SEBILLE MANOR PROPERTY

U.S. Army Garrison Selfridge

U.S. ARMY
BASE REALIGNMENT AND CLOSURE (BRAC)
REUSE PLAN

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REUSE PLAN SYNOPSIS AND IMPLEMENTATION

INTRODUCTION

In 2005, United States Army Garrison-Selfridge (USAG-S) Sebille Manor was listed for closure and disposition pursuant to the Department of Defense Base Realignment and Closure (BRAC) Report. Sebille Manor serves as a military housing complex for Selfridge Air National Guard Base (SANG). During the production of this document, Sebille Manor is still functioning as a military housing complex. As residents of the units are relocated, the units are considered permanently vacated for military housing purposes.

The Sebille Manor Reuse Plan (Plan) provides a conceptual basis for redevelopment and reuse of the Sebille Manor property that balances fiscal and market reality with community goals and objectives. This Plan, including all homeless assistance submissions and all public comments garnered during the planning process, is required to be approved by the Department of Defense (DOD) and the Department of Housing and Urban Development (HUD) prior to conveyance of the property to the Charter Township of Chesterfield (Township).

REUSE PLANNING PROCESS

On December 19, 2005, the Charter Township of Chesterfield adopted a resolution to create a Local Redevelopment Authority (LRA) to coordinate the Base property conveyance. The membership of the LRA was appointed by the Township Board on January 3, 2006. This LRA is recognized by the DOD as the official governmental body responsible for redevelopment planning and property conveyance strategies for the Sebille Manor site.

Based on DOD recommendations and the LRA's internal policy, a LRA Community Work Study Committee (a.k.a. LRA Advisory Committee) was created on July 25, 2006. The Committee is comprised of a wide variety of interested residents of the Township. On March 16, 2006, the LRA and the Community Work Study Committee convened in a formal meeting held at Chesterfield Township Hall. At the meeting, the LRA educated the Committee on the BRAC process and discussed the need and rationale for a Reuse Plan. The LRA gave a general introduction of the types of applicants who requested a Public Benefit Conveyance. The Advisory Committee then brainstormed on potential use scenarios for the site. Ideas ranged from up-scale residential housing to a 9-hole golf course, to parks, to libraries and someone even suggested a cemetery. A summary of the ideas presented during this meeting is included in Appendix A.

On March 29, 2007, the LRA introduced the Sebille Manor Reuse Consultant Team. The LRA then opened a public hearing aimed at educating the public on the reuse planning process. The public hearing also allowed residents the opportunity to provide comments on use of the property. Much of the discussion focused on the merits of supporting a library, whether areas devoted to park should be active or passive, and the utilization of the property for homeless assistance uses. Much of the homeless concerns were based on housing value diminution, proximity to the elementary school and proximity to higher value homes to the north, south and east.

GOALS AND OBJECTIVES

The major goals and objectives developed by the Community Work Study Committee to guide this Plan can be generally grouped into three categories: public benefit, development compatibility, environmental compatibility, and fiscal responsibility. The goals and objectives are summarized below:

Public Benefit

- Include parkland in an area of the Township determined by the Parks and Recreation Master Plan to be deficient of such opportunity.
- Provide a park on the site that includes nodes of interest such as sculpture, gardens, picnic areas and natural walks.
- Create a library that blends architecturally and functionally within the park, if funding can be secured.
- Include a fitness trail with multiple exercise stations to provide an active component to the park.
- Appropriately balance homeless needs in the vicinity of Sebille Manor (Chesterfield Township) with the economic development needs of Chesterfield Township.

Development Compatibility

- Ensure compatibility with surrounding residential and school uses.
- Improve the aesthetic, cultural and recreational value of the area.
- Promote quality residential development that will enhance values of surrounding areas.
- Recognize the limited potential for the site with regard to commercial operations.

Environmental Compatibility

- Minimize impacts of future development on the natural features within the development.
- Ensure adequate and safe clean-up of any site contaminates.
- Preserve existing trees when practical and require replanting plans for new development.
- Provide open space for outdoor recreation.

Fiscal Responsibility

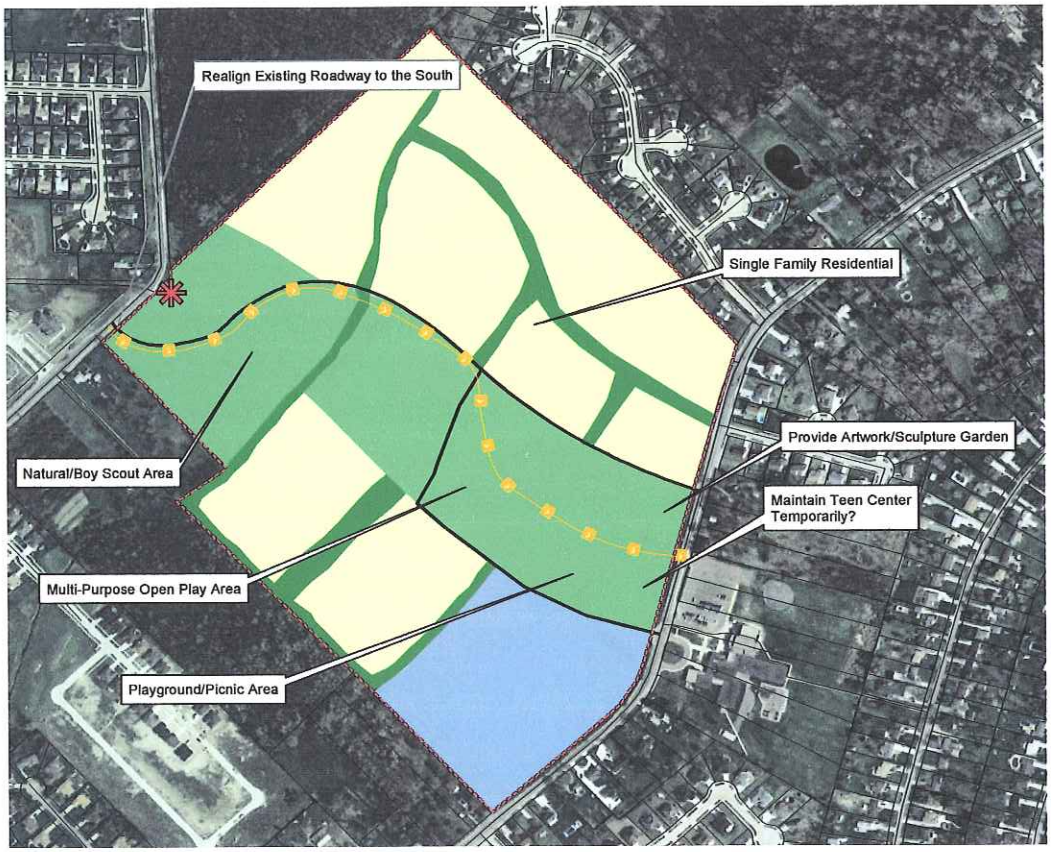
- Recognize the poor economic state of Michigan and, specifically, Macomb County when planning the site.
- Balance fiscal responsibility with ambitious development plans and the needs of the homeless.
- Provide development timeframes within the context of realistic spending and growth.

Marketability of Uses

The market study and land appraisal conducted by Gilbert A. Zook SRPA and Associates and the Reuse Team indicate the following:

- The property is not condusive for intense office or commercial uses.
- The property is inappropriate for industrial use
- Residential property absorption rates are extremely slow (>.5 units per month).

