

Agenda

Parchment Planning Commission (Virtual)

April 28, 2021 – 6:00 pm

Kent DeBoer, Chairperson
Sandy Bliesener

Cheryl Lyon-Jenness
Sara Dean

John Tecca

Nancy Stoddard, City Manager

Rebecca Harvey, Zoning Administrator

1. **Call to Order**
2. **Roll Call** (State location of Commissioner during meeting)
3. **Approval of Minutes**
 - a. Minutes from March 24, 2021
4. **Citizen Comments** – When called upon by the Chairperson, state your name, address, and you will be allowed up to 3 minutes for your comments. Reminder: You will be making a statement, without discussion from the Planning Commission.
5. **Old Business**
6. **New Business**
 - A. Conditional Rezoning Application, Timothy Barker - approve
 - B. Parks and Recreation Plan - discussion
8. **Commissioner Comments**
9. **Next Meeting – May 26, 2021 at 6pm**
10. **Adjournment**

Planning Commission Meeting Minutes
March 24, 2021 – Virtual Meeting

1. Call to Order at 6pm

2. Roll Call – All Present – Lyon-Jenness at 650 S Riverview Drive, Bliesener at 260 Parchmount, Dean at 238 Glendale, Tecca at 324 Parchmount, and DeBoer at 6927 Springbrook.

3. Approval of Minutes – February 24, 2021

- Addition to minutes: The vision and mission statements will be added in their entirety to the minutes.
- Motion by Bliesener to accept the minutes with the addition, second by Dean.

4. Citizen Comments – None

5. Old Business

A. Final Draft #4 Review of the Planned Unit Development (PUD)

- Lyon-Jenness - 11A.2 Applicability/Scope, pages 1- 2 asked ZA Harvey if the wording should include 'property owned by the City' and the acreage amount, after it is confirmed with the Assessor.
- Bliesener asked about Section 12.2 Building regulations, page 18 – Should d. be mobile homes or should it be changed to manufactured homes? Are no mobile home parks allowed?
- ZA Harvey stated that mobile homes may be allowed as a dwelling within the City. This definition was made so it would not happen within the PUD. Essentially (Subsection C) would not allow a single wide. Subsection d. speaks to a double wide, subject to the rest of the standards. She asked if the PC would not want to use the term mobile home at all in the document.
- Bliesener stated that they should eliminate the mobile home language and use manufactured home that is brought in on a trailer.
- Tecca asked if the mobile home is a subsection of manufactured home.
- ZA Harvey does not know if there is a separate set of rules for mobile homes at the state level.
- Bliesener asked if this is the common language that is used in other communities to manage this.
- ZA Harvey stated that yes, this is common language.
- DeBoer said that they wanted to establish a criteria that establishes standards for a dwelling.
- ZA Harvey said that established standards are for health, safety, and welfare of residents. They may not say that a mobile home is an unacceptable dwelling. The reference to mobile homes does cause concern.
- Bliesener stated that ZA Harvey has done as well as she could do to describe what is allowed. No more discussion is needed, the wording is fine.

- DeBoer said that mobile homes are constructed according to State Building Codes. Mobile homes usually are not frost footed.
 - Bliesener said they must be attached to piers per the MI State Building Codes.
 - ZA Harvey will pursue it further. She will look at the mobile home codes to see if modular or manufactured homes would be acceptable.
 - DeBoer – Let’s make it the way we want it. He would like ZA Harvey to wordsmith after researching.
 - ZA Harvey – The standards that are being set now do not allow a single wide. Modulares cannot be prevented. She understands the sensitivity with the words.
 - DeBoer stated that the PC is not accepting of the idea of mobile homes. The PC will move the revisions and acceptance of Final Draft #4 to the next scheduled meeting. This will give time for the ZA Harvey to wordsmith the document. A Public Hearing will also be held that evening for the PUD.
- B. Variance Request from Timothy Barker for 116 S. Riverview Drive.
- ZA Harvey stated that the text amendment for Conditional Rezoning is being decided upon this evening. If the City adopts it at the April 19 City Commission meeting, then Mr. Barker would be able to think through the conditions that he will offer at his rezoning request. Once we know the date, the PC will need to have it in writing from Mr. Barker before the April 28 meeting. Mr. Barker may use this time to put together the conditions being offered.
 - DeBoer asked if ZA Harvey was able to work with Mr. Barker.
 - ZA Harvey stated absolutely – She will be more than happy to work with him.
 - Mr. Barker stated that the ZA’s assistance would be a huge help for him.
 - Discussion tabled for the next meeting.
- C. Resolution to adopt the 2021 Master Plan
- DeBoer asked if there were any other comments
 - Lyon-Jenness asked if ‘updating’ could be changed to ‘development’
 - Motion made by Bliesener to give final approval from the Planning Commission for the 2021 Master Plan. Second by Lyon-Jenness. Roll call: All ayes.

