

# **Garfield Township Planning Commission**

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Land Use Planning Assistance Was Provided By: The Eastern U.P. Regional Planning and Development Commission

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## **Acknowledgement:**

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## Table of Contents

Enabling Legislation .....	1
Introduction.....	2
Overview of the Township.....	3
Location – People – Economy: .....	3
Natural and Cultural Variables and Determinants .....	6
Resource Inventory: .....	6
Engadine .....	7
Naubinway .....	7
Hiawatha Sportsman’s Club .....	8
Outlying Areas .....	9
Land Use Goals and Objectives.....	11
Suggested Goals:.....	11
Land Use Plan .....	12
Land Use Category Descriptions: .....	13
Intensive Residential .....	13
Extensive Residential.....	13
Resort and Recreation .....	13
General Commercial .....	13
General Industrial.....	13
Agricultural District.....	13
Forestry/Recreation District.....	13
Great Lakes Shoreland.....	14
Hiawatha Sportsman’s Club/Lake Shore .....	14
Public Lands.....	14
Plan Benefits .....	15

## Map Index

- Map 1 – Land Cover
- Map 2 – Bedrock
- Map 3 – Land Ownership
- Map 4 – Transportation
- Map 5 – Wetlands
- Map 6 – Floodplains
- Map 7 – General Zoning

## **Enabling Legislation**

Michigan Zoning Enabling Act (ZEA), Public Act 110 of 2006

An Act to provide for township planning, for the creation, organization, powers and duties of a township planning commission; and for the regulation and subdivision of land.

The following is a citation of Section M.S.A. #5.2963 (102) Purpose of Planning, Section 2.

The purpose of plans prepared pursuant to this act shall be to promote public health, safety and general welfare; to encourage the use of resources in accordance with their character and adaptability; to avoid the over-crowding of land by buildings or 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. (C.L. 48 #125.322.)

## **Introduction**

Land use planning deals with the complex interrelation of two basic resources, the land resource and the human resource. The land is a fixed, irreplaceable, non-expandable resource; population is a changing and mobile resource. Today's society is faced with the challenge of accommodating more people and uses on a fixed amount of land.

Humanity's relationship to the land resource is one of both dependence and dominance. Humanity depends upon land and associated environmental systems for all of the necessities that sustain life. At the same time, human society has developed to a high degree the ability to dominate and utilize the land resource. Land use planning is an attempt to establish and maintain a balance between the use and preservation of the land resource in order that it may provide a satisfying life for the present generation and retain the ability to support future generations.

Life styles and social values rapidly and constantly change in our fast-paced culture. Individually and socially, we need a method not only to anticipate change; but also, to effectively meet the resultant demands of change. To that end, planning has achieved a measure of success in helping people to anticipate the future and provide for its needs. Efficient community planning represents a systematic desire to achieve a degree of order and harmony in the Township while still allowing the Township to grow and prosper without losing the very things that make the Township what it is.

The basic intent of the Land Use Plan is to identify the land resource's suitability for different land uses in the Township. A general land use plan will be developed based upon land resource capability-suitability, which eventually will provide a base for a zoning map. This plan is expected to allow township development based upon land use decisions that have been made through a process that incorporates the principles of intelligently planned growth.

NOTE: INFORMATION FOR ALL GRAPHS AND CHARTS WAS OBTAINED FROM THE US CENSUS BUREAU, USING THE 2010 CENSUS.

## **Overview of the Township**

### **Location – People – Economy:**

Garfield Township is located in the western part of Mackinac County along Lake Michigan. The township lies within the area described T43-44N, and R9-10W. This township has a common boundary with Newton and Portage Townships in the west, Luce County in the North, and Hudson Township in the east. The southern side of the township is Lake Michigan's shoreline. The Township has two well-established communities in Engadine and Naubinway and the smaller community of Gilchrist.

Historically, the township has been popular for its natural resources (i.e., commercial fishing, lumbering and agriculture). A huge volume of lumber, used to build Chicago in the 1800s, shipped from the eastern U.P. through this area.

In 1960, the total population of the township was 1,017, which slightly decreased to 1,013 in 1970. By 1990, the population had increased to 1156. The 2000 U.S. Census gave a figure of 1251. However, the estimated population for 2005 gave a figure of 1,155. This indicates a negative population growth for the Township.