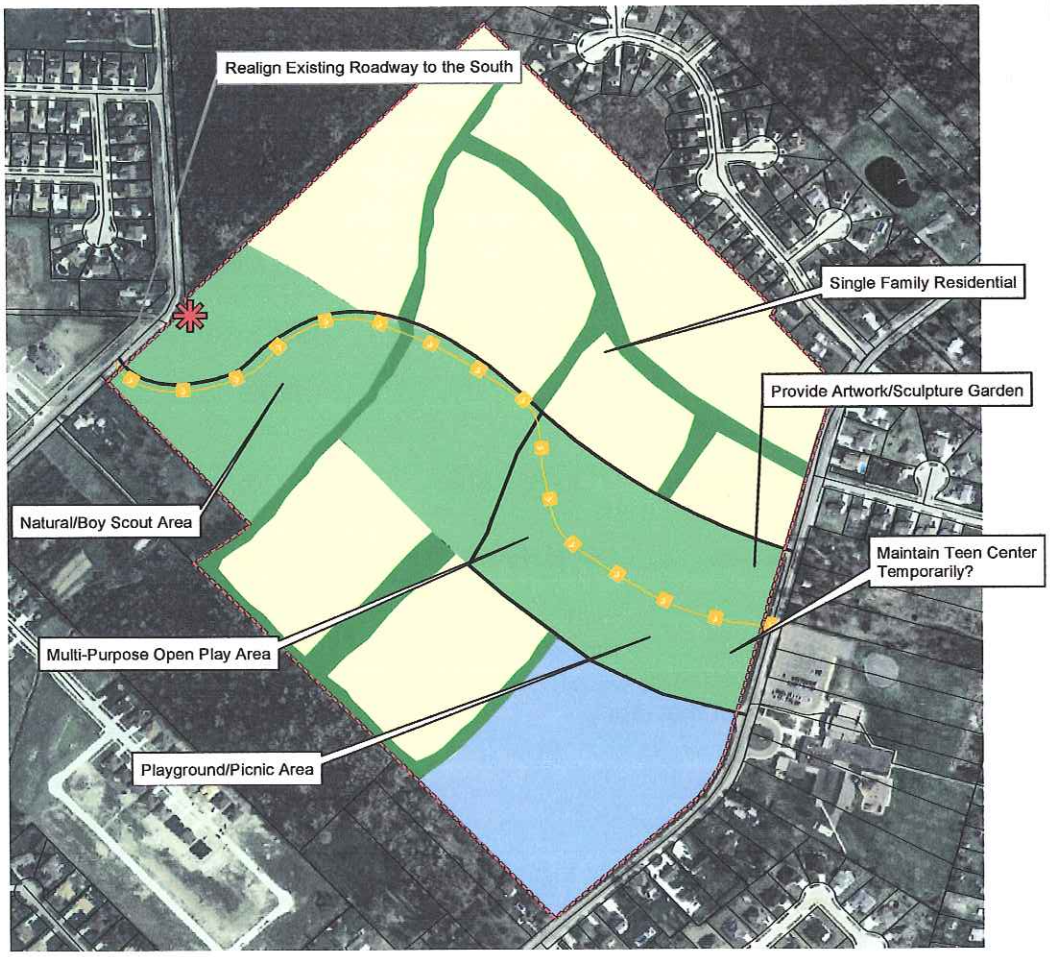
Illustration 1
Concept Plan #1



SEBILLE MANOR
REUSE PLAN

Single Family	55 Acres
Greenways	
Park	35 Acres
Library	13 Acres

Illustration 3
Concept Plan #3



SEBILLE MANOR
REUSE PLAN

	Golf Course Residential	63 Acres
	Greenways	
	Park	25 Acres
	Library	13 Acres

Illustration 4
Concept Plan #4

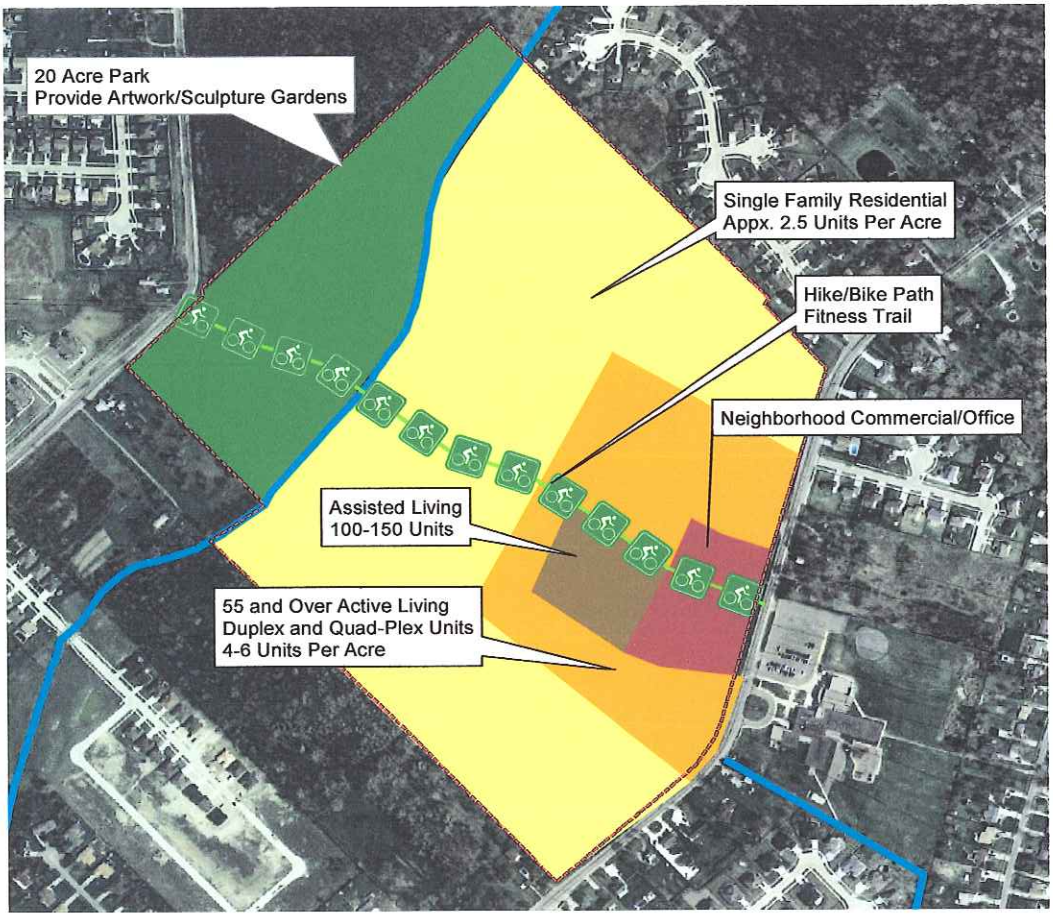
SEBILLE MANOR
REUSE PLAN

Park
Public Use/Park
R-11 Single Family Residential

Illustration 6
Concept #5 Detailed Plan

SEBILLE MANOR
REUSE PLAN

Illustration 7
Concept #6
Re-Use Plan Draft



SEBILLE MANOR
REUSE PLAN

CPM ers Chesterfield

Feet
0 125 250 500

- Active Living
- Assisted Living
- Commercial
- Park
- Single Family

Project Valuation

	Low-End	High-End
Commercial (5 acre low end – 10 acre) =	$1,525,000	$3,050,000
Senior Housing 217,800 sq. ft. x $6.00 sq. ft. =	1,300,000	1,300,000
Senior Housing 20 acres x $100,000 per acre =	2,000,000	2,000,000
Park 20 acres x $15,000 per acre =	300,000	300,000
Residential 53 acres x $75,000 per acre =	3,975,000	3,975,000
Total	**$9,100,000**	**$10,625,000**

The previously estimated values assume a strong market and do not take into account current economic conditions, wherein little or no demand exists, particularly for residential properties. It is expected that it would take at least five (5) years before the market will return to a level where the concluded prices might be obtained. In order to take into account expenses that would be incurred during this extended five-year holding period, plus offer the investor a reasonable rate of return (profit) on his investment, the Plan concludes that $9,100,000 should be brought to a present worth over the five (5) year holding period by application of a 20% discount rate. Application of said discount rate indicates a discounted market value of roughly $3,700,000. Obviously, this amount would increase on the high end assuming additional commercial demand.

Discounted Maret Value =	$ 3,700,000
Demolition Cost =	($3,500,000)
Remaining Value =	**$200,0000**

With the expenses noted above, and equivalent funding for homeless and park development funds, the project presents some challenges to the development community. It does however, project well over the long-term under favorable economic conditions. Based on the marginal results of the above analysis, a successful sale and development of the property would largely depend on the Army discounting the sale price of the property by an amount equal to the demolition costs noted above.

Once the decision has been made through the BRAC process to close a military installation, federal law provides for a number of alternative transfer methods that can be employed by the Department of Defense (DoD) to dispose of the property. One of the first steps in the disposal process is the "screening" of the property to determine if other federal agencies have use for any or all of the facility. In the case of Sebille Manor, no other federal users identified an interest in the facility within the allotted time-frame which resulted in it's designation by the DoD as "surplus" property. In light of this fact, disposal of the subject properties can potentially occur under one or more alternative methods of transfer that will be dependent upon the type of end user (i.e. public or private) and the intended use.

The primary methods of transfer most likely to be considered by the Army for the Sebille Manor property are outlined in the following table and discussed in more detail in the subsequent portions of this section. These methods are based on information presented in the Base Redevelopment & Realignment Manual (BRRM) 2006, which contains the DoD's primary guidelines for reuse of BRAC facilities.

Public Benefit Conveyance

One of the more useful methods of property transfer for a variety of public uses is the Public Benefit Conveyance (PBC). A PBC can be used to convey real or personal property to state and local governments, and certain non-profit organizations, for public purposes at no cost or reduced cost. These purposes include schools, parks, public health facilities, law enforcement, emergency management response, correctional facilities, historic monuments, self-help housing, and wildlife conservation. If this method is selected by the LRA, and approved by the DoD, a federal sponsoring agency may request assignment of the property for purposes of conveying the property to a designated eligible recipient. The sponsoring agencies are responsible for selecting applicants and determining the amount of the discount from the fair market value of the property. It should be noted that some uses, such as law enforcement, emergency management response, correctional facilities, historic monuments, and wildlife conservation, do not require a sponsoring agency and can be directly transferred from the DoD to an approved recipient. The primary PBC approaches that are potentially useful in redeveloping the Sebille Manor facility are summarized below.

Conservation Conveyance – The Secretary of the Army may also convey surplus property that is considered "suitable and desirable" for conservation purposes to a state or local government, or to a non-profit organization that exists primarily for the purpose of natural resource conservation. Such a conveyance may, if noted in the deed, permit the recipient to convey the property for the same purpose and conduct incidental revenue-producing activities. If a property transferred in this manner ceases to be used for conservation purposes, ownership shall revert back to the federal government.

Economic Development Conveyance

Transfer of portions of the Sebille Manor property could potentially occur by means of an Economic Development Conveyance (EDC) from the Army. However, only an LRA is eligible to acquire property under an EDC. The LRA must demonstrate that the proposed uses for the property will generate sufficient jobs to justify an EDC conveyance, and that the proposed land uses are realistically achievable given current and projected market conditions. In most cases, the Army will be required to seek fair market value consideration for the EDC conveyance although it is authorized, on a case-by-case basis, to grant an EDC for no consideration.