6. Public Hearing

- A. Proposed Amendment of Article 20 to add Conditional Rezoning
- DeBoer opened the Public Hearing
 - ZA Harvey reminded the PC that they have seen this document before and that the City Attorney has spoken with the ZA and the draft is in the proper form for the Public Hearing. Conditional Rezoning is new to the PC and if anyone has questions, she is happy to explain.
 - DeBoer asked if there had been any correspondence of comments about the amendment for Conditional Rezoning. The City Manager said that there was neither comments for or against it.

- Bliesener asked about the previous month when the person on the ZOOM meeting was unable to be heard. The City Manager stated that she spoke with the Mr. Rossio. He wanted to thank the PC for considering his concerns.
- Lyon-Jenness said that she was in support of the Conditional Rezoning for this property. She sees the positive trajectory of the project.
- DeBoer stated that Conditional Rezoning does protect what is being put there.
- DeBoer asked for any other comments – none, Public Hearing closed at 6:33pm.

7. New Business

A. Amending the Ordinance to allow for Conditional Rezoning.

- DeBoer asked about the next step for recommending Conditional Rezoning.
- ZA Harvey confirmed that the PC will be making a motion to recommend that the City Commission approve it, even though the PC developed it. The PC may move to recommend approval as is or approve with revisions and send to the City Commission.
- DeBoer asked for additional comments and concerns.
- Lyon-Jenness asked about the therefor on the 4th line on the first page of the amendment; should it say thereof instead?
- ZA Harvey stated that it was prepared by the City Attorney Soltis.
- Lyon-Jenness asked about page 2, #4 Rezoning Conditions – Is it that we are using a drive thru in a zone that does not allow it?
- ZA Harvey stated that the Conditional Rezoning would allow for it.
- Lyon-Jenness said that using Conditional Rezoning for an amount of time but then it reverts back to what the zoning was before.
- ZA Harvey said that the use that is wanted makes sense for the property. The applicant is willing to commit to these things, then the PC may decide to agree and give their approval.
- DeBoer asked for any other questions or comments.
- Dean motioned to recommend the amendment of the Zoning Ordinance to include Conditional Rezoning to the City Commission. Second by Lyon-Jenness. All ayes in a roll call vote.

8. Commissioner Comments

- Bliesener said that as she was walking on Wilson, she saw that that on the Terrill property that the shed was almost completely down.
- DeBoer thanked Lyon-Jenness for arranging the Administration Building tour. He also thanks the PC for being more proactive about the building. He extended his compliments to the City for the content of the newsletter. There is value in something that has City news in it. He thanked his colleagues, the City Manager, and ZA Harvey for all their work on the Master Plan, Conditional Rezoning, and the Planned Unit Development.

- Tecca asked about the traffic signal repositioning and the speed on Parchmount. Asked if line painting had been thought about.
- Bliesener stated that her new neighbor was interested in serving on a board. She said providing tours of the Paper Trail would help the community get excited about it. In Vicksburg, they used quilt trail pics to show the progression of the trail project. We will have to see what we can do to promote the trail.
- Dean said that social media savvy persons could make that promotion awesome.

9. Next Meeting – April 28, 2021 at 6pm

10. Adjournment – Motion by Bliesener, second by Dean. All ayes. Meeting ended at 6:54pm.



tbarker@biggby.com

Application for Variance from Ordinance No. 155 (Zoning Ordinance)

NAME: Timothy Barker

ADDRESS: 2030 Lake Michigan Dr NW Grand Rapids, MI 49504

PHONE: 616-648-8128

1. Street address, legal description (plat & lot or metes & bounds) and tax id number of property

06-03-290-041

2. Are there any restrictions which encumber the property (deed or plat restrictions, easements, contracts, etc.)?

No

3. Applicants interest in the property (titleholder, land contract holder etc.) If owner is other than the applicant please give owners name, address, and phone number.

Eric And Marcie Ramsay
7464 N Riverview
Kalamazoo MI 49004

RECEIVED

NOV 24 2020

PAID

4. **If not the titleholder, does the titleholder approve the application?
Title holder's signature must be on form.**

Yes

5. **Present zoning classification**

C-1

6. **A.) Present use of Property**

Office Space

- B.) Proposed use of Property if different from Present Use**

Converting it to a Biggby Coffee with a drive thru.

7. **Nature of the Variance Requested**

- a. **Section number(s) of Zoning Ordinance for which variance is being requested:**

We are requesting that C-1 Be amended to allow drive thru restaurants in this zoning

- b. **Description of variance being requested. Please be specific.**

We are requesting that C-1 Be amended to allow drive thru restaurants in this zoning

- c. **Attach a detailed lot diagram which shows size, location, and present and/or proposed improvements. Include**

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**dimensions for lot and all buildings, setbacks, etc. Minimum
8 ½" x 11"**

- 8. Describe why you feel you cannot comply with the Ordinance as currently written. Be as specific as possible.**

We are requesting to have an amendment made to the current C-1 Zoning to allow a Drive thru Restaurant to operate in the C1 Classification.

We are also requesting for the property to be rezoned to C2 so that we can have a restaurant with a drive thru on the property.

We are requesting in this way as an either/or proposition, based on feedback from Rebecca Harvey as the 2 ways to move forward on our project.

