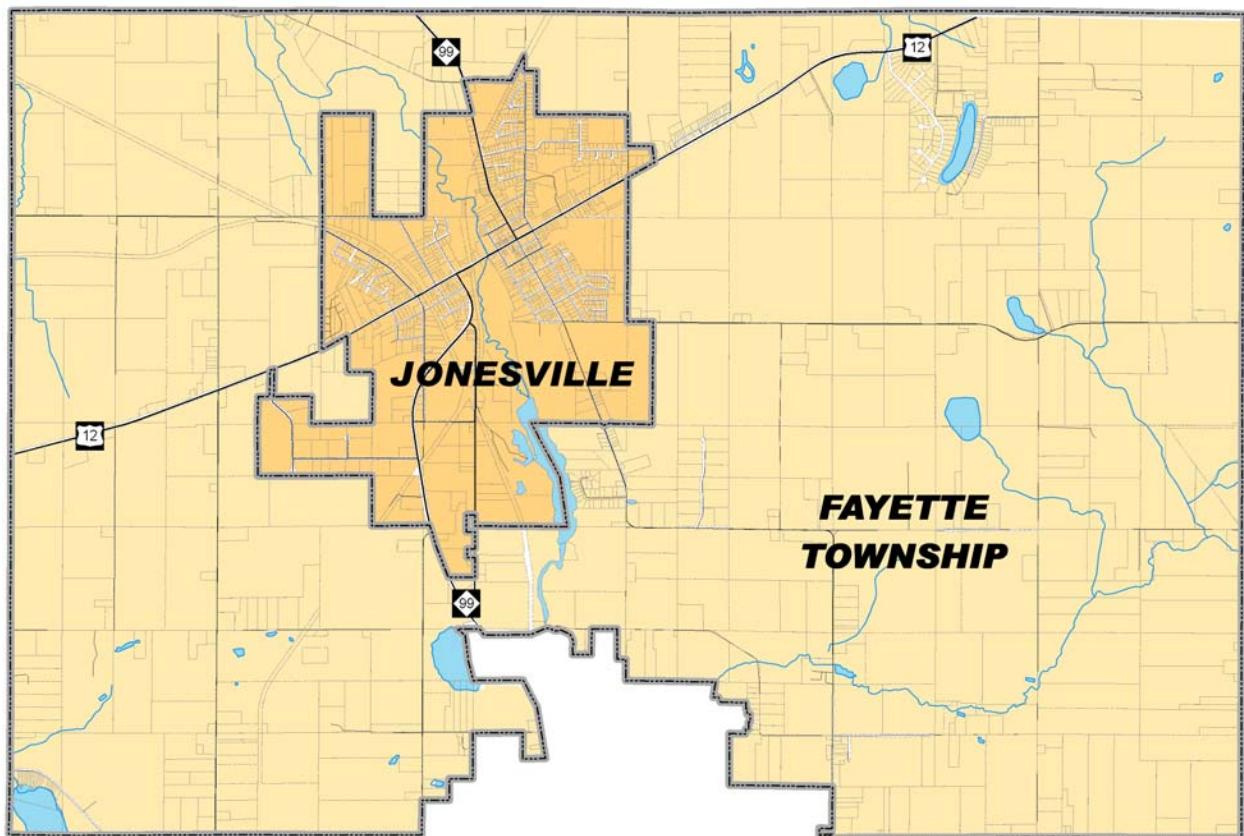


Village of Jonesville & Fayette Township Joint Master Plan



2010 Edition

The 2010 edition of the Village of Jonesville & Fayette Township Joint Master Plan was approved by the Village of Jonesville Planning Commission on _____.

Chairperson

The 2010 edition of the Village of Jonesville & Fayette Township Joint Master Plan was approved by the Jonesville Village Council on _____.

Village Clerk



The 2010 edition of the Village of Jonesville & Fayette Township Joint Master Plan was approved by the Fayette Township Planning Commission on _____.

Chairperson

The 2010 edition of the Village of Jonesville & Fayette Township Joint Master Plan was approved by the Fayette Township Board on _____.

Township Clerk

Village of Jonesville
& Fayette Township
Joint Master Plan

2010 Edition

Prepared by:
Village of Jonesville Planning Commission
Fayette Township Planning Commission

With assistance from:
Region 2 Planning Commission Staff

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Joint Master Plan

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Joint Master Plan

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EXECUTIVE SUMMARY

Local governments have a responsibility to plan because the process provides an opportunity to develop an overall vision for future development. Fayette Township and the Village of Jonesville have committed to plan together because of their mutual interdependence. Both jurisdictions will use this document to guide zoning decisions and plan for capital improvements. Plan implementation is the responsibility of the planning commissions and zoning boards of appeal of both local governments as well as the Village Council and Township Board.

Development of the 2010 edition of the Village of Jonesville & Fayette Township Joint Master Plan is simply the most recent example of the two jurisdictions joining together for the purposes of planning. For example, both local governments also cooperated in the development of a previous edition of this document and a joint recreation plan. The jurisdictions have also joined with Hillsdale Township and the City of Hillsdale to form the Hillsdale Regional Planning Area.