Under this scenario, an Implementation LRA, or other comparable entity, would have to be established to oversee redevelopment of the site once the existing LRA has fulfilled its responsibilities for preparing this reuse plan. The Implementation LRA would have title to the property within a "reasonable time" after the Army makes its surplus property determination. In addition, the LRA must agree that the proceeds of sale or lease of the property received during the first seven years after initial conveyance shall be used to support the economic development of the installation.

Negotiated Sale or Public Sale

There are a number of other methods that the Army can use to dispose of the surplus property, two of which, negotiated sale to a public entity or an advertised public sale, have reasonable potential for use related to the subject properties. A negotiated sale can only be transacted with a public body if a public benefit, which would not be realized from a competitive advertised sale or authorized public benefit conveyance, will result from the negotiated sale. The grantee may not pay less than fair market value based upon a highest and best use appraisal of the property and final approval of the sale must be authorized by Congress. If the property is sold within three years following a negotiated sale, the grantee will be required to remit all proceeds in excess of its initial acquisition costs.

If the LRA, after preparing a reuse plan, determines it is in the best interest of the community not to be directly involved in redeveloping the site, it can recommend that the Army dispose of the property through a public sale. The actual method of sale could be one of a number including sealed bid, Internet auction, or on-site auction to the highest bidder. Under such an approach, the DoD would make a determination whether to sell the entire parcel or as subdivided parcels. Property acquired by a private organization or individual is not subject to any restrictions on the use or resale of the property. However, it would be subject to local land use and zoning controls.

Disposal of Property for Use by Homeless

As part of the initial screening process for reuse and disposal of a BRAC property, consideration must be given to potential use for the homeless. Property that has been identified for potential use to the homeless must be conveyed to either an organization that is a representative homeless provider, as approved by the U.S. Department of Housing and Urban Development (HUD) or the LRA. If the property is conveyed to the LRA it must then make it available to the homeless provider for no cost. The LRA is also responsible for monitoring the use of the property and ensuring that the homeless provider complies with the legally binding agreement that must accompany all such conveyances.

In accordance with base closure law, the Chesterfield Township LRA must solicit Notices of Interest (NOI) from state and local governments, representatives of the homeless, and other interested parties in the vicinity of the installation that may be eligible for conveyance of property to meet the needs of the homeless or a public benefit conveyance of Sebille Manor property. The LRA must give notice as to the timeframe in which NOIs will be accepted for submittal and hold hearings to allow interested parties to provide input into the reuse planning process. On June 7, 2006 the LRA published a public notice soliciting interest from the types of organizations noted above with a deadline for receipt of said notices by September 7, 2006. During this time period the LRA received notices of interest from two homeless assistance groups. The Macomb Homeless Coalition submitted a NOI. They are located locally in Macomb County and coordinate/assist homeless care efforts in the area. The second group was the World Wide Crusade for Christ. This group is headquartered in California and has an office in Wayne County, Michigan. As previously noted, the LRA received PBC's from the Chesterfield Township Library and the Chesterfield Township Parks and Recreation Department.

BACKGROUND CONDITIONS

History of the Site

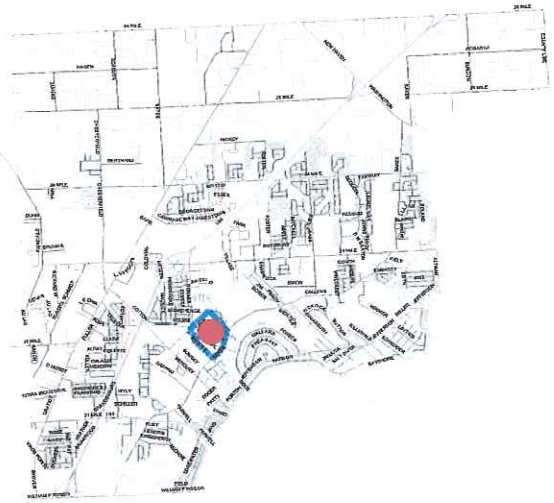
Previously utilized for farming, this site was acquired under a Declaration of Taking in 1959 by the United States Government and permitted for use to the Air Force. Subsequently, the Air Force licensed use of the facility to the Michigan Air National Guard. The property was transferred into its current ownership (USAG-S, formerly part of U.S. Army TACOM) in 1989 by the U.S. Property and Fiscal Office for Michigan.

Sebille Manor was developed for housing from 1959 through 1961. The base housing has changed little since that time. Of note, Sebille Manor was the last post war housing project developed under the Capehart program. This program was one (1) of two (2) federal programs designed to privatize the construction of military housing.

Study Area

For the purpose of providing an overview of existing conditions associated with the site, a portion of the Township was analyzed. This area within the Township is bounded by Jefferson Road, 23 Mile Road, I-94 and 21 Mile Road. This study area was chosen based on the location of the major roads within close proximity of the Sebille Manor site.

Illustration 10
Location Map
Chesterfield Township Setting



SEBILLE MANOR
REUSE PLAN

Illustration 11
Aerial Photograph

SEBILLE MANOR
REUSE PLAN

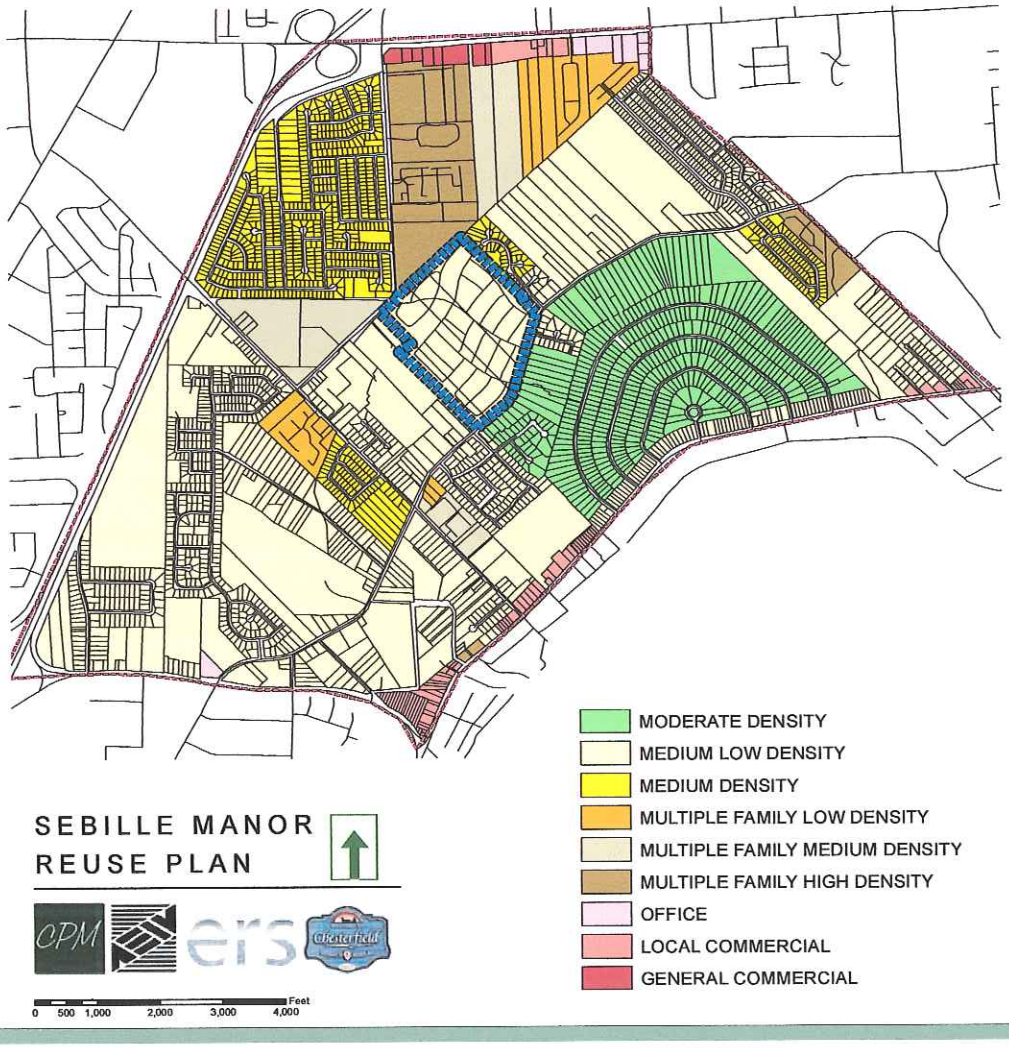
2,500 1,250 0 2,500 5,000 7,500
Feet

Chesterfield Township Master Plan

Chesterfield Township adopted a Master Plan to guide land use decision-making on December 10, 2002. The Master Plan identifies the Sebille Manor site for future single-family residential use (Medium Low Density 2.2 to 3.4 units per acre). Based on the Master Plan, the appropriate zoning for the site is R-1-B or R-11. This matches the current zoning designation.

The Master Plan supports recreational uses in this area on page 97. "In general, the area of land between 21 Mile Road and 23 Mile Road contains a high density of residential development. The problem lies in the fact that this area is virtually devoid of recreation opportunities for these residents. The Township should explore the possibility of obtaining land to create neighborhood parks and other recreation facilities in this area."

Illustration 13
2002 Master Plan Excerpt



EXISTING BUILDING ANALYSIS

The base contains 352 housing units (220 residential buildings), which are comprised of single-family units and duplex units. In addition, the site also has a youth center facility located on the eastern edge of the site. The units, except the youth center, are all three or four bedroom, 1½ bath, wood frame houses on cement slabs.

