	25%
\$ 300,001-500,000	16%
\$ 500,001 or more	20%
Median value	\$231,300

Source: Bureau of Census; 2023 American Community Survey

PROPERTY VALUE

Property values can also be analyzed by reviewing State Equalized Value (SEV) figures. By law, SEV, which constitutes a community's tax base, is equal to approximately one-half of the true market value of real property and certain taxable personal properties. The total SEV for Hayes Township has significantly increased (75 percent) from the date of the last Master Plan Update; see Tables 6 and 7. As of 2025, the largest value non-residential class of properties making up the Township's SEV is Commercial, which accounts for 5.6 percent of the Township's total SEV. The largest rate of percentage growth in SEV has been in commercial property.

The 2025 distribution and percentages of SEV values for Hayes Township and Charlevoix County are presented in Table 6 and 7, below.

TABLE 6: STATE EQUALIZED VALUATION BY PROPERTY CLASS, HAYES TOWNSHIP

Class	2010 SEV	2012 SEV	2019 SEV	2025 SEV	% CHG 2025 vs. 2019
Agriculture	\$ 4,399,300	\$ 3,705,100	\$ 3,839,000	\$ 6,059,700	58%
Commercial	\$ 10,559,800	\$ 7,814,300	\$ 7,562,795	\$ 13,770,000	82%
Industrial	\$ 4,079,800	\$ 3,224,800	\$ 2,688,500	\$ 4,142,800	54%
Residential	\$ 233,956,000	\$ 227,679,000	\$ 253,006,700	\$ 443,669,407	75%
Total Real Property	\$ 252,994,900	\$ 242,423,200	\$ 267,096,995	\$ 467,641,907	75%
Personal Property	\$ 5,426,500	\$ 5,770,000	\$ 4,829,100	\$ 6,289,500	30%
Total SEV	\$ 258,421,400	\$ 248,193,200	\$ 271,926,095	\$ 473,931,407	74%

Source: Charlevoix County Equalization Department

TABLE 7: DISTRIBUTION OF STATE EQUALIZED VALUE, HAYES TOWNSHIP & CHARLEVOIX COUNTY 2023

REAL PROPERTY	HAYES TOWNSHIP		CHARLEVOIX COUNTY	
	Amount	Percent of Total	Amount	Percent of Total
Agriculture	\$ 6,059,700	1%	\$ 9,885,900	0%
Commercial	\$ 13,770,000	3%	\$ 316,465,727	6%
Industrial	\$ 4,142,800	1%	\$ 80,455,800	1%
Residential	\$ 443,669,407	94%	\$ 5,033,580,411	89%
Total Real Property	\$ 467,641,907	99%	\$ 5,536,133,438	98%
Personal Property	\$ 6,286,500	1%	\$ 101,268,500	2%
Total SEV	\$ 473,928,407	100%	\$ 5,637,401,938	100%

Source: Charlevoix County Equalization Department

HOUSING ANALYSIS

The housing stock in the Township consists of over 95% single family dwellings with condo developments at Dunmaglas Golf Course, Charlevoix Country Club and immediately adjacent to the country club. The need for housing at a price point that facilitates the local workforce to live locally has been well established throughout northwestern Michigan as reported by the 2023 housing data report from Housing North. Currently in Charlevoix County there is a housing gap of 2358 units. Using Hayes township population as a percentage of the total county population the housing gap in the township equals 182 units. The greatest need is the lowest average household income range. Of the 1927 parcels in Hayes Township (excluding reference, common-area and personal property parcels), 946 have a principal residence exemption (15 of these are partial exemptions), meaning more than half of the parcels are not the primary residence of the owner of the property. (Stats acquired from the Charlevoix County Equalization Department Staff-Aug. 2024)