Garfield Township Population				
	1990	2000	2005	2010
Garfield Township	1,156	1,251	1,155	1146

Age distribution analysis shows that the Township is clearly aging. The number of children in the area has decreased slightly while the number of people of retirement age and above has increased. However, the most troublesome statistics on the population chart shows the serious loss of people in their twenties and early thirties. The most serious decline in population is in the age groups from 20-34. However, it should be noted that while the population of this age group seriously declined, the age group of 80 to 84 increased. It becomes obvious that due to a lack of major industry, Garfield Township is currently tending to export youths and import retirees.

Garfield Township: Population Composition by Age			
Age	1990	2000	2010
00-04	66	61	51
05-09	70	62	68
10-14	79	75	69
15-19	75	75	62
20-24	50	36	23
25-29	59	47	41
30-34	82	54	47
35-39	61	80	61
40-44	71	100	71
45-49	81	84	75
50-54	75	76	89
55-59	62	102	92
60-64	89	106	93
65-69	71	82	86
70-74	68	89	86
75-79	54	62	51
80-84	25	40	53
85+	18	20	28
Total	1156	1251	1146

Economically speaking, agriculture, commercial fishing, and lumbering have been the mainstay of the Garfield Township economic base of the area since the first days of the township. However, over the last few decades, recreation and tourism played a more significant role in the local economy.

Out of the Township's total area of 137.2 square miles, about 25 square miles are under agriculture, which constitutes approximately 55% of the total Mackinac County agricultural land. Although farming as a whole has experienced some problems in recent years, this land is the most productive agricultural land in the county. Agriculture consists of primarily dairy farming, beef cattle raising, small grain cultivation and forage. In Naubinway, commercial fishing is still the biggest employer. Whitefish is the primary fish caught off the shores. In addition, there is still some logging in the area. However, in recent years, the number of people involved in logging has declined. Something that has helped the Township in recent decades is recreation and tourism. These are playing a much bigger part in the economic vibrancy of the township. The biggest aspect of this in the Township is the Hiawatha Sportsman's Club (HSC), which owns approximately 35,000 acres, with roughly 1200 members along with their spouses and family. Obviously, the HSC has a large impact on the Township as a whole.

As the following chart shows, the average household in Garfield Township is above the poverty line. However, there are considerably more people on the bottom of the chart than at the top.

Garfield Township: Household Income						
Household Income	Number of Households			Percent of Households		2010
	1989	1999	2010	1989	1999	
Less than \$10,000	99	66	40	21.1	11.7	6.7
\$10,000 to \$14,999	71	59	95	15.1	10.5	16.0
\$15,000 to \$24,999	122	76	71	26.0	13.5	12.0
\$25,000 to \$34,999	90	82	53	19.1	14.6	8.9
\$35,000 to \$49,999	41	121	117	8.7	21.5	19.7
\$50,000 to \$74,999	34	102	119	7.2	18.1	20.1
\$75,000 to \$99,000	9	36	61	1.9	6.4	10.3
\$100,000 to \$149,999	2	19	28	0.4	3.4	4.7
\$150,000 or more	2	2	9	0.4	0.4	1.5
Total Households	470	563	593	100	100	100
Median Household Income	19,535	34,712	40,620			

#### 2010 Demographic and Population Information:

This product uses the Census Bureau Data API but is not endorsed by the Census Bureau

County FIPS	097	Township FIPS	31620
Township Area (sq miles)	137.2	Total Persons	1146
Total Urban Persons	0	Total Rural Persons	0
Total Males	598	Total Females	548
Total White Persons	944	Total Black Persons	0
Total Native Americans	133	Total Asians	1
Total Mixed Persons	58	Total Non-Hispanic	1135
Total Hispanic	11		
Persons under 5 Years	21	Persons 5 – 17	274
Persons 18 – 24	27	Persons 25 – 44	175
Persons 45 – 64	374	Persons 65 – 84	350

#### Households

Married Family Households with Children Under 18:	115
Single-Parent Family Households with Children Under 18 (Male Householder)	13
Single-Parent Family Households with Children Under 18 (Female Householder)	40
Households with Someone 65 years or older living alone	365
Total Housing Units	1257
Total People (16 & older) Employed	720.
Median Household Income	35956
Per Capita Income	22791
Persons below poverty level	153
Families below poverty level	52

## **Natural and Cultural Variables and Determinants**

### **Resource Inventory:**

#### **1. Land Cover**

Map 1 contains seven types of information: Colors on the map correspond to Urban, Agriculture, Grassland, Forest, Water, Wetlands, and Barren land. On viewing this map, it becomes obvious that the majority of the township is covered by forests.