Community Characteristics

This document provides a summary of the social and physical characteristics of the Jonesville area. The information is helpful in planning for the future and can also be used to promote the general area for appropriate development. For example, the land is gently rolling and woodlands, farmland, and open space define much of its character. The St. Joseph River flows through the Village and Township and lakes, creeks, and wetlands also grace the landscape. The population of Fayette Township, including Villagers, was 3,350 in 2000. Approximately three-quarters of the Township's households were located in Jonesville that year and families comprised the majority of households. Owner-occupied single-family homes also comprised the majority of housing units. Approximately two-thirds of adult residents participated in the labor force in 2000.

Public Services

This document also provides a summary of the public services available to area residents. For example, Jonesville Community Schools educate the majority of area children and are a primary provider of recreation facilities and services along with the Village. A good network of roads and streets serves the area and many of the Village's main streets include sidewalks. The area is protected by a variety of local, county, and state law enforcement agencies and a local fire de-

partment. The Village maintains water and wastewater systems which serve its residents and businesses. The Township and Village cooperate with each other, as well as other local jurisdictions, in a variety of planning and economic development efforts which benefit the area.

Vision and Goals

The information summarized above was used to develop the following vision:

Working cooperatively, the Jonesville/Fayette Area will be defined by its mix of village and rural qualities as created by the distinctive small town character of the Village of Jonesville and the rural, agricultural surroundings of Fayette Township.

The joint master plan also contains various goals and objectives designed to implement the vision. They can be grouped into the following categories:

- community character
- residential development
- farmland preservation
- natural features
- downtown development
- business and development
- community facilities and services
- community cooperation

Future Land Use

The land uses which will comprise the area in the future are also planned. A mix of rural and urban land uses are accommodated. Urban uses are planned for Jonesville and those areas of the Township adjacent to the Village and the City of Hillsdale. Rural uses predominate in the majority of the Fayette Township. A zoning plan provides the linkage between the future land use plan and the zoning ordinance. Defining this relationship will help Fayette Township and the Village of Jonesville to implement the Joint Master Plan.

CHAPTER 1 INTRODUCTION

Why Plan?

Municipalities have a vested interest in developing master plans. The master planning process provides an opportunity for municipalities to develop an overall vision and to conduct a comprehensive review of their facilities and services. A successful Plan also contributes to the public understanding of the planning process and describes how its goals are to be achieved.

The Michigan Planning Enabling Act (PA 33 of 2008, MCL 125.3801-125.3883) requires each planning commission to prepare and adopt a “master plan as a guide for development within the planning jurisdiction.” The MPEA authorizes a planning commission to “do all of the following, as applicable:

- Make careful and comprehensive surveys and studies of present conditions and future growth within the planning jurisdiction with due regard to its relation to neighboring jurisdictions;
- Consult with representatives of adjacent local governments in respect to their planning so that conflicts in master plans and zoning may be avoided;
- Cooperate with all departments of the state and federal governments and other public agencies concerned with programs for economic, social, and physical development within the planning jurisdiction and seek maximum coordination of the local unit of government’s programs within these agencies.”

Fayette Township and the Village of Jonesville recognized their mutual interdependence and decided to fulfill this charge cooperatively by drafting a joint master plan (which was then adopted individually by both jurisdictions). This document is the second edition of the Village of Jonesville and Fayette Township Joint Master Plan. The MPEA allows planning commissions to “meet with other governmental planning commissions or agency staff to deliberate” while developing a master plan. The Township and Village also participate in a regional planning group along with the City of Hillsdale and Hillsdale Township. The activities of that group also contributed to this document.

What is a Master Plan?

A master plan provides a framework within which the Township and the Village evaluate their present condition and develop a vision for the future. The master plan also serves as the guiding document for land use, development, and zoning decisions in both municipalities. A well-designed and implemented plan which is kept up-to-date will help the Jonesville area to become a highly desirable community in which to live, work, and visit.

Master Plan Principles

Before using the master plan to guide future development, it is important to understand some of the basic principles upon which it is based:

- **The Plan is flexible** — The document is not meant as a monument cast in stone, never to be adjusted or changed. The plan is a general guide to be used by the government to give direction for the future of the Jonesville area. It should be reviewed periodically and altered as general conditions in the community change.
- **The Plan allows for orderly development** — The land use allocations reflected in the plan are based upon the best available projections of future population levels for the Jonesville area. The plan must realistically provide sufficient land area to meet the anticipated needs and demands of our residents and businesses, while at the same time protecting the overall quality of life and the physical environment. While the document does not require a use which might provide the greatest amount of return on investment in land, it does require that property owners receive a reasonable return on their investments.
- **The Plan must encourage public understanding and participation** — The plan should be written in a way that aids public understanding of the planning process and describes how goals for the Jonesville area are to be achieved.
- **The Plan must be the result of a general consensus of the community** — Plan elements must be clearly understood by all and followed consistently to minimize the possibility of arbitrary decision making. A clear consensus is needed during the planning process to ensure that the Plan will be followed.
- **The Plan must balance property rights** — The law requires that all property owners be granted a reasonable use of their property. This includes the rights of adjoining property owners to enjoy their property.
- **The Plan is not a zoning map** — The document reflects the planned use of land, taking into consideration existing development, but does not depict a "new" zoning district map. Since the plan and zoning map are intended to be in reasonable harmony, it is likely that future zoning districts will take the shape of the plan as rezoning requests are received and reviewed by each community.
- **Zoning is not a substitute for a Master Plan** — The plan is a long range guide for community development. Zoning approvals are specific to a piece of property and are always attached to the land. They may not be restricted to an individual. Zoning approvals are always permanent, unless the use itself is temporary in nature.
- **Deviation from the Plan puts zoning decisions at risk of invalidation** — Zoning decisions that are not based upon the plan risk invalidation if faced with a legal challenge. Decisions made on the basis of the document may be afforded additional va-

lidity, since the decision was not made in an arbitrary fashion, but follows a rational plan for the Jonesville area.