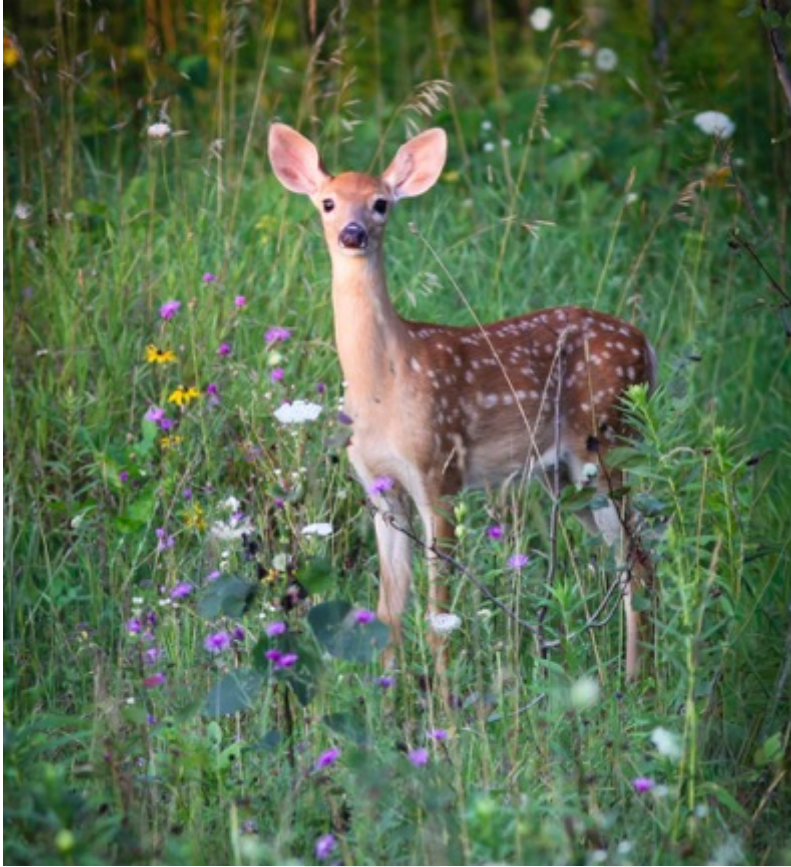
Currently there is a recognized need for “work force” housing relating directly to local worker’s income levels. Hayes Township has very little inventory in this regard. The cost of property is at an all-time high in the Township and with current construction costs of \$400+/square foot as a baseline, with higher end home construction costs exceeding \$1000+/square foot. Entry level housing is virtually nonexistent.

In order to comply with the State of Michigan requirement that Master Plans address the housing needs of townships, Hayes Township included questions on the type of housing preferred by property owners as well as the opinions of property owners on the needs for future housing in the recent survey provided to township property owners.

While the responses of the Master Plan Survey clearly indicate the desires as mentioned, an economically healthy community provides housing across the economic spectrum and as a township we must recognize the need for denser housing in the Township as the population ages out and younger people look for housing solutions. As provided in the most recent Census and related to Hayes Township, the median household income is \$56,685 while the median price for a home for sale is \$462,500 (as of June 2025 Northern Michigan Multiple Listing Service).

Conservatively, mortgage payments should be no more than 30 percent of household income when considering property taxes and homeowners’ insurance, meaning that a household at the median income level (\$56,685) should pay no more than \$17,005 annually. In this scenario, a family could afford only a \$210,000 mortgage (7% interest rate, 30-year term), and still be able to buy groceries, pay utilities and modest car expenses. If they have additional debt to service (school loans, credit card debt), it is likely they would not qualify for a mortgage. These factors combine to make a median-priced home unaffordable for a household at the median income level.

As evidenced in the tables above, housing prices in Hayes Township are impacted by the attractiveness of waterfront property which typically commands higher prices. Moreover, the desire of the township existing owners to maintain low density housing with single family homes also drives housing prices up. The survey respondents, primarily older, longer term, property owners, clearly favor limited development and maintaining larger parcels. The current cost of construction now approaches or surpasses \$400/sq ft for new construction and is projected to continue to increase. Housing prices, high property values, limited inventory and market competition from second/vacation home buyers have created a dearth of housing options in the price range that the average wage earner can afford.



The lack of infrastructure, primarily sewer and water systems require that each property spend resources on wells and septic further cutting into the building budget. With multi-family housing limited to three small areas in township, two of which are condominium developments on golf courses, the development of multi-family housing projects is not likely.

Current discussions on lowering minimum lot sizes to increase the opportunity for lower land cost is complicated by the variability of soils conditions for septic waste systems. The Charlevoix County Health Department must test each individual property to determine its suitability for septic and well systems. This combined with desires of residents to maintain larger size parcels makes planning for future land use for multi-family housing difficult if not im-

possible. In short, the lack of infrastructure and permeable soil in Hayes Township limits opportunities for higher density housing.