As mentioned previously in the report, these buildings are Capehart Era structures. For historic preservation consideration, the buildings are reviewed under Section 106 of the National Historic Preservation Act through Program Comment of the Advisory Council on Historic Places (May 31, 2002). Through this Program Comment, building renovations, demolitions, rehabilitations, sales, repairs and mothballing are exempt from compliance with the National Historic Preservation Act or from consultation with the State Historic Preservation Office unless such buildings are determined to be a "Property of Particular Importance." Sebille Manor is not designated as such.

Base personnel allowed the inspection of several of the Sebille Manor housing units. Due to time constraints, the number of units that could be inspected was limited. However, because the units inspected were generally consistent in condition, time of construction and appearance to the other units throughout the housing complex, the six of the seven units inspected adequately reflect the condition of the majority of units in Sebille Manor. Additionally, Army commissioned reports were reviewed in conjunction with the inspection to obtain an understanding of the existing housing conditions.

All of the homes inspected, whether single units or duplexes, were built using the same materials, support method and layout. More specifically, all units had the following attributes:

- Slab foundation
- Structural support system consisting of columns and a single beam at the center of each unit
- Exposed beams on the exterior of each unit
- One car garages, fashioned by enclosing carports
- Aluminum siding and brick veneer exterior
- Newer vinyl windows
- Small attic above the closet near the front door of each unit
- Thin attic insulation
- Hot water heater in the closet near the front door of each unit
- Vinyl composite tile flooring, containing asbestos, throughout each unit
- Electric heat

Three (3) of the units inspected showed signs of infestation. In two (2), it was clear that insects were attacking the wood within the walls, as evidenced by wood shavings near each wall throughout the units. In the third unit, infestation was more obvious. Not only were the wood shavings present, but many carcasses of spiders and two different kinds of beetle were present in every room.

Lead based paint (LBP) and asbestos are present in every unit within the complex, and will need to be addressed if the Township is to reuse the existing housing units. In the "Environmental Baseline Survey, U.S. Army Garrison – Michigan, Sebille Manor" as prepared by Tetra Tech EM, Inc. in 2004, Tetra Tech referenced:

- "Lead Based Paint and Risk Assessment," Advanced Environmental Systems, 1994
- "Draft Asbestos Survey Report of Family Housing at Selfridge Air National Guard Base, Michigan," Roy F. Weston, 1993

Upon review of the aforementioned studies, Tetra Tech noted the following within their report:

> *"According to the LBP survey report, "solid type doors" including exterior doors and doors to the garage contained LBP. According to the asbestos survey, floor tiles and pipe fittings contained asbestos. During Tetra Tech's site reconnaissance, suspected asbestos-containing floor and ceiling tile were observed."*

According to Base personnel, all of the units contain a small amount of lead based paint. There is lead paint on the doors and door jambs of each unit and on the garage ceiling. The solution in the garages was to cover the lead paint with wood sheathing. Every unit inspected contained the wood sheathing in each garage.

The wood sheathing cover-up was discussed with the Michigan Department of Community Health (MDCH). The following information was provided via e-mail from Daniel Lince of MDCH:

> *"Enclosing the lead-based paint (LBP) with wood sheathing or other durable and rigid material is a viable option for addressing existing LBP hazards as it makes the paint unavailable to occupants. As I mentioned, this method is called enclosure, for obvious reasons. State and federal law recognize enclosure and it is widely practiced in residential settings. Enclosures should be designed to last at least 20 years—so opt for thicker sheathing than thinner. The sheathing must be mechanically fastened to the paint—screws and nails—and typically sealed with caulk to ensure that no LBP dust or chips can escape. It is also a good idea for the sheathing to be painted to ensure that it stands up to conditions and weathering—the lead is still behind there so it will be important that the wood sheathing be periodically inspected to make sure it is holding up and doing the job it is intended, namely being a barrier between lead and people.*
>
> *State law requires enclosure to be conducted using a lead abatement contractor. After that work is done, it needs to be cleared for re-occupancy. The lead abatement firm that did the work has nothing to do with the clearance or providing of any certificate. Indeed, it is a violation of our conflict of interest statute if they do. Instead, an independent certified risk assessor will do the clearance sampling.*
>
> *If you do this work with a lead abatement contractor and then have it cleared you will go a long way toward reducing Chesterfield's future liability or regulatory risk, which can be substantial if done wrong... Be also certain that the interior of the units were tested and not just the attached garages. Missing lead paint will also increase your liability risk."*

INFRASTRUCTURE

This section describes the plan for providing essential utility and community services which will support reuse of Sebille Manor. Utilities include the potable and fire protection water distribution system, sanitary sewer, storm sewer, and other utilities, such as electricity and natural gas.

Water Main

Selfridge ANG Base currently purchases their water from the City of Mount Clemens. Sebille Manor is currently served by an 8" asbestos cement (transite) water main extending along Sugar Bush Road from the Base. The distribution system on site consists primarily of 6" transite pipe and is approximately 50 years old. According to the "Environmental Condition of Property Report" prepared by the US Army BRAC, approximately 10% of the water main in Sebille Manor has been replaced with non-transite pipe. Although the overall condition of the water main is unknown, the Base reports minimal breaks each year.

Chesterfield Township's current standards require new water main material to be ductile iron, Class 54, with a minimum diameter of 8". Consideration may be given to C900 PVC, with written permission from the Department of Public Works (DPW). Asbestos cement water main is prohibited.

A 150,000 gallon water tower exists on the Sebille Manor property. Like the water system, the tower is approximately 50 years old. The use of lead based paint was common when this tower was constructed. Further testing will be required to verify the presence of lead based paint. Additionally, the tower provides no benefit to the Township's water distribution system, because the system is well-looped, adequately sized and includes five separate connections to the DWSD system.

There is a water meter pit located near Sugar Bush Road, installed for a potential future connection to Chesterfield's system. Although the condition of the meter pit is unknown, it is not currently in use and is not necessary for the development of this site.

Sebille Manor Water Main Conclusions:

- The 8" transite water main which connects Sebille Manor to the Base must be removed or abandoned in a manner acceptable to the Township, Macomb County Health Department (MCHD) and Michigan Department of Environmental Quality (MDEQ).
- The existing water main does not meet the size and material requirements of Chesterfield Township and will not be accepted for reuse within their system.
- The age of the existing water main indicates it has reached the end of its useful life, and is not appropriate for long term reuse.
- The configuration of the existing transite water main does not match the reuse plan and must be removed or abandoned in a manner acceptable to the Township, MCHD and MDEQ.
- The water tower provides no benefit to the Township's water distribution system. Further, its condition and potential use of lead paint could be a detriment to the Township's system. The tower and its foundation must be removed.
- New water main constructed to facilitate the reuse plan shall conform to Township standards. A 12" main shall loop the main on Sugar Bush Road to the main on Donner Road.

The Sutherland-Oemig Drain, a county drain, traverses the property. According to the "Environmental Condition of Property Report" prepared by the US Army BRAC, the Sebille Manor storm sewer outlets to the Sutherland Oemig- Drain. If the drain must be improved to accommodate the new development, Macomb County Office of Public Works (MCOPW) typically requires a 120' right-of-way with a double trapezoidal drain cross section.

Sebille Manor Storm Sewer Conclusions:

- The existing storm sewer does not meet the material requirements of Chesterfield Township and should not be reused.
- The age of the existing storm sewer indicates it has reached the end of its useful life, and is not appropriate for long term reuse.
- The configuration of the storm sewer does not match the reuse plan and must be removed.
- Flat topography.
- No rear yard storm with access to catch basins for each unit.
- Grades slope toward buildings.
- Water damage to units.

Other Utilities

Electric power is the sole energy source for the residences at Sebille Manor, and is provided by DTE Energy. As such, all but three housing units use electric heat. The other three units are heated and cooled using geothermal technology. Natural gas exists along Sugar Bush and Donner Roads. However, there is no gas service on site, except for the youth center building.

THOROUGHFARE ANALYSIS AND CIRCULATION

External Thoroughfare Analysis

Sugarbush Road is a two-lane asphalt road with a posted speed limit of 40 miles per hour. Along much of the Sebille Manor frontage, there is a school zone which requires 25 miles per hour during posted times on school days. The Road Commission for Macomb County Master Thoroughfare Plan proposes that Sugarbush Road maintain a future right-of-way width of 120'. This differs from the Chesterfield Township Master Plan which identifies Sugarbush Road as a collector road with a proposed right-of-way of eighty-six (86) feet.

Traffic counts for Sugarbush Road were obtained from the Southeast Michigan Council of Governments (SEMCOG). The count on Sugarbush Road between Cotton Road and Callens Road was taken in December, 2005. At that time, the 24-hour bi-directional count totaled 7,043 vehicles. The AM peak hour is 7 AM to 8 AM, with a bi-directional count of 505 vehicles. Of those vehicles, 414 (82%) were westbound. The PM peak hour is 4 PM to 5 PM, with a bi-directional count of 690 vehicles. Of those vehicles, 442 (64%) were eastbound.

Donner Road is a two-lane asphalt road with a posted speed limit of 40 miles per hour. The Road Commission for Macomb County master plan offers no recommendation for this road. Future right-of-way will be 120' in width.

Traffic counts for Donner Road were obtained from the Southeast Michigan Council of Governments (SEMCOG). The count on Donner Road between Cotton Road and 23 Mile Road was taken in November, 2005. The 24-hour bi-directional count totaled 3,810 vehicles. The AM peak hour is 7 AM to 8 AM, with a bi-directional count of 253 vehicles. Of those vehicles, 143 (56%) were northbound. The PM peak hour is 4 PM to 5 PM, with a bi-directional count of 400 vehicles. Of those vehicles, 219 (55%) were northbound.