- 9. Applicant must demonstrate practical difficulties or undue hardship that you feel justify the granting of the variance. Please review the instruction sheet for an explanation of practical difficulties or undue hardship. An inconvenience is not considered a practical difficulty.**

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I hereby grant the Zoning Board of Appeals permission to conduct a site visit to the above-described property. I or my representative appear at the Zoning Board of Appeals meeting to answer any questions the Board might have.

Signature:  Date: 11/23/2020

Permission of Title Holder (if different than applicant)

I _____ as titleholder of the property named above do hereby approve of this application for a variance. I hereby grant permission for a site visit to the property.

Signature: _____ Date: _____

RECEIVED

NOV 24 2020

PAID

To Whom It May Concern:

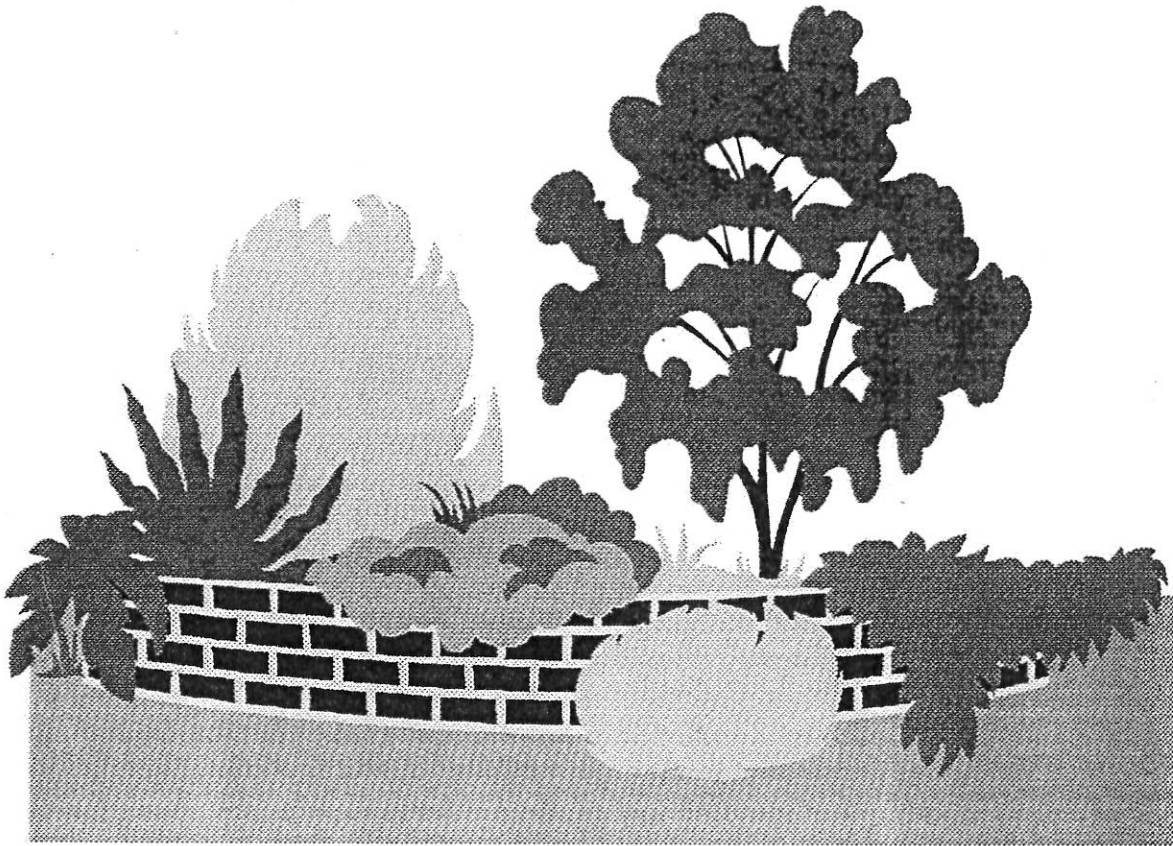
I am writing to address the conditional rezoning of the property at 116 South Riverview in Parchment, Michigan.

I would like to submit the following items as conditions for your approval of this site:

Restriction on the site to only allow a drive thru coffee shop
Restriction on the site from being allowed to be open 24 hours per day

I really appreciate all of the time and thought that has been put into this change and we are really excited to welcome Parchment into the Biggby Nation should you approve our request!

Sincerely,
Timothy Barker



City of Parchment

Recreation Master Plan

1997-2002

PREFACE

The City of Parchment developed the Recreation Plan with major assistance from the Downtown Development Authority (DDA) Board. Residents of Parchment also provided input on the plan. This plan builds upon the past plan that was prepared by Wade-Trim/Associates. As outlined below, plan development followed a logical progression of steps. Key actors who participated in the process are also identified.

Planning Process

Community Description

The community description developed by Wade-Trim/Associates for the previous plan was the beginning point for this plan. The existing plan data was reviewed and updated as necessary. The City of Parchment is a small stable community and has undergone few changes in the last five years.