CHAPTER 8: FUTURE LAND USE & ZONING PLAN

FUTURE LAND USE

At present, Hayes Township is a scenic lakefront township which is primarily forested, agricultural and rural residential in the interior portions of the Township. Lakeshore living is available along the shores of Lake Michigan, Lake Charlevoix and Susan Lake. While active agricultural uses have declined from historic levels, the remaining active farms and the associated “open space” are highly valued by the local residents.

Through land use planning and land use controls, Hayes Township intends to work to ensure that the shorelines are protected and that existing agricultural, rural residential and recreational uses can continue, with reasonable growth accommodated with minimal land use conflicts or negative impacts.

No municipal water or sewer service is anticipated to be available in the near future in Hayes Township. Buffers or physical separation of residential dwellings from potentially incompatible uses (such as industrial and agriculture) may be necessary in some cases. Additional provisions are recommended to be incorporated into the Zoning Ordinance to allow for a cluster development pattern to avoid or minimize development impacts on environmentally sensitive areas, forests or farmland.

Based on the social, economic and environmental characteristics of the Township, eleven (11) general categories and two (2) overlays of land use have been identified to serve existing and future development needs. These categories and their descriptions will guide the Township as it considers opportunities to review and reclassify zoning designations consistent with the goals and objectives of this plan.



These proposed zoning categories are:

CONSERVATION RESERVE (CR)

The Conservation Reserve category includes existing parkland, as well as land owned and /or protected by a land conservancy under conservation easements. Uses proposed in the Conservation and Parkland area include public forestry, wildlife habitat, public recreation, and similar open space uses.

FARM/FOREST (FF)

The Farm/Forest (previously Agricultural) land use category has been designated consistent with the Township's goal to encourage farmland preservation and to recognize the importance of economic viability of farming and forestry operations. The Township will encourage innovative methods of preserving farmlands, farming, open space, natural resources, and the rural character of the Township, and at the same time assist landowners who want to reduce or discontinue farming. These methods could include innovative zoning provisions that allow for the preservation or conservation of essential natural resources, farmland, or open space, such as innovative agricultural tourism related businesses.

Other communities have employed some methods to help protect and preserve agricultural land while protecting a landowner's economic investment, including the Purchase of Development Rights (PDR), Transfer of Development Rights (TDR), clustering requirements for non-agricultural uses, tax breaks or incentives for continuing agricultural use, as well as low density residential uses on large lots. It is recommended that these alternatives be investigated for possible application in Hayes Township, as a way to balance economic rights with agricultural preservation goals. For instance, the Township may adopt a farmstead designation that allows multiple residences on actively farmed properties thereby encouraging multigenerational family farming. Control of commercial scale alternative energy generation and storage will be considered in these areas as a potential additional means of preserving farmland, within the limits imposed by State of Michigan laws.



RURAL RESIDENTIAL (RR)

A Rural Residential land use category has been designated consistent with the Township's goal to "retain the township's rural and scenic character, while providing for suitable housing opportunities..." It is intended for low-density use with single family dwellings on large, five (5) acre minimum lots, as well as agricultural and institutional uses. This category strives to maintain an ecologically sound balance between human development activities and the environment to retain the Township's scenic and rural character.

While the designation of the Rural Residential land use category may not prevent the conversion of farmland to other uses, it will help to control the scale and rate of conversion and direct attention to areas where farmland conversion may be an issue.

LOW DENSITY RESIDENTIAL (R-1)

Where low density residential land use is appropriate a Low-Density Residential category may be designated with a minimum lot size of two (2) acres. This category also strives to maintain an ecologically sound balance between human development activities and the environment to retain the Township's scenic and rural character.

SMALL LOT RESIDENTIAL (R-2)

Residential lots exist in areas with platted lots and/or small parcels and this Small Lot Residential category recognizes these. Small Lot Residential parcels have a minimum size of $\frac{3}{4}$ acre.

SMALL LOT RESIDENTIAL MICHIGAN SHORES AND SUSAN LAKE (R2-MS, R2-SL)

The Michigan Shores and Susan Lake Residential Overlay category is designed to allow uses customarily allowed in the districts of Michigan Shores and Susan Lake while supporting a residential pattern that enables the maintenance of the historic cottage character of these waterfront subdivisions. In these districts, there is a minimum lot size of $\frac{3}{4}$ acre.

MULTI-FAMILY RESIDENTIAL (R-7)

Multi-Family Residential category is designated to existing residential neighborhoods and/or vacant land available to accommodate development of duplexes, triplexes and other multi-family uses.