Future Land Use and Zoning

The heart of the master plan is its depiction and descriptions for future land use. Determining the future use of land should be based on several factors, including:

- Community character
- Adaptability of land
- Community needs
- Available services
- Existing development
- Existing zoning

The connection between the master plan and the zoning ordinances of the Township and Village is often misunderstood. Accordingly, the relationship between the plan's future land use map and the zoning maps is a critical one. That link is established through the zoning plan element of the master plan.

Use of the Master Plan

Completion of the master plan is not the end of the planning process. Continuous and effective use of a Plan is necessary to ensure its validity. Failure to follow a Plan may discredit any attempt to use it as a defense for actions which may be challenged by property owners or developers.

Likewise, consistent and vigorous use of a Plan will lend credibility to the community's implementation of controversial decisions on zoning actions. While state courts do not normally recognize the absolute authority of a master plan, they do lend more credibility to actions supported by careful planning than those which appear to be made arbitrarily. The more common uses of the master plan include:

- **Zoning Decisions** — Since the master plan determines the future use of land, rezoning decisions should be consistent with its provisions. This is not to say that all rezonings that are consistent with the future land use map should automatically be approved. However, if all of the preconditions of the Master Plan are met, approval of the request may logically be forthcoming.

On the other hand, a rezoning request different from that shown in the plan should not automatically be rejected, particularly if the Plan has not been reviewed in some time. Instead, each request should be evaluated to see if the conditions originally considered when the plan was adopted have changed. If so, the plan may deserve reconsideration (but need not necessarily be changed).

- **Utility Extensions/Capital Improvements** — A useful function of the master plan is its designation of land use intensity when evaluating the need for improved utilities, new roadways, new public buildings, and other public improvements. This information may be included in a Capital Improvement Plan (CIP). The CIP is a six-year plan, updated annually, for capital expenditures necessary to implement the plan.

Development of the CIP is the responsibility of the planning commissions, with considerable input from the municipal staffs (e.g., engineers, planners, administrators, etc.) and the township board and village council. Its principal elements include project names, descriptions, costs, priorities, years to be completed or begun, and potential or planned funding sources. This information provides property owners with some assurance that improvements necessary to implement the Plan are forthcoming, and shows a general schedule of those improvements.

- **Environmental Impact** — The master plan (as a reflection of the intensity of land use) should reflect the degree to which the Jonesville area desires to protect its environment and natural features. The plan should establish that value to the community and propose steps to implement the appropriate regulations.
- **Recreation Planning** — The master plan (through the provision of future residential lands) will create a need for recreation/open space land. The master plan can assist in the setting of priorities for park development. For example, parks and recreation plans pay special attention to the goals and objectives of the master plan. If additional recreation services are called for in the plan, these services may be noted in the parks and recreation plan.

A review of Future Land Use is also important. If a Master Plan indicates that substantial new residential development will be forthcoming in a particular area, some indication should be made for the need to acquire and develop additional park land. However, the Future Land Use Map cannot indicate specific properties as park land, unless the land is in public ownership, or steps are already well underway to acquire that property.

In order to qualify for grant programs at the state level, or federal grants administered at the state level, the Michigan Department of Natural Resources requires that the Jonesville area have a current (no more than 5 years old) parks and recreation plan. The current edition of the Village of Jonesville and Fayette Township Joint Recreation Plan is effective through December 31, 2013.

- **Approval of a public way, space, building or structure** — An often overlooked provision in state law is a requirement that the Township and Village planning commissions review any new street, park acquisition, public building, or other similar easement, street, or use, *shown in the master plan*, prior to any positive actions taken to implement such improvement. This ensures that the proposed improvement is in

compliance with the provisions of the master plan. Although a denial may be overruled by the controlling authority, the review is still required.

- **Transportation Improvements** — There is a clear relationship between transportation improvements and land use. As development proceeds, the need for new or improved roadways becomes obvious. By measuring the intensity of future development shown in the Master Plan, transportation planners can estimate needed rights-of-way widths, number of lanes, and the level of necessary access management.

Keeping the Plan Current

An outdated Plan that is not frequently reviewed can weaken decisions based upon the document. The Township and Village planning commissions should conduct an annual review of the Plan to ensure that it is kept current. Any amendments to the Plan can be done at that time to keep it up to date and consistent with community philosophies. For example, some goals may have been achieved and new ones need to be established. Where uses have been approved contrary to the plan, the document should be amended to reflect these changes. By routinely following this procedure, the Master Plan will continue to be an up-to-date and reliable planning tool.

How Did the Plan Develop?