Information was contributed by Kalamazoo County Planning Commission, the U.S. Geologic Survey, the U.S. Department of Agriculture, and the Soil Conservation Service, among others.

Recreation Inventory

The Wade-Trim/Associates recreation inventory was verified and updated as necessary. Current Michigan Department of Natural Resources, Parks Division data was also reviewed.

Needs Assessment

Once existing site and facility data was collected, it was organized and compared against State Department of Natural Resources planning standards.

Action Programs

Action programming is the process whereby recreation deficiencies are prioritized for corrective action. Priorities were based upon several factors, including funding sources, goals and objectives, the projected demand for future recreation services, and community attitude.

Based upon these factors, a course of action for capital development and phasing was prepared by DDA Board. City staff, the City Commission and the general public at the City Commission meeting of February 16, 1998 reviewed this 5-year Capital Improvement Schedule. Long-range plan recommendations were also made as part of this process element.

Administrative Structure

A description of how parks and recreation functions should be carried out is included in the plan.

Plan Review and Adoption

A draft of the plan was submitted to the City and presented to the public as part of a public hearing for citizen review and comment on February 16, 1998. Once the review was completed, public comment was incorporated into the plan and the City Commission considered the plan for adoption.

Existing Land Use

The City of Parchment presently embraces a total land area of 638 acres, which is almost entirely developed.

The area east of Riverview Drive contains the majority of the City's residential land uses; approximately 226 acres are developed as single-family, two-family, and multiple-family residential land uses.

Commercial development occurs principally along the major north-south route through the City, Commerce Lane, and Riverview Drive. This use encompasses roughly 43 acres.

There are three primary users of the industrial land. They are Crown Vantage Paper Company, Fort Howard Epic Plant and Hercules Chemical Company. All land used for industrial purposes in the City totals approximately 125 acres.

The City is fortunate to have a 40-acre park (Kindleberger Park) which is a significant recreational resource. Several schools, which are part of the Parchment school system, are also located within City limits. The remainder of the land in the public and semi-public land use category consists of a linear park along the Kalamazoo River, a library, the Department of Public Works, City Hall, and Devon Park, a small park along Riverview Drive. Together, public and semi-public land uses represent approximately 168 acres. The remainder of land within the City is vacant or public right-of-way, which comes to about 43 acres.

Map 2 show the existing land uses in the City.

Environmental Features

The environmental features applicable to recreation planning in the City of Parchment are climate, topography, hydrology, and soil conditions.

Soils

Map 4 shows soil types found in the City. Much of the western half of Parchment is so obscured by urban development that identification is not possible. Kalamazoo complex soils also make up a significant portion of soils; these are divided into two categories: those with a slope under six percent, and a slope of 6-12 percent. These soils generally present few building constraints except where the slope is significant and becomes a consideration. The Urban Land-Oshtemo complex presents the other significant soil type found in Parchment. Permeability is moderately rapid in these soils and surface runoff is rapid. The steepness of the slope (12 to 25 percent) and the instability of the soil when excavated are the major limitations. Significant amounts of each of the soils discussed above are found in Kindleberger Park.

Socioeconomic Conditions

The purpose of this examination is to identify the characteristics of the population and housing in order to anticipate what opportunities may exist for future recreation and development activities. For example, a population comprised of members in the family formation group would indicate a need for multiple-family dwellings, active recreation areas, primary educational facilities, and ample employment opportunities. The first of the socioeconomic features to be analyzed is the City of Parchment's population characteristics.

Population Growth

Since the 1990 Census it is estimated that the City of Parchment has had a decrease on 27 persons or 1.4%. For the same period, Kalamazoo County has seen an increase of 5,597 persons or 2.5%. Historically, the City of Parchment has not shown growth, recording a decrease of 69 persons (3.40%) from 1970 to 1990.

This is due, in part, to the fact that there is very little vacant land within the City's boundaries. The existing homes are occupied for the most part by families who have lived in Parchment all their lives. Therefore, in order for new and younger families to move in the community, an existing residence must

Between the years 1980 and 1990 the under 18 population segment decreased over the time period. This segment decreased by 2.99%. The 18-64 age group remains the largest population segment; this segment also experienced a substantial increase over the 10-year period. Of the 18-64 age group, which comprised 1,217 people, 868 were between 18 and 45 years of age (1990 census age breakdown). The over 65 age segment also showed an increase. It can be inferred from this database that the population growth that occurred during the previous decade was composed primarily of established families with children, and senior adults. Population projections for the County also predict the fastest growing age group will be for those 30 to 44 years of age (the "baby boomers"). The second fastest growing age group will be those 65-74.

Thus, recreation programming should be directed toward those segments, which comprise a wide variety of needs. Male-female ratios were also compared. The female population continued to grow at a faster rate in the City than the male population. In 1980 females made up 52.89% of the population; in 1990, this figure had grown to 54.24%. This difference is not considered large enough to be significant. In similar fashion, the male population increased by 40 persons or 4.67% over the same period of time. It is interesting to note, however, that 72% of the population gain over the last decade was a result of female population gain. Only 28% were attributable to males.