MOBILE HOME PARK (R-5)

The Mobile Home Park category is designated to specifically acknowledge the existing park and encourage the continuation of this land use in this location.

NEIGHBORHOOD COMMERCIAL (C-1)

The Township acknowledges that future work and living needs may change and indicating the need for a category where small-scale commercial developments consisting of independent businesses are positioned near neighborhoods. This would provide for work/live needs, provided they are compatible with the surrounding residential character.

COMMERCIAL (C-2)

Commercial category is designated to accommodate small to moderate scale commercial needs of the Township. This area exists primarily in two locations: on US-31 just west of Bay Shore, and on the southside of US-31 near and east of the Charlevoix Township line.

LIGHT INDUSTRIAL (L1)

Light Industrial category is designated to accommodate light industrial uses compatible with the limited services available and the environmental sensitivity of much of the Township. Light industrial uses are typically less intensive than general or heavy industrial uses, and may include manufacturing and assembly, storage and distribution, research and development, and contractor establishments. Due to the availability of industrial property in the cities, where appropriate services are provided, Hayes Township believes the local industrial needs can be adequately met during the planning process without designating additional land for such in this Township.

DEVELOPMENT OPPORTUNITY ZONE (DOZ)

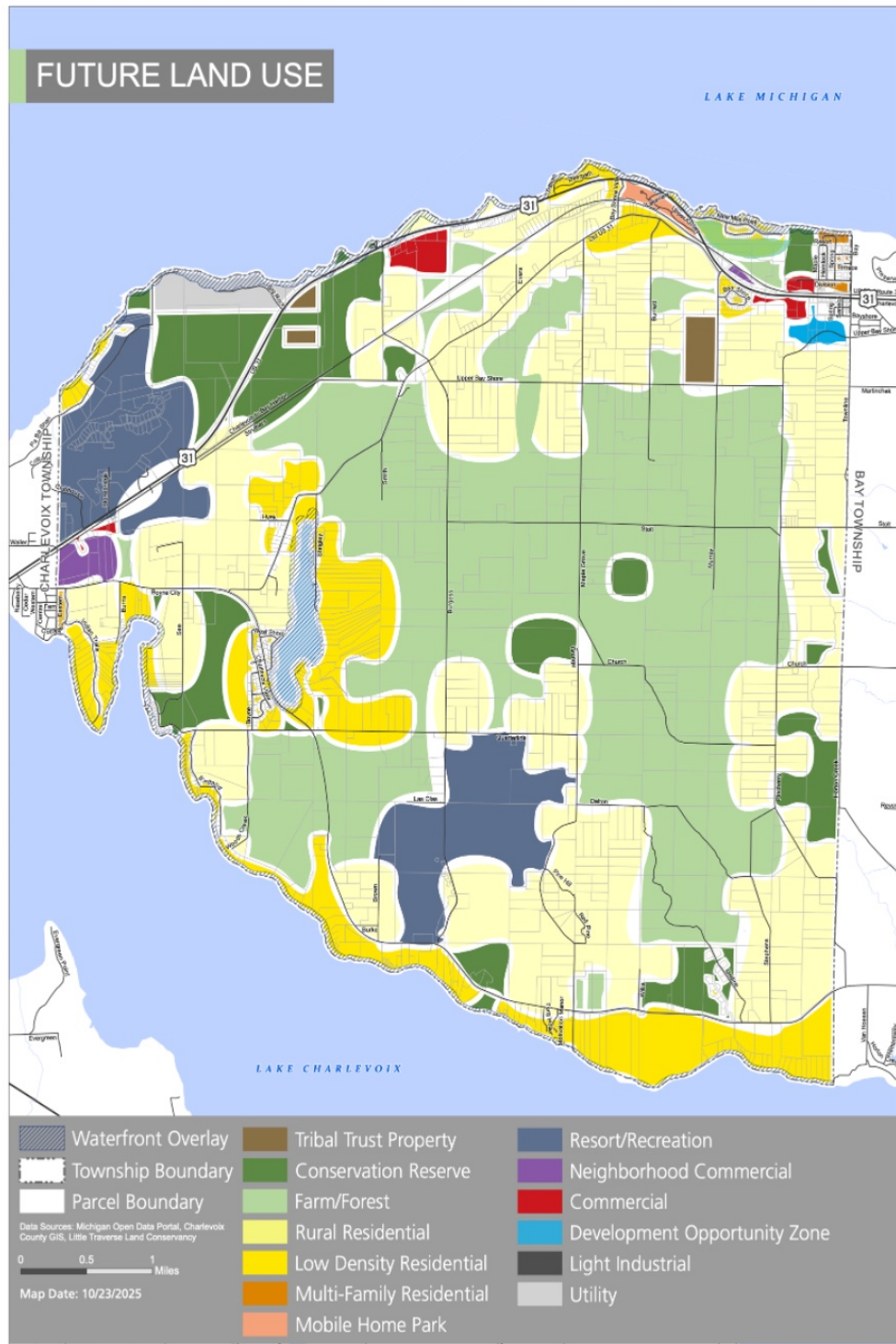
This category recognizes that unique opportunities are presented by land previously used for industrial activities or mineral extraction. The Township proposes that this land be designated with a special category Development Opportunity Zone to encourage its possible redevelopment into commercial, residential or commercial/residential mixed use while allowing current industrial use to continue.