In regard to transportation around and through the new development, we find the following:

- Acceleration/deceleration tapers and bypass lanes should be provided at any driveway connected to Sugarbush Road and Donner Road.
- Right-of-way to accommodate future RCMC requirements must be considered in the reuse plan.
- A street connecting Sugarbush Road to Donner Road should be considered to provide more convenient access to 23 Mile Road and I-94.

Internal Thoroughfare Analysis

The Road Commission for Macomb County (RCMC) requires public residential streets to have a cross-section of 8" of asphalt on 6" of aggregate base or 7" of concrete on 6" of aggregate base. According to an investigation performed by McDowell & Associates in 1989, the asphalt pavement thickness of the roads within Sebille Manor varies from one and one-half inch (1 ½") to three inches (3") thick. The crushed stone base varies from five inches (5") to eleven and one-half inches (11 ½") thick.

In regard to the existing Sebille Manor streets, the following issues apply:

- The existing pavement does not meet RCMC or Township standards and must be replaced.
- The existing road layout does not match the proposed layout of the reuse plan and, therefore, must be completely removed to accommodate the new development.

Pedestrian Circulation

The ability for pedestrians to access the Sebille Manor site should be an important part of any plan developed. Currently, there are existing sidewalks within the Sebille Manor site. These sidewalks will be removed with any newly proposed development. None of the roads abutting the site (Sugarbush and Donner Road) maintain sidewalks. The Chesterfield Township Zoning Ordinance now requires the installation of five (5) foot wide sidewalks along all roadways that abut a proposed development. Any new development should provide for a complete sidewalk system within the development. This sidewalk system should connect to both a Sugarbush and Donner Road sidewalk.

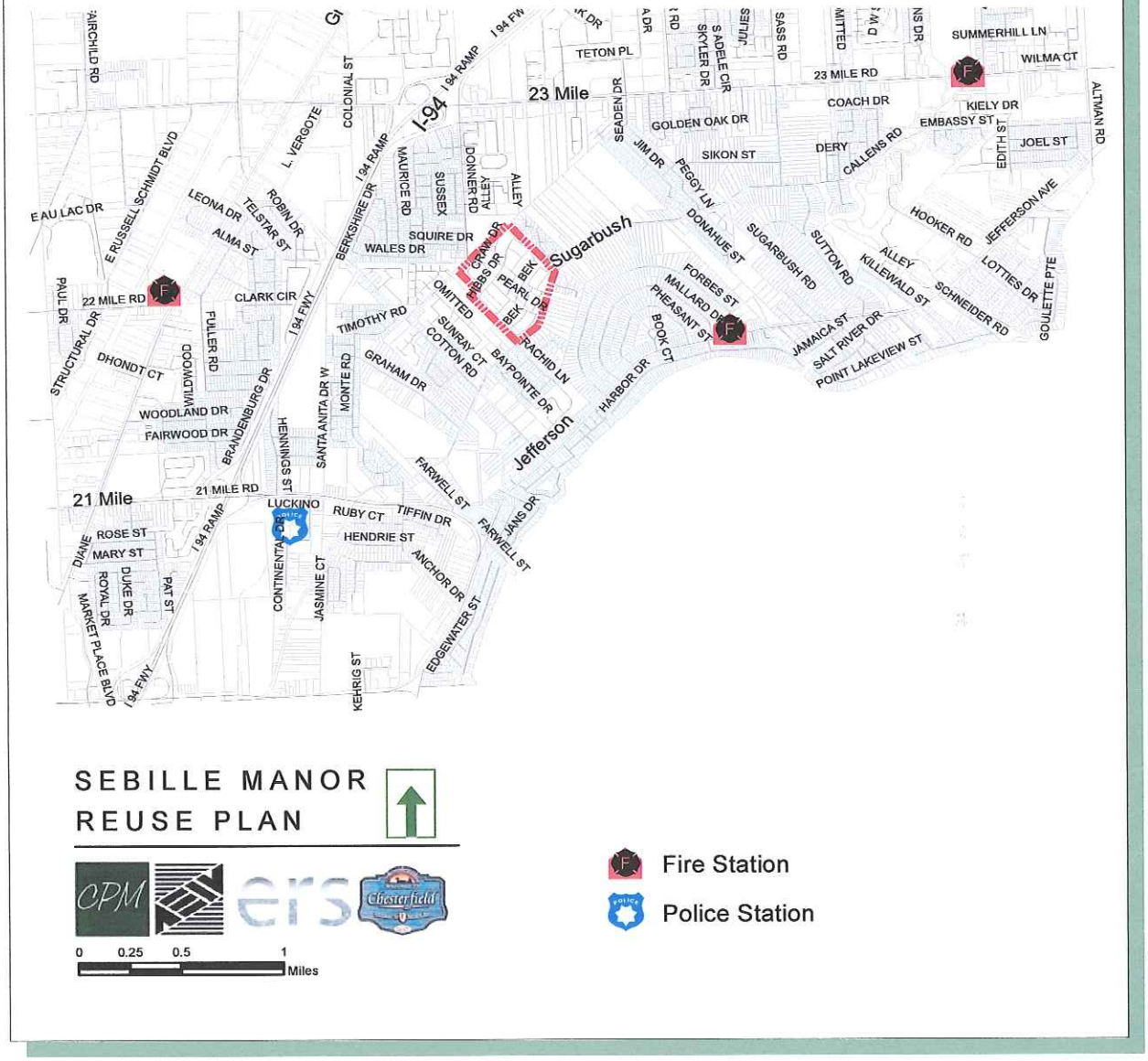
In addition to the Township requirements for pedestrian connections, the Macomb County Trailways Master Plan is proposing a regional corridor pathway in close proximity to the site. This pathway could be accessed by pedestrians at the corner of Cotton and Sugarbush Road and taken to Jefferson Avenue. Ultimately, this proposed pathway would connect to the Bridge to Bay Trail which runs along the St. Clair River in St. Clair County.

Illustration 16
Macomb County Trailways Master Plan

EMERGENCY SERVICES

The Township operates its own Police Department and Fire Department. The Sebille Manor site is located in proximity to the Police Station (approximately 1.5 miles south of the site). The site is located centrally between the Township's three fire stations, with the closest station being station #2 on Jefferson Avenue and Forbes Road. Ambulatory services are privately contracted.

Illustration 17
Police and Fire Station Location Map



Oakville Fine Sand Loamy Substratum makes up the soils on the eastern part of the site. This soil also lends itself to slow storm water run-off. Permeability is rapid in the sandy portion of the soil and slow in the loam. These soils are also poorly drained, generally have a seasonal high water table, and artificial drainage is required for building purposes.

The remainder of the site is comprised of Toledo Silty Clay Loam. High water tables, very slow permeability and high shrink-swell potentials are characteristic of this soil type.

Wetlands

Based on a review of the site by a qualified wetlands scientist, there are no regulated wetlands on the Sebille Manor property. The Michigan Natural Features Inventory Map and the Macomb County Wetlands Indicator Map both support this conclusion.