Minority Distribution

The majority of the City's population remained white, comprising 1,820 persons or 92.96% of the population. The minority population and other segments grew from 67 persons or 3.69% of the population to 138 persons or 7.04%. While the 141 person increase at first appears modest, it reflects a 105.97% overall gain in the minority population in the City from 1980 to 1990.

When compared to the County the minority population in the City has grown at a faster rate than the County (7.76% Parchment, 5.19% Kalamazoo County). This difference is, in itself, not significant and likely is distorted due to the small numbers for the City. Compared to the County, the minority population makes up a smaller percentage (7.04%) than in the County as a whole (11.63%).

Unit Value

Parchment has slightly less housing valued at less than \$50,000 (31.32%); than Kalamazoo County (31.32% vs. 33.63%). In the \$50,000 to \$100,000 valuation category, the City's share of the total is 63.67%, considerably more than the 49.74% in Kalamazoo County. However, in the categories over \$100,000 Parchment falls behind the County increasingly as the valuations go up. This is somewhat a result of the fact that the City is largely built up and there is no place to build large lot, more expensive housing. Nonetheless, the median value of housing in the City of Parchment is comparable with that of the County (\$59,200 Parchment, \$62,800 Kalamazoo County).

Existing Recreation Inventory

City Facilities

The recreation facilities found in the City are presented in Table 1 and illustrated on Map 5. They include public, school, and private recreational sites.

Kindleberger Park, a 40-acre site, is the City's major recreational resource. The facility has three picnic shelters, ballfields, tennis courts, basketball/volleyball courts, a sled hill, restrooms, open space, and a botanical garden. Several area-wide events also take place in the park including the Art Fair, and the Kalamazoo Symphony Concerts which are part of the summer festival.

Devon Park is another City Park. The .5 acre site is the setting for an annual display of Christmas lights. The site is too small to be used as a recreational facility.

A linear park, on a half-acre strip of City-owned property along the Kalamazoo River was developed with a grant from the Michigan Department of Natural Resources. Included is an asphalt path, two river overlooks, a gazebo viewing deck, decorative benches, and lighting. In the future, plans call for extending the park south, under the bridge, and connecting it with the Kalamazoo River Linear Park. The park will help create an awareness of the river as a natural resource within the community.

TABLE 1
CITY OF PARCHMENT
COMMUNITY FACILITIES INVENTORY

RECREATION NAME	SITE LOCATION	RESPONSIBLE AGENCY	ACRES	FACILITY
6. Parchment High School Contains gymnasium; also 5 acres woods, lighted football field with bleachers, track around field, soccer, football field, practice football field, soccer practice field	G Avenue	Parchment School System	41.5	Ballfield Outdoor Basketball Bicycle Trails Golf Course Indoor Ice Rink Indoor Ice Rink Outdoor Ice Rink Playground (minimum 3 pieces of equipment) Soccer Field Outdoor Tennis Outdoor Swimming Sledding Hill Nature Trail Nature Trail Hiking Trail Cross Country Skiing Recreation Building/Community
7. Parchment Middle School Contains gymnasium.	Riverview Drive	Parchment School System	9	
8. Central Elementary School Contains small gymnasium, 6 acres woods 3 acres playground	G Avenue	Parchment School System	12	
9. Millpark Townhomes	Haymac Drive	Private		
10. Williamsburg Condominiums	Haymac Drive	Private		

Little League Ball
American Youth Soccer Organization
Rocket Football
Men's and Women's Softball Leagues
Industrial Softball Leagues

Planning Guidelines

Planning Parameters

Many guidelines have been developed to determine the types of recreation facilities that are needed by a specific population, as well as to specify facilities' locations and land area needed for recreation purposes.

Typically, in planning a system of interrelated areas and facilities, each type of geographic area - neighborhood, community, regional, or state must be considered. Further, opportunities that encompass both active and passive types of recreation should be provided.

Recreation areas and facilities discussed within the context of this study are principally limited to neighborhood and community projects sponsored by the City of Parchment and/or the local school district. Regional and state facilities, which are provided and financed on a county-wide or state basis, are beyond the scope of this report, except that they have selectively been inventoried to indicate the general types of large-scale facilities which are available and accessible to the City of Parchment's residents. Certain other recreational facilities such as bowling alleys are generally provided on a commercial basis, in response to private market forces. Therefore, these facilities and others like them are excluded from this study, since the City and/or local school district would not have control over their operation.

The planning period must also be defined. The planning of recreation areas must be accomplished

Planning Standards

The National Recreation and Parks Association suggests that a park system, at a minimum, be composed of a total of 6.25 to 10.5 acres of developed open space per 1,000 population.¹ This acreage is composed of neighborhood and community recreation acreage. A discussion of each of these follows. Specific site standards are presented in Table 2.

Neighborhood Requirements

In theory, neighborhood recreation facilities are created primarily for the use of residents in a particular neighborhood. It is felt that those residents that do not drive or have access to automobiles, such as children and the elderly, should have, within walking distance, areas in which certain recreational needs can be satisfied. Neighborhood recreation facilities ideally include items such as ball diamonds, basketball courts, swings, slides, and other play apparatus and passive facilities for picnicking and relaxing. This equipment is typically distributed among a system of mini-parks, neighborhood playgrounds, and neighborhood parks.