This document is the second edition of the Village of Jonesville and Fayette Township Joint Master Plan. The first edition of the document was used as the starting point for this edition of the Joint Plan.

Throughout the plan development process, citizen participation was actively sought. Citizen participation is extremely important to the success of almost any planning effort. Citizen participation helps guarantee that the vision outlined for the future of the Jonesville area accurately reflects the true goals of its residents. Direct and indirect public input opportunities included:

- Joint meetings of the Township and Village planning commissions where the Joint Plan was included on the agenda (open to the public);
- Various meetings among local officials and staff;
- A public hearing on the Joint Master Plan.

Who Will Implement the Plan?

Three distinct bodies in the Township and Village are charged with planning and zoning: the planning commission, the zoning board of appeals, and the legislative body. All of their decisions and recommendations should be based upon the Joint Master Plan. Decisions not based upon the Joint Plan should trigger the review and possible amendment of the document.

Planning Commissions

Development and approval of the Joint Master Plan is an important responsibility of the Township and Village planning commissions. Both commissions are charged with the development of zoning and other ordinances (over which either the Village Council or Township Board have final authority). In this capacity, both commissions met jointly to develop the Joint Master Plan. Both commissions also recommend approval or rejection of requests to either the Township Board or Village Council for rezonings and various other zoning proposals.

Zoning Board of Appeals

The zoning boards of appeals (ZBA) in both jurisdictions decide dimensional variance requests (e.g., setback requirements). Both ZBAs also make official interpretations of their zoning ordinance when the meaning or intent of the legislation is not clear. ZBA decisions are final. Appeals are made to the circuit court.

Village Council and Township Board

As the legislative bodies for the Village and Township, the Village Council and Township Board are responsible for the passage of all municipal ordinances, including the zoning ordinance and other planning-related legislation. They also appoint members to the planning commission and the ZBA serving their jurisdiction.

Other Planning Efforts

Municipal staff and other municipal committees may also undertake planning efforts on their own or in conjunction with the planning commissions. These planning efforts may include housing, key transportation corridors, historical districts, and the other plans. Future updates to those plans should complement the goals of the Joint Master Plan. In turn, those documents should be consulted whenever the Joint Plan is amended or a new plan is adopted. This consultation should also extend to regional planning efforts.

CHAPTER 2

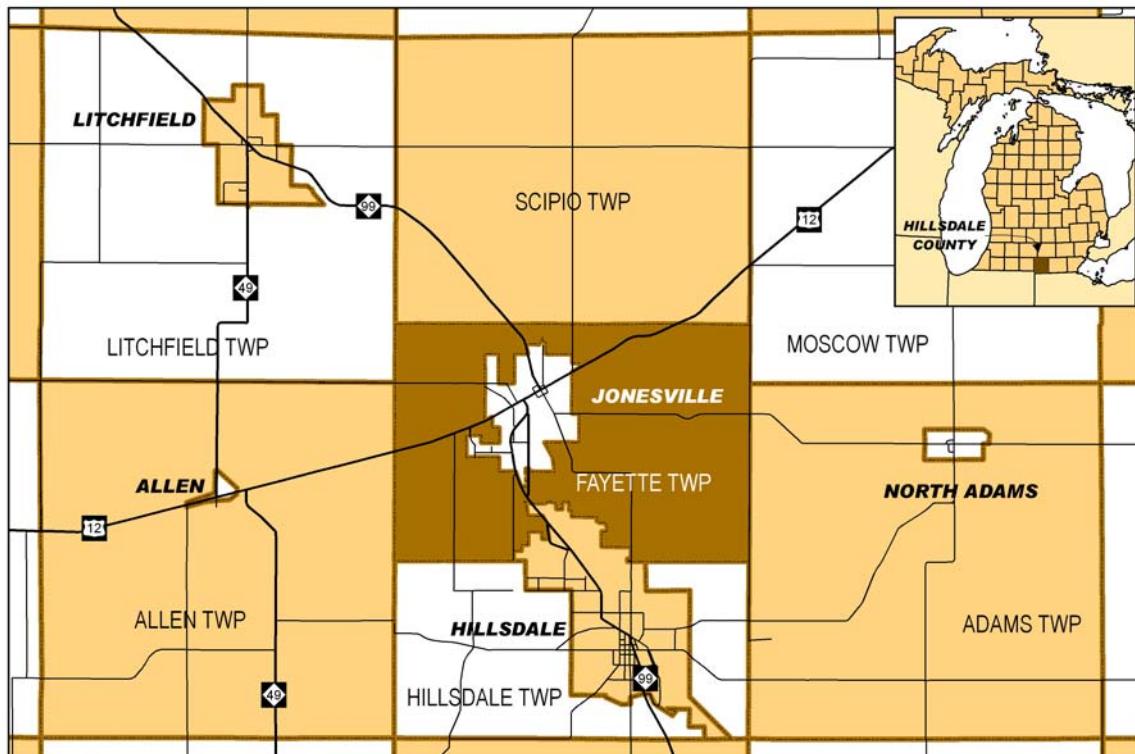
OUR COMMUNITY

The Village of Jonesville and Fayette Township are defined by the social and physical fabric of both municipalities and the surrounding area. These combined elements provide a ‘picture’ of the general area that helps identify the planning issues that must be addressed.