Illustration 19
Michigan Natural Features Inventory

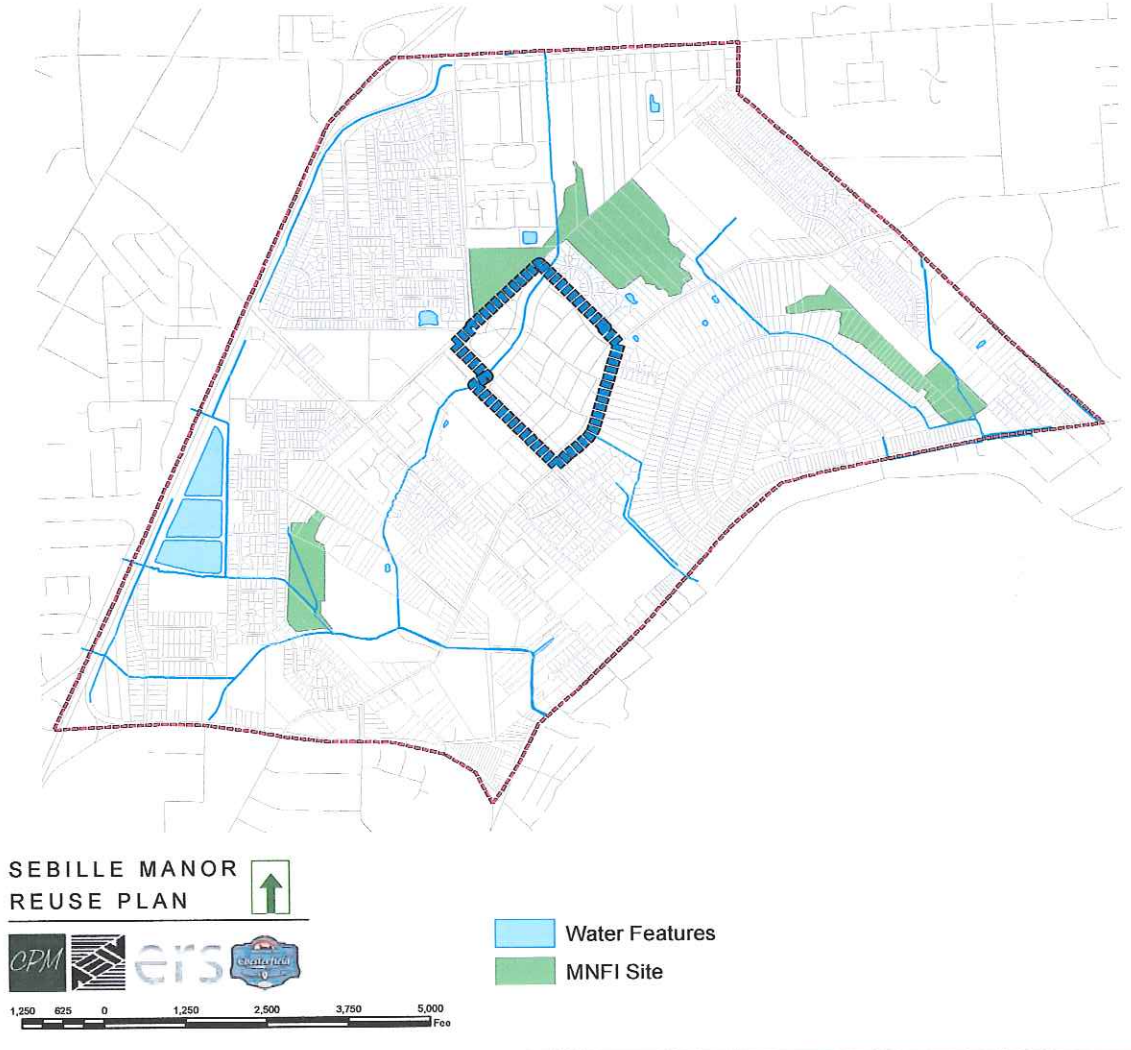


Illustration 21
100 Year Floodplain

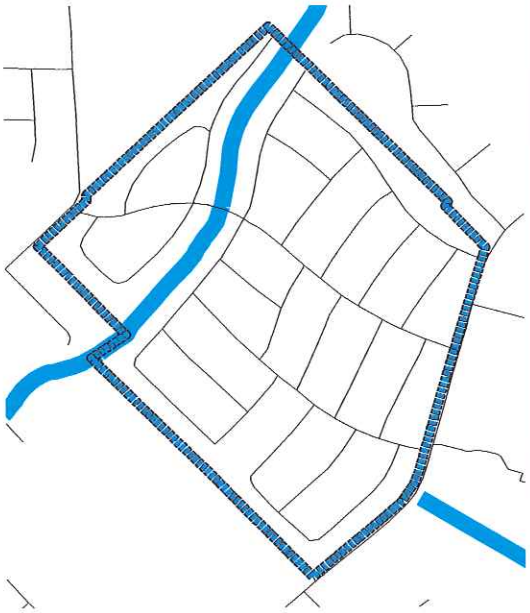


Illustration 22
Topography

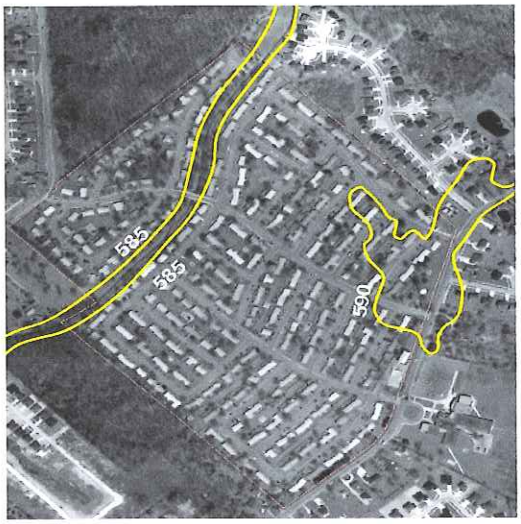


Table 4
Building Permits 2003-2007 (* through April of 2007)

Area	Year	Single Family	Two Family	Attach Condo	Multi Family	New Units	Demo Units	Net Total
Chesterfield Twp	2003	196	0	438	0	634	18	616
Chesterfield Twp	2004	243	0	420	0	663	18	645
Chesterfield Twp	2005	183	0	334	0	517	13	504
Chesterfield Twp	2006	87	0	34	0	121	11	110
*Chesterfield Twp**	2007	19	0	4	0	23	0	23
Macomb County	2003	3,133	2	1,932	203	5,270	204	5,066
Macomb County	2004	3,021	72	2,066	230	5,389	185	5,204
Macomb County	2005	2,291	60	1,742	120	4,213	213	4,000
Macomb County	2006	1,435	20	1,017	240	2,712	197	2,515
*Macomb County**	2007	162	4	54	0	220	13	207

The number of housing permits issued in Macomb County for 2006 fell to 2,515, a decrease of over 50% from 2003 and the lowest number of permits issued in a year since 1983. The housing slowdown in Macomb County is largely due to the decline of the automotive industry in Michigan and is representative of the State as a whole.

Market Analysis

A market study investigates how a particular piece of property will be absorbed, sold, or leased under current or anticipated market conditions. Typically such a study includes an analysis of the general class of property being studied.

For purposes of this study, the study recognizes the property use for single-family residential purposes with lot sizes consistent with the Township zoning designation of R-1-B (75' wide x 130' deep). This lot size and anticipated density is also consistent with the Township Master Plan. Historical data indicates average density yields of approximately 2.7 units per acre within the R-1-B Zoning District.

Outlook

Following years of strong growth, permits issued for construction of singlefamily homes and condos in nine counties in the region plummeted by over 75% in 2006. This is very much a reflection of the troubles in the auto industry, and how those concerns ripple from one sector to the next.

Each of the nine counties that make up southeastern Michigan saw double digit declines in new construction. Further compounding problems, rates on 30-year fixedrate mortgages reached their highest U.S. average since 2002. Data shows that the value of Michigan homes increased just 4% in 2005 compared to the national rate of 10% to 12%.

There is nothing on the horizon that would indicate that the economy will get back to its status in 1999. Local economists are of the opinion that in the short term there is no relief. In most areas the new housing markets have come to a standstill, developers are not moving forward with new subdivisions, purchase options on vacant land and improved building sites are being withdrawn and substantial amounts of money are being left on the table. Smaller builders are experiencing a limited number of sales, the price of new homes is falling, the used market is experiencing the highest level of available

PARK AND RECREATION NEED ANALYSIS

Introduction

This section of the Reuse Plan considers the Township's existing and anticipated recreation needs. For an area that experienced substantial residential growth, it is important to anticipate recreation needs of not only today, but well into the future. Park and recreation needs are considered from several vantage points, including acquisition, development, and redevelopment. For the purposes of this study, the following factors were considered in evaluating future needs:

- Comparisons to Michigan Department of Natural Resources parks and recreation planning standards.
- Detailed field surveys of each developed park and school site.
- Interviews with those individuals responsible for administering local recreation programs and the relationship with other recreation providers.

Collectively, these factors offer an overview of existing and anticipated recreation needs.

Recreation Acreage Needs

Because of the growth potential for Chesterfield Township, the park and recreation analysis needs to first consider whether or not there is enough developed or undeveloped park land to accommodate existing and future recreation needs. Additionally, the analysis should consider whether existing recreational sites are appropriately located to accommodate future recreation needs based on anticipated population levels and likely development patterns.

Recreation planning standards of the past generally recommended that local communities provide a core system of parks offering between 6 and 10 acres of developed open space per each 1,000 persons. Applying these standards to Chesterfield Township's 2006 estimated population of 44,917 persons, yields a current estimated demand of between 269 and 449 acres.

Based on the inventory of existing recreation sites identified in the previous chapter, the Township has a total public recreation inventory of approximately 278 acres. At first glance, it would appear that the Township has an adequate inventory of land available for recreation and open space purposes to satisfy existing and future needs. This initial conclusion may be valid if all 278 plus acres were developed exclusively as public park sites, which is not the case in Chesterfield Township. As noted earlier, the Township's recreation inventory includes a combination of public parks, the Civic Center, the Township Community Center and the wildlife sanctuary. While each of these sites serve a legitimate recreation function, to suggest that they alone adequately meet the Township's current needs is misleading. The Township clearly needs additional land and sites devoted exclusively for neighborhood and community-wide recreation purposes. In their current form, the previously described sites do not adequately fulfill this need.