#### **2. Bedrock Geology**

Geology factors play a major role in land use analysis. The depth of bedrock from the land surfaces is very crucial for many of the land uses. Map 2 indicates that there are certain areas in this township where bedrock is within 10 feet from the surface. The bedrock is either Engadine dolomite or limestone. Both of which are valuable.

#### **3. Land Ownership**

Map 3 shows the various state of ownership of Garfield Township. Color codes indicate land owned by: The State, Private, Township Schools, the Township, and the County. Of the total 138-square mile area, 45 square miles are private, 40 square miles are public (state), and the remaining 53 square miles are under corporate ownership. Most of the corporate land belongs to the Hiawatha Sportsman's Club, which is located in the middle of the township around Millecoquins Lake. Most of the eastern end of the township and the southwest corner of the township is public property.

#### **4. Transportation:**

Map 4 indicates the various road structures in the Township. Listed are US-2 and M-117, the two main highways in the Township, along with the numerous other roads in the Township.

#### **5. Wetland Cover**

With more and more importance given to wetlands and legal issues involved with the development of wetlands for either commercial or private purposes, the location of wetlands in the Township is very important. Thus, Map 5 gives the location of the wetlands located within the Township.

#### **6. Flood Plain**

Another characteristic important to the use and development of land is the flood plain. Knowledge of the locations of various flood plains within the Township is important; whether it is for insurance purposes or knowing how prone a particular piece of land is to flooding. Therefore, Map 6 shows the flood plains within Garfield Township.

#### **7. Zoning**

Map 7 gives the current state of zoning within the Township.

## **Engadine**

During the late 1800's Engadine evolved into a village populated mainly with immigrants from Europe. Originally named Kennedy's Siding, its name was later changed to Engadine, after a valley in Switzerland. At first, logging was the main industry and this attracted many settlers. Shortly after, farming developed in the area just north of town and Engadine became the center of this farming community. During the mid-1900's tourism became more of a factor and turned into an industry, which is still growing.

Today, Engadine's infrastructure consists of two major roadways consisting of US-2, which runs one mile south of the town and M-117, which runs directly through the town center. Engadine also has natural gas, the railroad, cable tv and DSL Internet. Other resources, which are contained in the community or are adjacent to it, are Agricultural Land, Forests, and Dolomite. Retail services in Engadine include an auto parts store, a feed store, a hardware store, a lumberyard, a gas station, a grocery store, a bar, and a restaurant. Professional services include a bank, an insurance agent, a cabinetmaker, a garage, two wrecker services, carpenters, a health clinic, and a dentist. Engadine also has one active lumber mill.

Engadine is also the center of Garfield Township Government and hosts the majority of Township services, which include a fire department, an ambulance corps, a newly remodeled Town Hall, a beautiful park, and a museum. Engadine is also home to a State Highway Garage and a Mackinac County Road Commission Garage. Both are bases for snow removal and road maintenance. The town also has a post office, three denominations of churches, a VFW Post, an American Legion Post, and a Lions Club. Engadine is also home to Engadine Consolidated School System, which is a K-12 system serving not only Garfield Township, but also the surrounding townships of Newton, Hudson, and Hendricks. During the mid-1990s, the school had over \$2 Million in improvements implemented, which include a modern library that is open to the public. Voters passed additional millage in 2015 for school facility upgrades including reinstating the small engine and welding classes.

Although Engadine is a very modern community, nature is still in abundance and provides the town with a rural atmosphere that the residents cherish.

## **Naubinway**

Naubinway began life back in the early to mid-1800s as a fishing camp. Later, around 1854, the first permanent settlers arrived when William and Catherine Boucha opened a fur trading post. They did well trading with local Indians and other settlers soon followed. Towards the end of the century, Naubinway became a logging boomtown. With its deep-water harbor, it became a major shipping port for lumber. Mills lined the shore and the town had a population in excess of 3000. However, during the early 1900s, the logging bubble burst and Naubinway just about became a ghost town, with only a few commercial fishermen remaining.