Location

The Village of Jonesville and Fayette Township are located in the northwest quadrant of Hillsdale County (please see the Location Map). Fayette Township encompasses Jonesville, and the City of Hillsdale is located directly to the south (please see the Base Map). The Townships of Adams, Allen, Hillsdale, Litchfield, Moscow, and Scipio also border Fayette Township. The City of Litchfield and the Villages of Allen and North Adams are also nearby. Hillsdale County is located in south-central Lower Michigan, where the States of Indiana, Michigan, and Ohio meet. Adrian, Battle Creek, Coldwater, and Jackson, Michigan and Angola and Fort Wayne, Indiana are also easily accessible to Village and Township residents.

Location Map



Natural Features

The lay of the land (topography) and the presence of aquatic resources, woodlands, and other resources help make the Village and Township unique.

Topography

The topography of the area is gently rolling, ranging between 1,050 and 1,230 feet above sea level. Greater contour changes throughout the area may be found along the St. Joseph River, which flows in a southeast–northwest direction through the center of the Village of Jonesville (please see Topography Map).

Topographic relief can provide visual interest to otherwise ordinary development projects. Small hills and ravines can be used to separate different, incompatible land uses, and can provide appealing views. Since the elevation differences within most of the area are not generally severe, preservation of existing topography should be readily accommodated in most locations. When reviewing individual development proposals, the topography of the site should be respected and utilized to the advantage of the development of the site.

Aquatic Resources

The lakes, rivers, and wetlands within the area, and the local watersheds and groundwater sources which feed them, comprise the aquatic resources available to Village and Township residents.

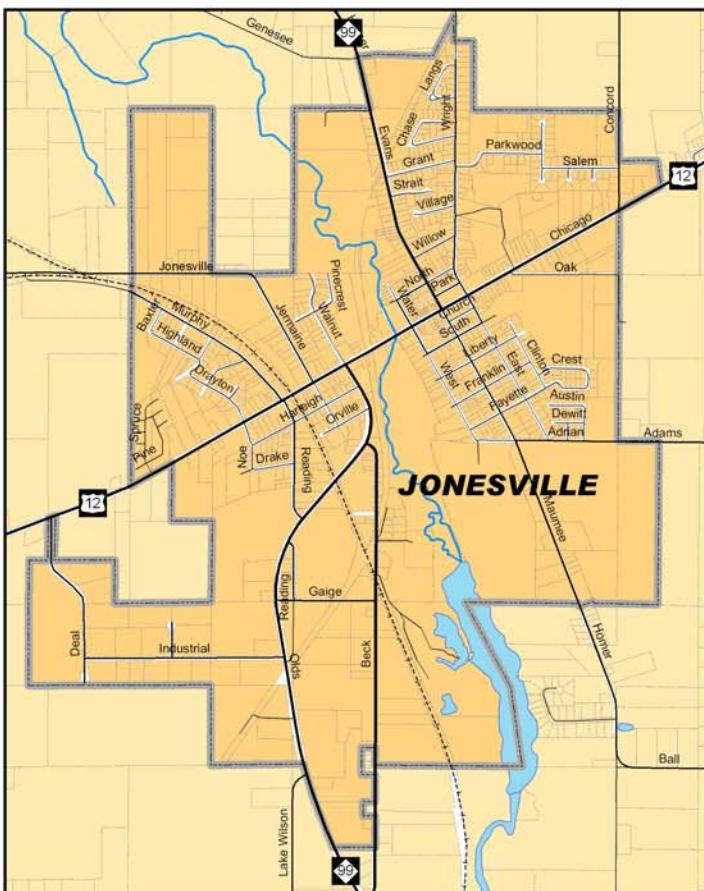
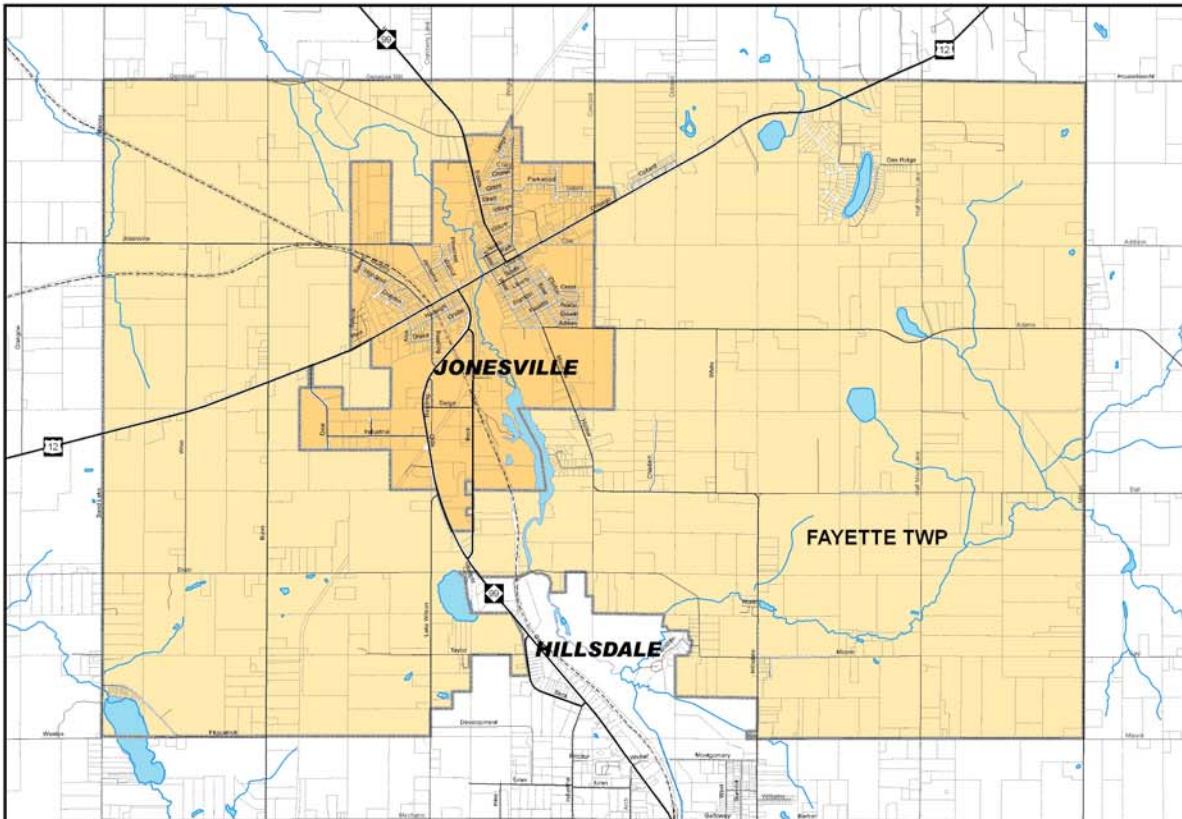
Lakes and Watercourses