FUTURE LAND USE MAP

The Future Land Use Map (Figure 6) illustrates the geographic extent of the future land use categories. The Future Land Use Map is a policy tool for zoning decisions necessary to implement the community's desired future.

FIGURE 6



ZONING PLAN

A Master Plan is developed to provide a vision of the community's future. It is designed to serve as a tool for decision making on future development proposals. A Master Plan will also act as a guide for future public investment and service decisions, such as the local budget, grant applications, road standards development, community group activities, tax incentive decisions, and administration of utilities and services.



According to the Michigan Zoning Enabling Act, comprehensive planning is the legal basis for the development of a zoning ordinance. Section 203 of the Act states: "The zoning ordinance shall be based on a plan designed to promote the public health, safety and general welfare, to encourage the use of lands in accordance with their character and adaptability, to limit the improper use of land, to conserve natural resources and energy, to meet the needs of the state's residents for food, fiber, and other natural resources, places of residence, recreation, industry, trade, service, and other uses of land, to insure that uses of the land shall be situated in appropriate locations and relationships, to avoid the overcrowding of population; to provide adequate light and air; to lessen congestion of the public roads and streets, to reduce hazards to life and property; to facilitate adequate provision for a system of transportation, sewage disposal, safe and adequate water supply, education, recreation, and other public requirements, and to conserve the expenditure of funds for public improvements and services to conform with the most advantageous use of land resources, and properties."

The Zoning Ordinance is the most important tool for implementing the Master Plan. Zoning is the authority to regulate private use of land by creating land use zones and applying development standards in various zoning districts.

Hayes Township is covered by the Hayes Township Zoning Ordinance regulating land use activities. In accordance with the Michigan Planning Enabling Act, the Master Plan includes a zoning plan to guide

future actions and amendments. Table 8 relates the future land use categories to the established zoning districts.

TABLE 8

Current Zoning Districts	2025 Proposed Zoning Districts	Description	Minimum Lot Size
Conservation Reserve (CR)	Conservation Reserve (CR)	Properties under the ownership or management of a conservancy	N/A
Agricultural (A)	Farm/Forest (FF)	Various agricultural and farm uses, agrotourism, low intensity recreation uses, single family dwellings and farmsteads.	10 Acres
Rural Residential (RR)	Rural Residential (RR)	Low-density single-family dwellings on large lots, agricultural uses, institutional uses.	5 Acres
Low Density Residential (R-1)	Low-Density Residential (R-1)	Low density residential development	2 Acres
Small Lot Residential (R-2)	Small Lot Residential (R-2)	Small residential lots in existing residential areas with platted lots or small parcels.	$\frac{3}{4}$ Acre
Small Lot Residential Michigan Shores & Susan Lake (R2-MS, R2-SL)	Michigan Shores & Susan Lake Overlay (R2-MS, R2-SL)	Small residential lots in the Michigan Shores and Susan Lake platted subdivisions	$\frac{3}{4}$ Acre
One and Two Family Residential (R-3)	Multi-Family Residential (R-7)	Existing Residential Neighborhoods and/or vacant land available to accommodate development of duplexes, triplexes and other multi-family uses.	Determined by PUD/SUP process
Multiple Family Residential (R-4)			
Mobile Home Park (R-5)	Mobile Home Park (R-5)	Mobile Home Parks	5 Acres
Neighborhood Commercial (C-1)	Neighborhood Commercial (C-1)	Small scale commercial developments consisting of independent businesses near neighborhoods to provide for work/live needs.	N/A
General Commercial (C-2)	Commercial (C-2)	Small scale commercial developments consisting of independent businesses	N/A
General Industrial (I-1)	Light Industrial (LI)	Warehousing, contractor establishments, light manufacturing facilities	N/A
New	Development Opportunity Zone (DOZ)	Properties currently or previously used for industrial or mineral extraction that can be developed into commercial, residential or commercial/residential mixed use	N/A

PROPOSED ZONING MODIFICATIONS

The master planning process has revealed several zoning priorities that require review and updating to reflect current trends and established goals. The items presented below represent the issues the Township will explore to meet the evolving needs of the community.