After US-2 came through in the 1940s, Naubinway began to see more tourists and once again, people started moving into the area. During the years after the highway came

through, Naubinway experienced another smaller boom in construction. Namely, the business corridor along US-2 that is visible today came into existence.

Today, Naubinway has a relatively stable economy. There are still two active fish processing companies in town. Naubinway's marina, refurbished in 2004, dredged in 2013, is again a modern working marina. A snowmobile museum. Other businesses in town include a gas station/auto repair, a grocery store, three restaurants, a pastry shop, a bar, a motel, a hotel, a bank, two variety stores, and two real estate offices. Public services include two churches, a fire hall, a post office, a Michigan DNR Field Office, and a large pavilion with a meeting hall.

Naubinway's main attraction as a tourist destination is its natural resources. However, the fact that Naubinway is one of the few active commercial fishing villages left in the State draws many people to the town in search of locally caught, fresh fish.

### **Hiawatha Sportsman's Club**

"The Club", as it is known locally, has been a fixture in this area for as long as most of the residents of this area have been alive. With over 35,000 acres, it represents over 40% of the total land area in the Township. The HSC land contains approximately six miles of Lake Michigan Shoreline, most of the shoreline of Millecoquin's Lake, all of the lower Millecoquin's River, and numerous other lakes and streams.

With the exception of the residential areas, access to the interior of the Club is through locked gates. The residential areas where Club members may construct homes or cabins include: East Beach Road, Middle Beach Road, West Beach Road, West River Road, Middle River Road, East River Road, Riverview Road, and Millecoquin's Lake Road. Both seasonal and year round residences are located in these areas. While small cabins sites are historical to the Club, over the past 20 years the most common construction is of 1000 to 3000 sq ft homes capable of being year round residences. The HSC is the largest private sportsman's club in the eastern U.P and one of the largest in the State.

The Club was established during the 1920s when Dr. William McNamara embarked on a quest to fulfill a dream. That dream was the creation of a place where sportsmen could go and enjoy the outdoors while in a reasonably private setting. Dr. McNamara's dream would eventually lead to the founding of the Hiawatha Sportsman's Club.

That founding began in 1927 with the formation of the Lansing Hiawatha Development Company. At that time, the Hiawatha Sportsman's Club actually owned no land. However, Dr. McNamara himself and the LHDC were acquiring land, buying up small parcels through purchase or option. The larger parcels were bought on land contract. The Fiborn Land Company owned the largest parcel (29,000 acres), which makes up the majority of the present day HSC.

In 1930, the HSC bought its first 160 acres. The following year, it purchased an additional 1280 acres. And in the following years, additional purchases followed. Creation of buildings and facilities also began. Shortly after its first land purchase, construction began on a grand scale. With over 500 memberships already sold, the future of the HSC was already looking bright. Among other things, a clubhouse was planned and built. Construction of 25 rental cabins began with plans to eventually have 100. (They currently

have 42 rental cabins.) An airport was built. Creeks were dammed. A trout pond was built. A saw mill was built and operated. And, a store in Engadine was bought and moved to Millecoquin's Lake and used as a commissary. Also, a golf course and tennis courts were built and opened to use by members along with other recreational accommodations. By the end of the 1930s most of the recreational facilities we see today were in place and operational.

At its conception and founding, the idea was to have 5,000 memberships owned by 5,000 members. However, on April 17<sup>th</sup> of 1976, the Board of the HSC voted to close the membership at 1763 memberships owned by 1439 members. The 1,439 members decided that there were enough memberships and further enrollment of new members would be extremely limited. Today, memberships are given out only with the sale or transfer of property from current members. And then, only upon the approval of the membership committee of the HSC. At this time, there are currently 1721 memberships owned by 1170 members.

However, 40 years after the closing of its membership, the HSC is still alive and well. In 2002, "The Club" celebrated its 75<sup>th</sup> Anniversary with a grand celebration. This celebration made great note of the history of the HSC. However, it also made an even bigger note of the fact that the HSC is also looking forward to a long and prosperous future as it plans to continue to be one of the States largest and finest private sportsman's clubs.