Many of the areas around the lakes, rivers, and creeks within the Village and Township are ecologically fragile (please see Hydrology Map). The manicured lawns, boat docks, and other uses of developed lakefront and riverfront properties have compromised these sensitive areas and land fronting on water continues to be in great demand. At the same time, seasonal waterfront homes and cabins often transition into year-round residences, increasing their environmental impact.

Fortunately, a substantial amount of undeveloped frontage remains. The Township in particular may wish to institute measures that would protect undeveloped shorelines from the same fate that often overtakes inland lakes and rivers in Michigan.

Wetlands

Wetlands are defined by the State of Michigan as "land characterized by the presence of water at a frequency and duration sufficient to support—and that under normal circumstances does support—wetland vegetation or aquatic life, and is commonly referred to as a bog, swamp, or marsh." Wetlands in Jonesville and Fayette Township are located principally along the St. Joseph River, mostly in conjunction with existing floodplains. Other wetlands are located along the river's tributaries as well as around area lakes (please see Hydrology Map).



LEGEND

MUNICIPAL LIMITS

PARCELS

VILLAGE

TOWNSHIP

TRANSPORTATION

HIGHWAYS

MAIN ROADS

LOCAL ROADS

RAILROADS

WATER

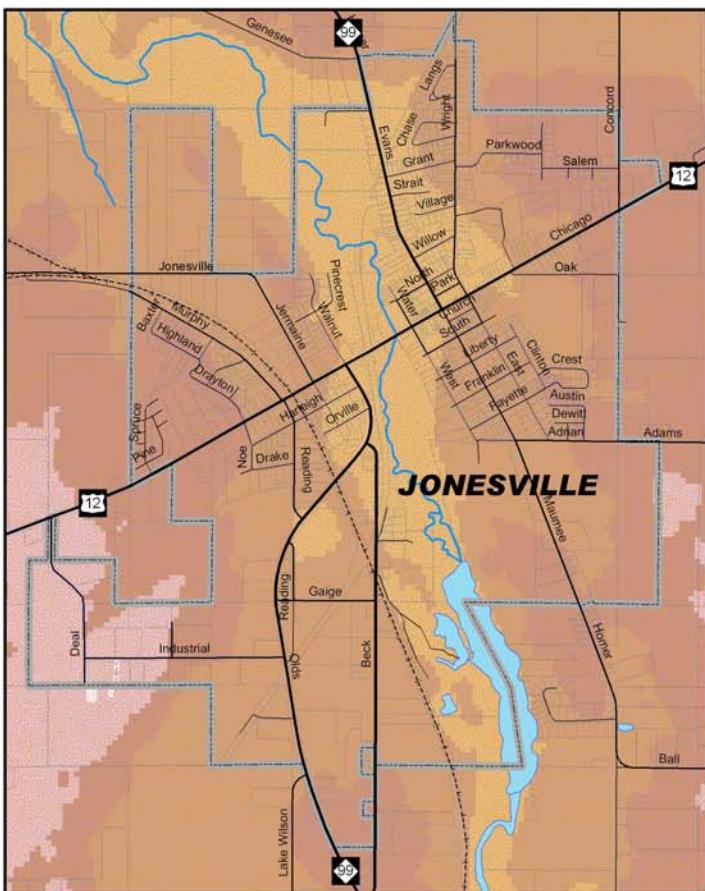
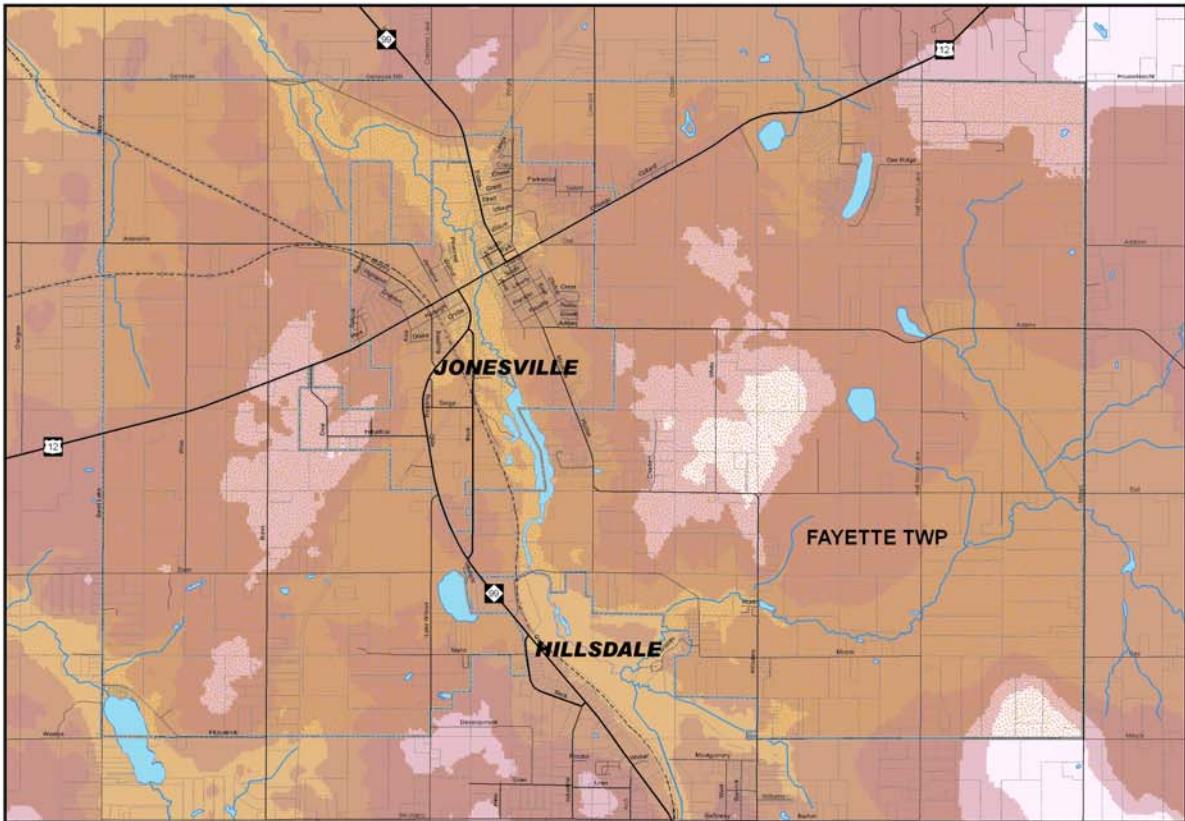
LAKES & PONDS