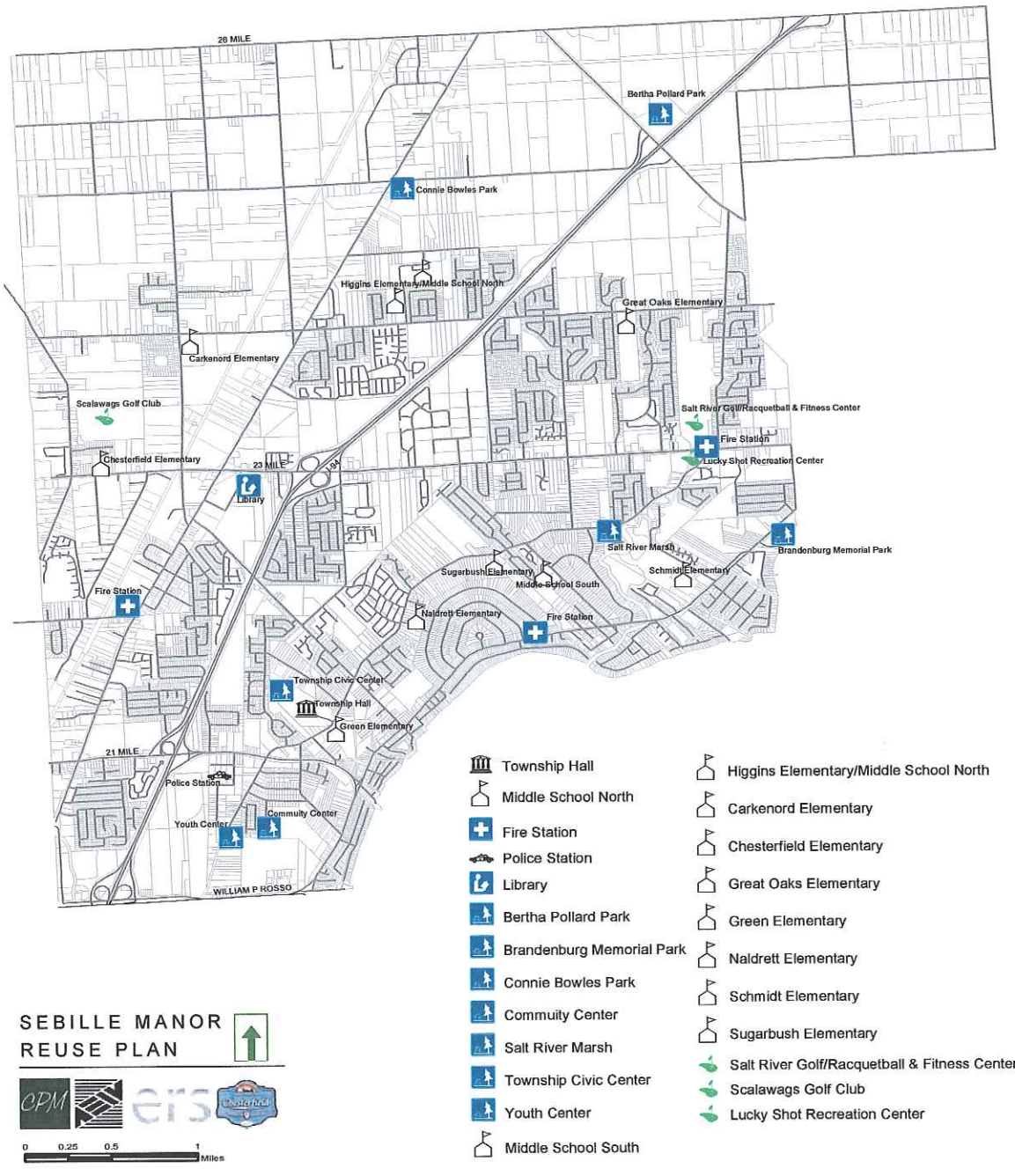
Locational Considerations

This analysis needs to consider more than the mere quantity of land available for park purposes. Equally important is the accessibility of parks for intended users. These locational considerations depend on the intended function or purpose the park is intended to serve and the physical characteristics of the community, including land use patterns and the transportation network.

Table 6
Chesterfield Township
Recreation Analysis

Park/Activity	Standard	Existing Number/Size (Municipal Only)	Deficiencies Number/Size 2006*
Basketball Court	1 court per 5,000 residents	4 courts	5 courts
Softball/ Baseball Diamond	1 diamond per 5,000 residents	10 diamonds	Not Deficient
Running Track	1 track per 20,000 residents	0 tracks	2 tracks
Swimming Pool	1 pool per 20,000 residents	0 pools	2 pools
Nature Trails	1 trail per region	1 trails	Not Deficient
Golf Courses • 9 hole standard • 18 hole standard • driving range	 • 1 per 25,000 residents • 1 per 50,000 residents • 1 per 50,000 residents	0 courses	 • 2 courses • 1 course • 1 course
Tennis Courts	1 court per 2,000 residents	2 court	20 courts
Volleyball	1 court per 5,000 residents	3 courts	6 courts
Field Hockey	1 per 20,000 residents	0 arenas	2 arenas
Multiple Recreation Court (Basketball, Volleyball, Tennis)	1 court per 10,000 residents	4 courts	Not deficient

Illustration 24
Local Recreational Facilities



Conclusion

It is apparent that the Sebille Manor site lies in area underserved with public park amenities. Deficiencies are clear based on service areas, but more importantly, the deficiencies are apparent when examining the densities of housing developments in the area.

The tables on the previous pages indicate a deficiency in recreational amenities in the parks, as well. The Township Parks and Recreation Department, Parks and Recreation Commission and the Township Board of Trustees will have to work together to coordinate financing and improvements between other undeveloped parks and Sebille Manor to accommodate the demand for facilities generated by the Township Residents.

SENIOR HOUSING ANALYSIS

Chesterfield Township, like most of America, is experiencing significant growth of its senior population. This demographic shift is due to a combination of longer life expectancies, declining birth rates, and the aging baby boomer generation. As shown herein, the Township's elderly population is growing at a remarkable rate. This generational tidal wave is inevitable and the implications will be significant and complex.

Demographic Analysis

It is necessary to rely on forecasted demographics to better understand the generational shift for Chesterfield Township and Macomb County. The Southeast Michigan Council of Governments' (SEMCOG) 2030 Regional Development Forecast (RDF) analyzes Chesterfield Township and Macomb County as it relates to current and future population trends. These numbers are utilized below to determine a likely growth pattern for our senior population. This population can then be viewed with regard to impacts on demand for senior housing.

Table 7
Population Change by
Age Cohort, 2000-2030
Chesterfield Township

Age Cohort	2000		2030		# Change	% Change	% Increase
Age 0-4	3,227	9%	4,408	7%	1,181	37%	-2%
Age 5-17	7,923	21%	12,286	20%	4,363	55%	1%
Age 18-34	9,294	25%	13,959	22%	4,665	50%	-3%
Age 35-64	14,486	39%	22,495	36%	8,009	55%	-3%
Age 65+	2,475	7%	9,001	14%	6,526	264%	7%
Total Population	37,405		62,149		24,744	66%	

APPENDICES

SEBILLE MANOR LRA SUB-COMMITTEE
MEETING MARCH 16, 2007

- Parks and Recreation presentation
- Historical plaque to be removed and placed elsewhere in Chesterfield
- Library presentation / 58,000 sq ft building and parking = 10 – 12 acres
- Playgrounds / natural park
- Upset with homeless, suppress to a small area if we need to accommodate
- Do a class action because it will drive down property values
- Scouting needs
- Coffee shop / sculpture garden / destination place!!!
- Buffer existing housing with more houses. No wholesale demolition
- Road access? Street connection between Donnor and Sugarbush should occur
- Low end housing near existing facilities
- Current master planning and zoning must be considered. Military housing does not conform with R1-B and R1-A. 90' x 150' lots
- Blend housing / parks/ library
- No low income housing!
- Do not save buildings
- Want high end homes!
- 9-hole golf course!
- Keep private sector out. Concerned about congestion!
- Baseball stadium!
- No police department!
- Swimming pool
- Cemetery!
- Homeless representative
- Education PBC

CHARTER TOWNSHIP OF CHESTERFIELD
COUNTY OF MACOMB, MICHIGAN
RESOLUTION NO. 2005-26

SEBILLE MANOR PROPERTY

A regular meeting of the Township Board of the Charter Township of Chesterfield, County of Macomb, Michigan held on December 19TH, 2005, at 7:00 p.m. Eastern Daylight Saving Time, in the Township Complex, located at 47275 Sugarbush Road, Chesterfield Michigan.

PRESENT: Supervisor Ellis, Clerk Smolarek, Treasurer Harris, Trustees: DeMuynck, Grivas, Hartman, Printz

ABSENT: None

The following preamble and resolution were offered by Harris and supported by Ellis .

WHEREAS, THE BRAC commission has recommended that Sebille Manor Apartments be made available to local communities for low-income housing developments or to local communities for recreational purposes. The Department of Defense would be handling the phase out of Sebille Manor.

WHEREAS, the Charter Township of Chesterfield establish by Board action an LRA Committee that would be responsible for working out the transfer of the land.

NOW, THEREFORE, BE IT RESOLVED that the Charter Township of Chesterfield Board of Trustees adopt a Resolution to establish the LRA COMMITTEE AND MAKE A RECOMMEDATION TO THE BOARD THE FIRST MEETING IN JANUARY FOR THE THREE MEMBER COMMITTEE.

RESOLUTION DECLARED ADOPTED.

AYES: Ellis, Smolarek, Harris, DeMuynck, Grivas, Hartman, Printz

NAYS: None

Jim Ellis, Supervisor

Kelly Jo Smolarek, Clerk

MEMORANDUM

Date: July 20, 2007

To: Patrick Meagher

From: Steve Rumple

Subject: SEBILLE MANOR WETLAND VERIFICATION

Per your request I have conducted a wetland verification of the Sebille Manor military housing development on Sugarbush Road in Chesterfield Township. The majority of the site is upland excluding the drain that runs through the back portion of the development. The drain itself has characteristics that likely meet the designation of a stream in the State of Michigan and is likely regulated by the Michigan Department of Environmental Quality. In addition, County drain agencies may also regulate this as an established drain.

The banks adjacent the drain are planted with turf grass and maintained (mowed) right up to water's edge. Because of this, no signs of wetland vegetation, and therefore wetland characteristics, were found to exist.

I do note that there appears to be signs of wetland vegetation off-site (adjacent the perimeter fence) in some locations. Because these were located off-site, a determination of their status was not conducted. It is my opinion, that outside of the drain limits, no regulated wetlands exist on site at this time.