A mini-park is a use that has specialized facilities that serve a concentrated, or limited, population or specific groups such as tots or senior citizens. As an independent unit, it is most frequently utilized in densely populated urban areas. More often, it is incorporated as a feature of a larger recreation site. A mini-park is not considered as an essential unit in most neighborhoods where backyards are suitable for the play of young children. As indicated in the Housing Characteristics section of this report, single-family homes are the prevalent unit type in the City; thus, this is the case for the City of Parchment. Mini-parks are frequently contiguous to multiple-family units. Examples can be found at Millpark Townhomes and Williamsburg Condominiums.

Neighborhood playgrounds represent areas designed for intense recreational activities, such as field games, court games, crafts, playground apparatus area, skating, picnicking, spray pool, etc. The neighborhood playground may also include a recreation clubhouse or shelter if it is large scale. A

¹National Recreation and Parks Association, Recreation, Park, and Open Space Standards and Guidelines, 1983.

neighborhood playground is commonly developed as a school-park facility.

A neighborhood park serves as an outdoor setting and rest area for the people of the neighborhood. It gives the impression of being rural in its character. It emphasizes natural features, with ample turf areas framed by trees, shrubs, and floral gardens. It is essential in densely populated areas, but is not mandatory where there is sufficient acreage attached to individual homesites. It may be incorporated in a park-school site or neighborhood playground.

Community Requirements

Community-wide demand for recreational opportunities is usually satisfied by the creation of a community park(s).

A community park is an area designed primarily to provide facilities for a variety of types of organized recreation activities, but it should have the characteristics of a landscaped park. It should be designed to serve all age groups. Because there is no school building at this area, some type of sheltered facility is needed. In many instances, a community park is established along with a community center building.

Facility Requirements

Data in Table 3 indicate the standards for major types of recreational facilities that are identified under the site characteristics of Table 2. These standards will be used in companion with the site standards to determine City recreation deficiencies.

through the 40-acre Kindleberger Park. The 40-acre park is located entirely within City limits and serves a wide-ranging population that extends beyond community boundaries.

The primary purpose of community park development is to provide those field and court facilities which cannot be provided at the playground level and to furnish natural areas for passive recreation use. The park provides adequate space to meet such needs.

Community Facility Deficiencies

Data in Table 4 compare the community recreation facility requirements with the availability of such facilities within the City of Parchment. In this manner, deficiencies can be identified.

Based upon this data, the City provides adequate recreation facilities. However, these standards are minimal and do not reflect the fact that many residents from outside of the City use facilities at Kindleberger Park.

The fact that the City of Parchment is part of the Kalamazoo metropolitan area creates the potential for much greater park use by those from outside of the City than population figures for the City itself would indicate. This point is illustrated by attendance at the Kindleberger Summer Festival, an annual four-day event that draws between 5,000 - 10,000 persons. The park serves as a setting for an arts and crafts show, food booths, a children's play, and the Kalamazoo Symphony, among other things.

The park is also used by men's, women's, and industrial softball leagues, whose participants often live outside of Parchment. This fact merits consideration of providing additional recreational facilities beyond what the deficiencies table may show. The deficiencies also do not show that many of the facilities that currently exist at Kindleberger Park need updating, repair, and restoration. This is due to age of the facilities and heavy use. While the park has been beautifully maintained over the years, time has brought on the need for infrastructure and other repairs.

Action Programs

Action programming is the process whereby recreational deficiencies are prioritized for corrective action. In addition to the comparison to the recreation standards, these priorities are based upon a set of factors that provide the rationale for selecting some projects over others. Factors considered for this recreation planning program are: 1) the expected demands for future recreational activities; 2) goals and objectives of local governmental officials; and 3) funding sources. Each of these will be examined in turn.

Future Recreational Demands

Planners of recreational opportunities must be cognizant of those activities which generate the greatest number of participants and which activities will show the greatest growth in participation in the future years.

While recreation standards may indicate deficiencies, it is those involved in providing recreation on the local level who are in the best position to assess what the demands for particular recreational activities will be.

The Parchment DDA Board, as representatives of the community, set forth a list of recreational facilities that they felt were needed in the City, focusing on Kindleberger Park. Their ideas were incorporated into this report and the park master plan.

Goals and Objectives

Before a community designs a recreation-planning program, it must first establish a goal and objectives that define its needs and aspirations.

A goal is the ultimate purpose of an effort stated in a way that is general in nature and, therefore, unmeasurable. Objectives, however, describe the methods by which the goal's statement is achieved.

facilities. Written agreements of cooperation should be entered into when appropriate.