HOUSING OPTIONS

As attainable housing becomes ever scarcer in northern Michigan, the Township will review its zoning ordinance to identify ways to provide greater housing diversity in the community by reducing present barriers. This may include reducing minimum square footage and lot area requirements, providing more flexibility in housing types, allowing multiple-family dwellings at greater densities in appropriate locations, and accommodating accessory dwelling units.



WATER QUALITY

The quality of water resources, both surface and ground, is a foundation of the community's identity and wellbeing. However, protecting water quality while maintaining private property rights is a delicate balance. The Township will review its existing waterfront regulations and gather input from the community and various organizations with expertise in water quality and planning expertise to identify improvements to the zoning ordinance that effectively achieve this balance while respecting individual landowners' use of their property.

PRESERVE FARMLAND AND OPEN SPACE

To prevent the fragmentation of open space and large tracts of land, the Township will explore facilitating the transfer of development rights through planned unit developments so reducing the development pressure landowners may face. The Township will also investigate the creation of a farmstead designation. Furthermore, the Township will look to maintain the viability of agricultural operations by reviewing its value-added agricultural uses. It will explore increased setbacks to reduce the potential for conflicts by increasing the setbacks between agricultural and residential uses.

MEDICAL AND RECREATIONAL MARIJUANA

With the emergent industries of recreational and medical marijuana growing throughout the state, the Township will need to facilitate a meaningful dialogue to determine its level of participation in the industries. Once established, the zoning ordinance will need to be revised as necessary to facilitate or limit the expansion of the uses in the Township.

RENEWABLE ENERGY

As technologies have evolved, the cost to implement renewable forms of energy generation have become more attainable than ever and the State of Michigan has enacted regulations regarding commercial-scale solar energy generation and energy storage. The Township will continue to monitor these trends and has adopted zoning ordinances accordingly (see Farm and Forest). Understanding this information will guide any necessary revisions to the zoning ordinance to accommodate their use, either on a personal or utility grade scale.

COMMERCIAL ACTIVITY

The Township will review the existing commercial uses allowed by right and through special use approval in the community. New, emergent technologies and consumer behaviors have changed the market landscape significantly over the last 10 to 20 years. Plus, certain uses that were once considered incompatible in many districts are now able to coexist due to industry changes. Updating the commercial uses allowed by the zoning ordinance to match demands of today and the future will help ensure the Township remains economically competitive

CHAPTER 9: GOALS, STRATEGIES & ACTION PLAN

The Master Planning process including the 2024 community survey identified areas for work by the Planning Commission and the Board of Trustees to continue to shape the future of Hayes township. These goals will be pursued through creative and responsive legislative activity resulting in a township that respects the environment, the property rights of citizens and its role in the greater north-west Michigan community.

LAND USE & PRESERVATION

GOAL:

Foster responsible development that meets the evolving needs of the community while preserving the scenic rural character that is the Township's identity.

STRATEGIES:

- Adopt zoning regulations to allow residential development using rural clustering standards within permitted densities that minimizes the fragmentation of open space while preserving sensitive natural features such as wetlands, surface and ground water, woodland habitats, agricultural lands, and steep slopes.
- Maintain viewsheds along Township main traffic corridors, including US-31 and Boyne City Rd.
- Provide limited practical and functional locations and clear regulations for commercial and industrial development that minimize their impact on adjacent land uses, maintain high levels of aesthetic character, and blend with the existing development pattern and landscape. Existing industrial development areas meet the needs of the township and further regulation which is designed to minimize the visual impact of such activities should be pursued.
- Develop future land use concepts such as economic opportunity areas which facilitate redevelopment of previously mined or otherwise impacted properties.
- Recognizing the future demand for housing and services in the area, planning for potential housing development(s) that do not affect the broader rural esthetic. A mixture of housing on larger lots, Accessory Dwelling units, and Planned Unit Development areas should be worked on over the coming years. Work to assist in development of locations that could support work force affordable housing.
- Recognizing that short term rentals are a fact of life in the township develop workable regulations which offer protection to the neighbors, clarity of landlord responsibilities, and allows efficient use of the property by the owners.
- Review and develop a blight ordinance to protect property values with achievable enforcement provisions.