This assessment is that of my professional opinion. The ultimate decision on wetland boundary locations and jurisdiction thereof rests with the MDEQ, local municipalities (where applicable), and in some cases, the Federal government. As a result, there may be adjustments to boundaries based upon review of a regulatory agency. Additionally, physical characteristics of the site can change with time, depending on weather, vegetation patterns, drainage, activities on adjacent parcels or other events.

Report on a Survey for Rare Plant Species at the Sebille Manor Property
Macomb County, Michigan
7/10/07

King & MacGregor Environmental Inc. conducted a site investigation of the Sebille Manor Military housing facility site on June 29, 2007 to look for any endangered, threatened, or special concern plant species that might occur on the property. The procedure utilized in this investigation was the *Guidelines for Conducting Endangered and Threatened Species Surveys* published by the Michigan Department of Natural Resources. Using the guidelines the site was thoroughly surveyed, a plant list was compiled, and photographs were taken.

The facility has served as a subdivision for military personnel and their families stationed at the Selfridge joint use military base for the past 50 years or so. The facility consists of single-story two unit homes with mowed lawns and ornamental plantings. No natural or un-maintained areas were observed. A county drain bisects the property. This drain was fenced off and all vegetation was maintained in a mowed condition.

The county drain had several inches of water at the time of the site visit. The flow was very slow. Minnows, green frogs, and turtles were present. The dominant plant species in the drain was leafy pondweed (*Potamogeton foliosus*). Also common were stonewort algae (*Chara* sp.) and filamentous green algae. The gradually sloping banks of the drain were mowed almost to the water's edge. Among the native plants growing at the edge were spikerush (*Eleocharis erythropoda*), rice cut-grass (*Leersia oryzoides*), water-plantain (*Alisma plantago-aquatica*), duck-potato (*Sagittaria latifolia*).

The attached plant list is divided into a) the county drain; b) the mowed embankments of the drain; and c) the trees and shrubs growing around the houses.

None of the 21 state-listed endangered, threatened, and special concern plant species reported by the Michigan Natural Features Inventory to occur in Macomb County was found on this site. This is to be expected, since the site lacks suitable habitats for rare plants.

William Brodovich
King & MacGregor Environmental, Inc.

Attachments: photographs and plant list

PLANT SPECIES LIST FOR SEBILLE MANOR

June 29, 2007

DESCRIPTION	SCIENTIFIC NAME	ENGLISH NAME	NATIVE?	WETL. IND.	WETL. IND. NO.	RELATIVE ABUNDANCE	GROWTH HABIT	COEFF. OF CONSERV.
County drain.	Algae	Filamentous Green Algae	Yes	[OBL]	-5	Locally Common	Herb	0
	Alisma plantago-aquatica (A. subcordatum)	Water-plantain	Yes	OBL	-5	Uncommon	Herb	1
	Chara sp.	Stonewort	Yes	[OBL]	-5	Common	Herb	2
	Eleocharis erythropoda	Red-foot Spikerush	Yes	OBL	-5	Frequent	Herb	4
	Leersia oryzoides	Rice Cut-grass	Yes	OBL	-5	Common	Herb	3
	Lythrum salicaria	Purple Loosestrife	No	OBL	-5	Uncommon	Herb	0
	Poa pratensis	Kentucky Bluegrass	No	FAC-	1	Occasional	Herb	0
	Polygonum persicaria	Lady's-Thumb	No	FACW	-3	Occasional	Herb	0
	Potamogeton foliosus	Leafy Pondweed	Yes	OBL	-5	Abundant	Herb	4
	Rumex crispus	Curly Dock	No	FAC+	-1	Uncommon	Herb	0
	Sagittaria latifolia	Broad-leaved Arrowhead	Yes	OBL	-5	Uncommon	Herb	1
	Count: 11			**Average:**	**-3.91**		**Average:**	**1.4**
Mowed embankment of county drain.	Plantago lanceolata	English Plantain	No	FAC	0	Occasional	Herb	0
	Plantago major	Common Plantain	No	FAC+	-1	Frequent	Herb	0
	Poaceae	Grass				Abundant	Herb	
	Prunella vulgaris	Self-Heal	No	FAC	0	Occasional	Herb	0
	Salix discolor	Pussy Willow	Yes	FACW	-3	Uncommon	Shrub	1
	Solanum dulcamara	Bittersweet Nightshade	No	FAC	0	Uncommon	Herb	0

PLANT SPECIES LIST FOR SEBILLE MANOR

June 29, 2007

DESCRIPTION	SCIENTIFIC NAME	ENGLISH NAME	NATIVE?	WETL. IND.	WETL. IND. NO.	RELATIVE ABUNDANCE	GROWTH HABIT	COEFF. OF CONSERV.
Mowed embankment of county drain.	Taraxacum officinale	Common Dandelion	No	FACU	3	Uncommon	Herb	0
	Trifolium hybridum	Alsike Clover	No	FAC-	1	Occasional	Herb	0
	Trifolium repens	White Clover	No	FACU+	2	Common	Herb	0
	Ulmus americana	American Elm	Yes	FACW-	-2	Uncommon	Tree	1
	Vitis riparia	Riverbank Grape	Yes	FACW-	-2	Uncommon	Vine	3
	Count: 11			**Average:**	**-0.20**		**Average:**	**0.5**
Trees, shrubs, and herbaceous ornamentals growing around houses.	Acer platanoides	Norway Maple	No	[UPL]	5	Occasional	Tree	0
	Acer rubrum	Red Maple	Yes	FAC	0	Occasional	Tree	1
	Acer saccharinum	Silver Maple	Yes	FACW	-3	Occasional	Tree	2
	Acer saccharum	Sugar Maple	Yes	FACU	3	Uncommon	Tree	5
	Amelanchier arborea	Serviceberry	Yes	FACU	3	Uncommon	Tree	4
	Cercis canadensis	Redbud	Yes	FACU	3	Uncommon	Tree	8
	Cornus florida	Flowering Dogwood	Yes	FACU-	4	Uncommon	Tree	8
	Fagus grandifolia	Beech	Yes	[FACU+]	2	Uncommon	Tree	6
	Forsythia suspensa	Forsythia	No	[UPL]	5	Occasional	Shrub	0
	Fraxinus pennsylvanica	Red Ash	Yes	FACW	-3	Occasional	Tree	2
	Gleditsia triacanthos	Honey Locust	Yes	FAC	0	Occasional	Tree	8
	Juniperus scopulorum	Rocky Mountain Juniper	No	[UPL]	5	Uncommon	Tree	0
	Larix laricina	Tamarack	Yes	FACW	-3	Occasional	Tree	5

PLANT SPECIES LIST FOR SEBILLE MANOR

June 29, 2007

DESCRIPTION	SCIENTIFIC NAME	ENGLISH NAME	NATIVE?	WETL. IND.	WETL. IND. NO.	RELATIVE ABUNDANCE	GROWTH HABIT	COEFF. OF CONSERV.
Trees, shrubs, and herbaceous ornamentals growing around houses.	Malus pumila	Apple	No	[UPL]	5	Occasional	Tree	0
	Parthenocissus inserta	Thicket Creeper	Yes	FACU	3	Uncommon	Vine	4
	Picea abies	Norway Spruce	No	[UPL]	5	Uncommon	Tree	0
	Pilea pumila	Dwarf Clearweed	Yes	FACW	-3	Occasional	Herb	5
	Pinus nigra	Austrian Pine	No	[UPL]	5	Uncommon	Tree	0
	Pinus sylvestris	Scotch Pine	No	[UPL]	5	Uncommon	Tree	0
	Platanus occidentalis	Sycamore	Yes	FACW	-3	Uncommon	Tree	7
	Populus alba	White Poplar	No	[UPL]	5	Uncommon	Tree	0
	Populus deltoides	Cottonwood	Yes	FAC+	-1	Occasional	Tree	1
	Potentilla fruticosa	Shrubby Cinquefoil	Yes	FACW	-3	Occasional	Shrub	10
	Prunus cerasifera	Cherry Plum	No	[UPL]	5	Occasional	Tree	0
	Prunus serotina	Black Cherry	Yes	FACU	3	Uncommon	Tree	2
	Pyrus calleryana	Callery Pear	No	[UPL]	5	Uncommon	Tree	0
	Quercus bicolor	Swamp White Oak	Yes	FACW+	-4	Occasional	Tree	8
	Quercus palustris	Pin Oak	Yes	FACW	-3	Uncommon	Tree	8
	Quercus velutina	Black Oak	Yes	[UPL]	5	Uncommon	Tree	6
	Robinia pseudoacacia	Black Locust	No	FACU-	4	Uncommon	Tree	0
	Syringa vulgaris	Common Lilac	No	[UPL]	5	Occasional	Shrub	0
	Taxus xmedia	Hybrid Yew	No	[UPL]	5	Uncommon	Tree	0
	Thuja occidentalis	White Cedar	Yes	FACW	-3	Occasional	Tree	4

PLANT SPECIES LIST FOR SEBILLE MANOR

June 29, 2007

DESCRIPTION	SCIENTIFIC NAME	ENGLISH NAME	NATIVE?	WETL. IND.	WETL. IND. NO.	RELATIVE ABUNDANCE	GROWTH HABIT	COEFF. OF CONSERV.
Trees, shrubs, and herbaceous ornamentals growing around houses.	Tilia americana	Basswood	Yes	FACU	3	Occasional	Tree	5
	Ulmus parvifolia	Chinese Elm	No	[UPL]	5	Uncommon	Tree	0
	Count: 35			**Average:**	**1.97**		**Average:**	**3.1**