8. Strive to reduce duplication in recreation services. Overall recreation planning should consider existing facilities and programs offered by the school district and other agencies.
9. Explore opportunities for privatization. Privatization involves a privately owned company developing and operating recreation facilities on public recreation land for a profit. Such facilities usually belong to the City after construction, but the private firm retains rights to operate the facility for a designated period of years.
10. Design sturdy parks and recreation facilities and equipment that will reduce routine maintenance costs.
11. Consider the cost of maintenance and operation in designing new recreation facilities. Projections of cost should be compared to future revenue projections for the life of the facilities.
12. Continuously monitor and adjust to the changing population make-up of the City. Parks and recreation programs oriented towards older residents should continue to be developed to serve the increasing number of elderly residents. Family and youth-oriented activities should continue to serve residents throughout the City.
13. Improve the accessibility to parks and recreation facilities and programs, particularly for youth, young adults, and elderly and handicapped residents.
14. The City will continue efforts to publicize parks and recreation services to increase the level of community participation.
15. Maintain the ongoing parks and recreation planning process. The parks and recreation plan should be reviewed and updated periodically.

Bond issues are generally limited to economic development activities involving major capital expenditures such as for utilities or roads. Therefore, their utility in implementing recreation proposals is fairly limited; however, they are a viable option for major recreational improvements (i.e., golf course development).

A new approach being utilized for public projects is termed privatization. It is the design, construction, operation, and/or ownership by a private entity that which would normally be a public operation. Its use is generally limited to a facility that produces a stream of revenues, such as a golf course and to enable the provision of services for which the government body has insufficient staff or management ability.

A private individual, group, or corporation that is granted the privilege of operating facilities or selling services or commodities in a given location is known as a concessionaire. He is usually governed by a written agreement with the property owner that includes the time period within which the contract is valid, details with respect to the relationship of the parties, and performance requirements of the property owner and the concessionaire. Its limited application, to date, is attributed to the difficulty of attracting an investment group. Usually a concessionaire must be induced to construct, operate, and/or maintain a recreation facility. One such way this can occur is by offering the land through a lease agreement. In this manner, the concessionaire does not have to pay for the property.

By granting a lease for a particular type of facility on a particular site, Parks and Recreation Departments are frequently able to provide an expensive facility such as a golf course or a swimming pool complex, that would not otherwise be possible because of constraints on capital spending. In addition, the City may dictate design and operating standards and fee schedules, and will usually obtain a percentage of the facility's gross income that it can use to offset operating costs of other facilities.

The most likely beneficial assistance will come from intergovernmental transfers, including the Community Development Block Grant (CDBG) program.

CDBG is a flexible program designed to provide financing for activities previously eligible under

Fund (formerly called the Michigan Land Trust Fund). The Michigan Land Trust Fund was established by the legislature and signed into law by Governor Milliken in 1976, as Act 204.

The Act provided that all revenues from oil, gas, and mineral leases and extractions would be deposited into the Land Trust Fund. The fund was supposed to accumulate a "principal sum" of \$150 million with interest on the principal to be used to buy public recreation acreage.

Attempts to use the Trust money for other purposes forced legislators in early 1984 to pass a resolution to place a proposal on the state ballot to constitutionally create a Natural Resources Trust Fund. On November 6, 1984, Michigan cast its vote in favor of this proposal (Proposal B). As a result, the Trust Fund will not be subject to the funding diversions that have plagued it over its previous years.

Acquisition costs are eligible under the Trust only where such action is directed toward acquiring recreational land in, and near, urban areas which provide access to, and use of, water; preserve rare, fragile, and scenic resources; and protect endangered species, among others. Thus, while ample funds may be available, projects that require substantial redevelopment and demolition would have lower priority for award.

Any individual, group, organization, or unit of government may submit a land acquisition proposal, but only units of government can take title to and manage the land. Only units of government can submit development proposals. All proposals for local grants must include a local match of at least 25% of total project cost. There is no minimum or maximum for acquisition projects; for development projects, the minimum funding request is \$15,000, the maximum \$375,000.

Alternative funding sources that should be considered are user fees or a special millage.

A means of generating governmental revenue in which individuals pay charges for those goods and services that benefit them directly are called user fees. Types of services for which user charges are often levied are roads and bridges, sewage disposal, water supply, transit, and recreational facilities. The use of user charges has grown significantly since the 1940s and has come to represent a significant

Priority Staging

It will be important in the years ahead to apply two important principles of plan implementation. The first is flexibility. Social and economic conditions are changing rapidly. An improvement that was clearly necessary at one point in time may lose its priority due to unpredicted changes in conditions. Likewise, a project may have to be elevated in priority staging because of other unforeseen circumstances. The implementation program will require continual updating to assure that needs are being met and that public and private resources are being wisely invested. Second, it is most important that highest priority is given to the easier to accomplish projects or projects of urgent need. This will establish confidence in the ability of the community to produce results, thereby generating enthusiasm for additional work.

For purposes of clarification, the priorities are divided into short-term and long-range proposals. Short-term recommendations are intended to prioritize recommendations to be addressed only over the next five years. Long-range recommendations cover the out-years of the planning program.

These recommendations follow:

5-Year Plan

The 5-year plan is a description of what the City of Parchment should undertake over the next five years to maintain and improve recreation opportunities. They represent the City's highest recreation priorities for this time period and address some of the deficiencies cited earlier.