WATER QUALITY

GOAL:

Protect and improve the quality of the Township's ground and surface water resources.

STRATEGIES:

- Establish effective vegetative buffers and setbacks, based on scientific rigor, which minimizes the impact of runoff and erosion from waterfront developments, while respecting the rights of property owners to enjoy the land.
- Monitor and cooperate with regulatory agencies as they develop programs and standards to ensure properly functioning septic systems. Consider developing a septic system testing requirement upon sale of properties that contain housing.

HOUSING & COMMUNITY

GOAL:

Create a community attractive and accessible to all people.

STRATEGIES:

- Establish residential zoning districts that allow a mix of flexible housing options by right in locations appropriately served by infrastructure and services.
- In recognition of the increasingly aged community, seek to identify areas where age related service providers can locate operations.
- Permit the construction of accessory dwelling units (ADU's) in locations that housing is allowed.
- Reduce or eliminate minimum square footage requirements for residential development
- Encourage participation with Michigan State Housing Development Authority (MSHDA) programs along with other local efforts to rehabilitate substandard housing and to provide needed moderately priced housing in the Township.
- Provide amenities that contribute to the desirability of living in the Township by implementing the goals, objectives and actions of the 5-year Parks & Recreation Plan.
- Ensure that future improvements are ADA compliant and universally accessible.
- Review regulations for nonconforming residential structures to allow expansion without increasing the footprint of nonconformity while ensuring all applicable zoning standards are met.
- Develop and enforceable short term rental ordinance that reflects the reality of short-term rentals as a part of the community while regulating them so that they mitigate the impacts on surrounding properties and the township as a whole.

AGRICULTURE

GOAL:

Protect agricultural lands by supporting the continued operation of existing farms.

STRATEGIES:

- Work with farmers and agricultural organizations to identify prime land for agricultural and forest management practices.
- Encourage farmland protection by adopting ordinances that allow the transfer of development rights, purchase of development rights, conservation easements, Farmstead designations, and the clustering of non-agricultural development.
- Support the economic viability of existing farms by allowing agritourism commercial uses related to existing agricultural activity.
- Protect existing farms from nuisance issues by requiring adequate buffers be established for non-agricultural developments on adjacent properties, and encouraging the voluntarily implementation of the state's Generally Accepted Agricultural and Management Practices (GAAMPS).
- Review existing ordinances which place additional economic burdens on farms which may no longer meet current practices.
- Plan for the potential turnover of current working farms and the future uses those properties may be considering.

TRANSPORTATION

GOAL:

Manage a circulation network that is well maintained, efficient, and provides alternative modes of transportation.

STRATEGIES:

- Develop an access management plan that allows sufficient access to properties without diminishing the efficiency of the road network.
- Support the completion of the non-motorized trails within the Township that connect to destinations within the Township and to neighboring communities
- Work cooperatively with the Charlevoix County Road Commission to maintain all roads in a safe condition.
- Partner with Charlevoix County Transit to improve public transportation in the Township.
- Ensure safe and expedient emergency response is available throughout the Township, by implementing driveway dimensions and clearances standards.
- Develop, adopt and begin implementation of a Complete Streets policy to improve transportation equity while encouraging health through physical activity and active transportation.

FIVE-YEAR ACTION PLAN

Although the Master Plan provides a policy framework for the development of the community for the next ten to twenty years, the Township is limited in its capacity and resources to implement the goals and objectives all at once. 9 presents realistic actions the Township intends to perform over the next five years. The Five-Year Action Plan is not intended to be a limiting proposal. As opportunities are presented outside the actions listed below, the Township will be able to pursue those in their effort to implement the overall goals and strategies of the Master Plan.

GRANTS AND CAPITAL IMPROVEMENT PLAN

As stated earlier, the Master Plan and Recreation Plan can also be used as a guide for future public investment and service decisions, such as the local budget, grant applications and administration of utilities and services. Many communities find it beneficial to prioritize and budget for capital improvement projects, such as infrastructure improvements, park improvements, etc. A Capital Improvements Program (CIP) is one tool which is often used to establish a prioritized schedule for all anticipated capital improvement projects in the community. A CIP includes cost estimates and sources for financing for each project, therefore can serve as both a budgetary and policy document to aid in the implementation of a community's goals defined in the Master Plan.