### **Outlying Areas**

Although most of the population of Garfield Township is centered around the aforementioned areas, there is a lot more to the Township that is of interest. First, on the east side of the Township is the small community of Gilchrist, which sits astride both H-40 and the railroad. Years ago, this made Gilchrist a viable community. However, these days, only a few residents live there. Nevertheless, the few that do are proud of their little town. Even though they have no commercial businesses, they note the fact that they are still listed on most maps as an existing town.

Next, as mentioned earlier, the area north of Engadine is one of rich farmlands. Although recent years have proven hard on farming and made it increasingly tough on farmers to exist economically, many residents of Garfield Township still till the soil each year and put food on area tables.

Other sections of this document make mention of tourism becoming more important to the economical well being of the Township. To that end, it must be mentioned that Garfield Township is one of the best townships in the State for recreational activities. In the southwest corner of the Township is the Big Knob State Forest Campground. With campsites located directly on the shore of Lake Michigan, it is one of the most popular in the State. Also, visitors heading to Big Knob State Campground will pass over one of the few Karst areas in the State. In other words, they will be passing over an underground river, which has cut its way through the area's limestone.

In addition, Garfield Township also hosts numerous inland lakes and streams. The biggest of which is Millecoquin's Lake and the Millecoquin's River, which empties into Lake Michigan. Both the lake and river are rich with fish of many species. The river is also easily accessed via canoe.

In addition to the excellent fishing found in the Township, there are also excellent opportunities for the hunter. Along with an abundance of deer, the area also has an excellent population of native small game and many migratory birds such as ducks and geese.

Along with these natural features, there are also numerous man-made recreational features in the Township. Most notably, a State sanctioned snowmobile trail runs the entire width of the Township, giving snowmobilers access to Township businesses and Township businesses access to snowmobilers. Also, there is a State maintained cross-country ski trail. Then, there is the roadside park on US-2 just east of Naubinway. Located directly on Lake Michigan, this modern park gives access to a beautiful sand beach and makes for an excellent picnicking spot.

Overall, while many larger, more populated areas are concerned about keeping “green corridors” in their areas, most of the land in Garfield Township is still green and can be enjoyed by lovers of the outdoors.

## **Land Use Goals and Objectives**

Historical and physical knowledge of the area forms the basis for a logical starting point upon which objective and goals can be developed.

The first chapter of this report provides necessary historical background information concerning people, location and dimension of the area, early history of inhabitants and their way of life, population summary and economic overview of the township. Chapter II provides natural and cultural variables and determinants, which are critical in establishing area goals and objectives. To be realistic, township goals should match or clearly reflect township potentials. The physical information mentioned above should assist township leaders and citizens since it portrays a clear picture of the present situation, as well as its potential.

The following is a brief summary of the conclusions that were drawn from the previous chapters and should be considered during the formulation of township development goals and objectives.

1. Although year-round population decreased slightly in the past five years, it has been on the up-swing since 1970, and is expected to remain relatively stable for the rest of the present decade and may start to increase.
2. New development is expected at a moderate pace.
3. The present circumstances reveal that agriculture, commercial fishing, and the forest products industry will remain a major economic factor. The Tourist Industry is stable in the Township with more development possible. The introduction of light industry into the area must be considered as a possibility in the near future.
4. With statistics indicating an increasingly older population in the Township, the needs of an older, retired, population must be taken into consideration.
5. Transportation within the Township is adequate at this time, particularly US-2 and M-117.
6. The Villages of Naubinway and Engadine have an advantage in both location and resources for recreational-oriented development.
7. Due to the fact the much of the area in the Villages of Naubinway and Engadine was built upon prior to the implementation and enforcement of Zoning, there is a considerable mixing of actual uses in these areas. Therefore, future planning must make note of this and allow development to grow as appropriate for these areas.

### **Suggested Goals:**

1. Improve the economic base of the township by developing recreational activities and other industrial activities that are appropriate for the Township as a whole.
2. Protect rural life style in the township.
3. Agricultural land should be preserved.
4. Natural features of the township should be protected through proper land use (waterfront, forest land, and recreational areas).
5. The land use density should reflect the capability of the physical environment to accommodate septic tanks and other leaching devices. Zoning regulations should be related to the township land use plan.

## **Land Use Plan**

Although the determination of capability and suitability is a major factor in determining the location of the township's future growth, they do not constitute a land use plan. A plan should join physical and cultural data with township goals and objectives in order to guide development in a rational manner.