At this time, the major emphasis of the Recreation Plan priorities focuses on the continued improvement and development of Kindleberger Park.

1999-2000

Kindleberger Park

Gazebo & Performance steps-construction	\$50,000
Arch on formal Garden	15,000
Ice skating rink	7,500
Lighting for park Phase II	10,000
	<hr/>
Subtotal	\$82,500

Riverfront Park

Extension along river- feasibility study	500
Total	\$83,000

2000-2001

Riverfront Park

Extension along river	\$50,000
Extension to Riverview	50,000
	<hr/>
Total	\$100,000

2001-2002

Kindleberger Park

Picnic pavilion for lower area	\$60,000
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Devon Park

Walkways, benches and landscaping	5,000
	<hr/>
Total	\$65,000

GRAND TOTAL \$625,500

TABLE 5
FIVE YEAR EXPENDITURE PLAN

PROGRAM YEAR/PROPOSAL	COST	POTENTIAL FUNDING SOURCE
1997-1998 Play structure for park design & planning; include location of pavilion in plan Needs study for use of lower ball diamonds Design study to refurbish tennis courts Needs study for lighting in Park Feasibility study ice rink on tennis court	\$ - \$ 250 \$ 500 \$ 500 \$ 250	Volunteer General Fund General Fund General Fund General Fund
TOTAL	\$ 1,500	
1998-1999 Replace/repair existing playground equipment Gazebo & performance steps planning Construction of Play Structure Rebuild/refurbish lower ball diamonds Lighting of Park Phase I Bandshell	\$ 1,000 \$ 5,000 \$ 100,000 \$ 10,000 \$ 10,000 \$ 250,000	General Fund Private/grant Private/grant Grant Grant/ General Fund Private/grant
TOTAL	\$ 376,000	
1999-2000 Gazebo & Performance steps Construction Arch on Formal Garden Riverfront Park extension feasibility study Ice Skating Rink Lighting for Park Phase II	\$ 50,000 \$ 15,000 \$ 500 \$ 7,500 \$ 10,000	Private/grant Private/grant General Fund Private/grant Grant/General Fund
TOTAL	\$ 83,000	

City and linked to facilities in adjacent communities, is a desirable long-term goal which would benefit a large segment of the population.

Administrative Analysis

Structure

The City of Parchment is a Home Rule City. Because of its size, the City Manager oversees various activities that in most cities would be the responsibility of several departments. The manager's work is performed under policies adopted by the Mayor and City Commission in accordance with the City charter and ordinance provisions. One of these responsibilities is parks and recreation. Programs in the City's major park (Kindleberger Park) are scheduled and run under the City Manager's direction, as is park maintenance by the Public Works Department (see Diagram 6).

In 1991 the DDA was formed to encourage economic development in the City. As part of this activity the DDA Board has begun work on a new Master Plan and has been involved in work on the Recreation Plan. The Board recognizes the setting priorities for recreation will help in creating an attractive environment which will not only provide recreation opportunities for Parchment's residents but will serve to draw people into the community and thus encourage economic development. The Board has been involved throughout the recreation planning process and reviewed all proposals for recreational development. Their recommendations will be forwarded to the City Commission.

TABLE 6
CITY OF PARCHMENT
PARKS AND RECREATION BUDGETS BY SELECTED BUDGET CATEGORIES

YEAR	PARK UPKEEP AND MAINTENANCE	CAPITAL IMPROVEMENTS	TOTAL BUDGET	PERCENT CHANGE FROM PREVIOUS YEAR
1987-88	8,000	5,000	61,000	
1988-89	11,500	5,200	69,180	13.4
1989-90	16,000	7,000	75,190	8.68
1990-91	12,000	2,000	68,582	-8.78
1991-92	14,000	3,200	77,325	12.74
1992-93	13,300	-	75,551	-2.3
1993-94	2,500	5,800	55,961	-25.9
1994-95	22,900	-	77,890	39
1995-96	15,000	-	81,960	5.2
1996-97	14,000	-	81,270	-0.8
1997-98	10,500	-	78,722	-3.2

**APPENDIX A
RECREATION FACILITIES IN THE CITY OF PARCHMENT AREA**

NAME OF FACILITY	LOCATION	OWNERSHIP
- major community park		
Spring Valley - 196 acres - major community park	City of Kalamazoo	City of Kalamazoo
Kalamazoo Nature Center - meeting center - summer day and overnight camps - promotes ecological awareness	Cooper Township	Privately Funded Nonprofit
Other Outdoor Recreational Opportunities/Facilities in County		
No Charge - State Game Areas - Kleinstuck Nature Preserve - Asylum Lake - Al Sabo Land Preserve - MSU Kellogg Forest/Biological Station - Kal Haven Trail Charged Admittance - MSU Bird Sanctuary - Kalamazoo Nature Center - Fort Custer Recreational Area (State Park and Campground) - Echo Valley - Slide Away Water Slide - Go Kart Track (Sprinkle and East Michigan)		