TABLE 9: HAYES TOWNSHIP GOALS, STRATEGIES & ACTION PLAN SUMMARY

Goal	Action	Agency
Land Use & Preservation	Amend the zoning ordinance to provide for the establishment of residential developments using rural clustering standards within permitted densities.	Planning Commission
	Amend the zoning ordinance to ensure new development protects the natural and aesthetic character of environmentally sensitive areas through site planning techniques	Planning Commission
	Zoning regulations will support the retention, redevelopment, and establishment of business uses in existing commercial and industrial areas as designated by this plan	Planning Commission
	Require a buffer between Residential uses and other more intensive uses.	Planning Commission
	Review and develop blight ordinance with achievable enforcement provisions	Planning Commission
	Develop enforceable regulations for Short-Term Rentals that protect neighbors, clarify landlord responsibilities, and allow efficient property use by owners	Planning Commission
	Develop future land use concepts such as economic opportunity areas which facilitate redevelopment of previously mined or otherwise impacted properties.	Planning Commission
Water Quality	Collaborate with expert agencies to develop best practices regarding vegetative buffer strips, groundwater protection, and septic tank maintenance.	Planning Commission
	Review the community sewer/septic policy periodically, updating it to be sure it meets the continuing needs of the Township. Develop a septic system inspection policy at time of sale or transfer.	Planning Commission
	Develop a septic system testing requirement upon sale of properties that contain housing.	Planning Commission
Housing & Community	Amend the zoning ordinance to remove barriers to housing diversity by reducing minimum square footage and lot size requirements and allowing more housing types by right in specific districts.	Planning Commission
	Adopt a Payment In Lieu Of Taxes (PILOT) ordinance to facilitate more affordable housing opportunities.	Township Board
	Permit the construction of accessory dwelling units (ADU's) in location where housing is allowed.	Planning Commission
	Reduce or eliminate minimum square footage requirements for residential development	Planning Commission
	Encourage participation with Michigan State Housing Development Authority (MSHDA) programs along with other local efforts to rehabilitate substandard housing and to provide needed moderately priced housing in the township.	Planning Commission
	Provide amenities that contribute to the desirability of living in the Township by implementing the goals, objectives and actions of the 5-year Parks & Recreation Plan	Township Board
	Ensure that future improvements are ADA compliant and universally accessible	Township Board
	Review regulations for nonconforming residential structures to allow expansion without increasing the footprint of nonconformity while ensuring that all applicable zoning standards are met.	Planning Commission

TABLE 9: HAYES TOWNSHIP GOALS, STRATEGIES & ACTION PLAN SUMMARY (CON'T)

Goal	Action	Agency
Agriculture	Protect existing farms from nuisance issues by requiring adequate buffers be established for non-agricultural developments on adjacent properties, and encouraging voluntary implementation of the state's Generally Accepted Agricultural and Management Practices (GAAMPS).	Planning Commission
	Support the viability of existing farms by allowing agritourism commercial uses related to existing agricultural activity.	Planning Commission
	Non-prime farm and forest lands within areas of prime farm and forest soils should be considered as appropriate for new development provided that natural resources are protected to the greatest extent feasible. Adopt flexible open space zoning regulations to accommodate development in such non-prime areas.	Planning Commission
	Work with township farmers and farm groups to identify those farm areas (parcels at least 40 acres in aggregate exhibiting prime farmland or forestland soils) most likely to remain economically viable for renewable resources management and those areas most likely to convert to other use	Planning Commission
	Allow for and encourage farmland protection, such as transfer of development rights (when available), purchase of development rights, conservation easements, farmstead designations, and the clustering of non-farm development	Planning Commission TWP Board
	Review existing ordinances which place additional economic burdens on farms which may no longer meet current practices.	Planning Commission
	Plan for the potential turnover of working farms and the future uses those properties may be considering.	Planning Commission
Transportation	Incorporate driveway standards into the Zoning Ordinance to facilitate improved emergency access management	Planning Commission
	Collaborate with the Top of Michigan Trails Council to explore opportunities to expand non-motorized trails in the Township.	Planning Commission



A special thanks to photographer Carol Greenslade for her generous contribution of many images to this report.