The purpose of this land use plan is to offer a hypothesis about the way that Garfield Township could develop, and give the limitations that have been set forth. This plan should be used as a guide for decisions on how best township goals may be met. Also, it must be noted that not all potential possibilities of development can be foreseen. And, to that end, the Township must be flexible in dealing with these unforeseen issues by allowing the Township to develop by using intelligently planned growth.

This land use plan was developed assuming that there would be no public investment to provide public water and sewer facilities at least in the near future. Land use categories are:

1. Intensive Residential
2. Extensive Residential
3. Resort and Recreation
4. General Commercial
5. General Industrial
6. Agricultural
7. Forestry/Recreation
8. Great Lakes Shoreland
9. Hiawatha Sportsman's Club/Lake Shore
10. Public Lands

## **Land Use Category Descriptions:**

### **Intensive Residential**

Intent: To establish and maintain a moderately dense residential environment in accessible and developed areas that are able to support private septic and water systems.

### **Extensive Residential**

Intent: To establish and maintain a residential environment in accessible rural areas at low densities. This District is designed to accommodate residential opportunities for those who are willing to assume the costs of providing an individual potable water supply and a septic system for the treatment of wastewater on the same lot.

### **Resort and Recreation**

Intent: To establish and maintain areas for recreational and/or seasonal uses. This District is designed for areas with frontage on inland lakes and rivers, which because of their natural characteristics, accessibility, and high cost of providing public services, are suited for less intensive development and are intended for resort, recreation, or seasonal use only. Essential government services may not be provided on year-round basis or may not be provided at all.

### **General Commercial**

Intent: To establish a District between residential and retail, and service establishments, that are compatible with a small town setting serving residents and tourists. This District is designed for small, unincorporated town areas where a mix of residential and retail is in accord with established patterns of land use and the needs of nearby residents.

### **General Industrial**

Intent: This District is designed for manufacturing, assembling, and fabricating businesses and commercial activities that cause a minimum of adverse effect beyond the boundaries of the site upon which they are located.

### **Agricultural District**

Intent: To insure that land areas, which are uniquely suited for agricultural production, are retained for that use, unimpeded by the establishment of incompatible uses of land, which would hinder agricultural practices and irretrievably deplete essential agricultural lands and productivity. This District is intended to preserve, enhance, and establish and stabilize existing areas that are primarily used for agricultural purposes.

### **Forestry/Recreation District**

Intent: Forestry and outdoor recreation are significant economic factors in the Township and forest lands, as a tangible resource, offer significant opportunity for increasing interest in outdoor recreational pursuits. This District is intended to preserve and enhance the natural and recreational communities of the Township, and to permit uses, buildings and structures that are compatible with the natural amenities of the district.

### **Great Lakes Shoreland**

Intent: This District is intended to protect the fragile ecosystem in the coastal area, while at the same time permitting residential and recreational development and limiting other uses that are compatible with the area. Development in the Great Lakes Shoreland District must be accomplished in a manner that preserves the qualities found within the Lake Michigan coastline as well as protecting any endangered species.

### **Hiawatha Sportsman's Club/Lake Shore**

Intent: The intent of this District is to accommodate the existing Lots of Record and to maintain residential development, recreational and seasonal uses in the existing Hiawatha Sportsman's Club Platted Subdivisions. The existing area has been intensely developed and it is intended to continue to be utilized as a residential area.

### **Public Lands**

Intent: The intent of this District is to provide a separate and special classification for those lands owned by Garfield Township and by the Engadine School System. This District recognizes that uses by the Township and by the School are not easily integrated into any other District. Therefore, this District has been established.

## **Plan Benefits**

This land use plan is a general guide for development. Therefore, each land use district has a brief explanation and does not contain specific information. The detailed and more specific information (e.g., lot sizes-conforming and non-conforming uses, etc.) will be included in the Garfield Township Zoning Ordinance.

If properly implemented through the reasonable application of the Township Zoning Ordinances, this land use plan should yield the following benefits:

- 1) This plan will result in orderly residential, commercial and industrial development in the Township.
- 2) It will help to protect the environment.
- 3) This plan will help to maintain the rural life style in the Township.
- 4) It will help to develop the economic base of the Township by recognizing its resource potential.
- 5) The Garfield Township Master plan is appropriate to accommodate the development for the next 5-10 years without degrading the area's natural resources.