RIVERS & STREAMS

VILLAGE OF JONESVILLE
AND FAYETTE TOWNSHIP

BASE MAP





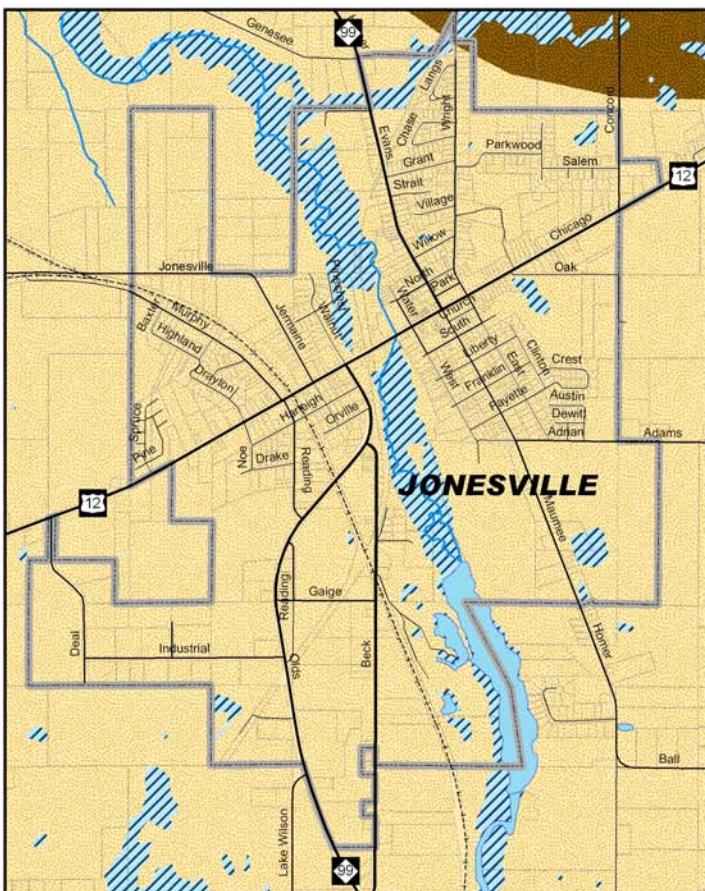
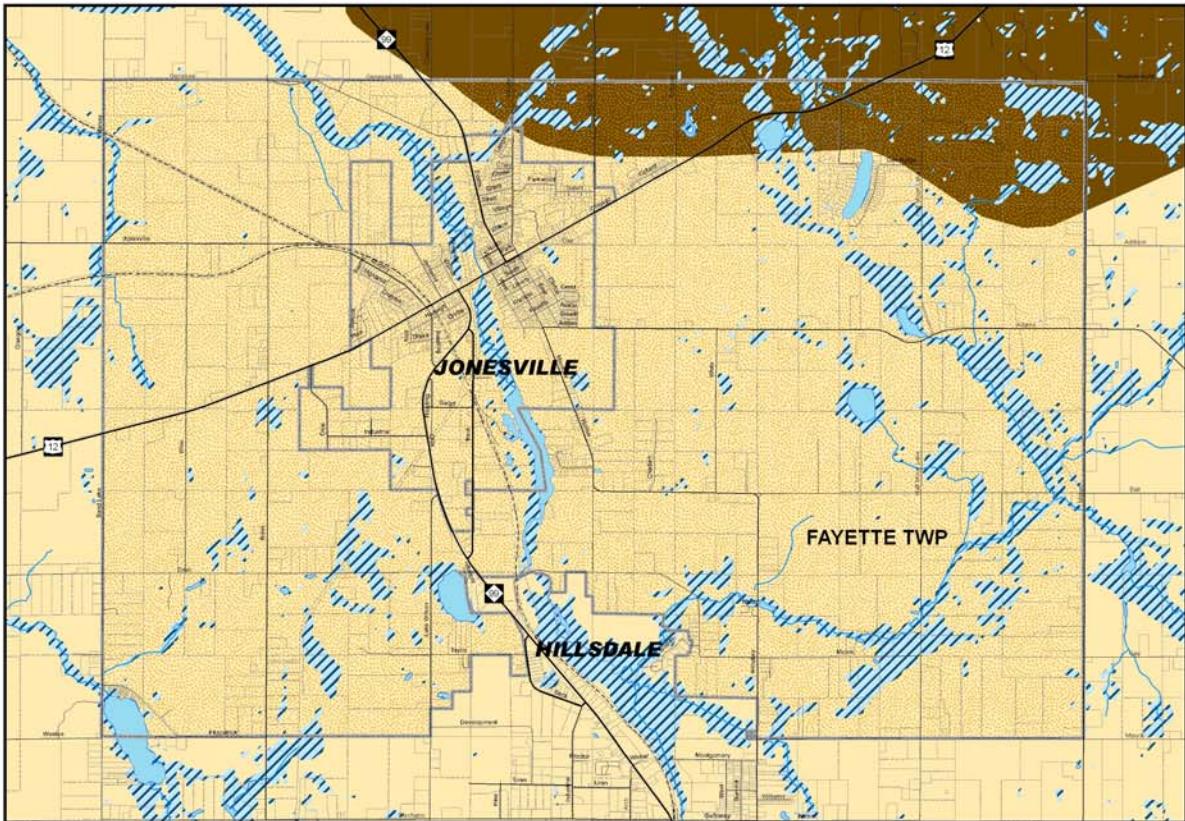
LEGEND

	LOW
	HIGH
	MUNICIPAL LIMITS
	PARCELS
	VILLAGE & TWP

VILLAGE OF JONESVILLE
AND FAYETTE TOWNSHIP

TOPOGRAPHY





LEGEND

- LAKES & PONDS
- RIVERS & STREAMS
- WETLANDS
- KALAMAZOO WATERSHED
- ST. JOSEPH WATERSHED
- MUNICIPAL LIMITS
- PARCELS
- VILLAGE & TWP

VILLAGE OF JONESVILLE
AND FAYETTE TOWNSHIP

HYDROLOGY



With an increased awareness of ecological values, attitudes towards wetlands are changing. Once considered wastelands or sources of mosquitoes, flies, and unpleasant odors, scientists have discovered that wetlands are valuable natural resources that provide many important benefits to people and their natural environment.

Among the qualities that wetlands can add to development are:

- Helping control storm water and floods
- Improving water quality through filtration of pollutants
- Serving as groundwater recharge areas
- Controlling erosion
- Providing critical habitat for wildlife
- Providing open space and aesthetic value

Significant wetlands in Michigan are protected by Part 303, Wetlands Protection, of the Natural Resources and Environmental Protection Act (PA 451 of 1994). This act places restrictions on, and in some cases prohibits, dredging, filling, and/or development within a wetland that is above the ordinary high water mark of a lake and stream. Wetlands which are contiguous to a lake or stream are regulated regardless of their size. Non-contiguous wetlands (isolated from lakes or streams) are regulated by permit only if they are greater than five acres in size, or if designated as essential by the State, regardless of size. The Michigan Department of Environmental Quality (MDEQ) is responsible for reviewing development plans and requests for permits in wetland areas. Site determinations consider the following:

- Location of a proposed project in relation to mapped wetlands
- Existing soil types and vegetation
- Depth to the water table

Prior to the approval of site plans and other zoning approvals, the planning commissions of both municipalities should request the results of a wetlands determination —when considered necessary— in order to discover the impacts of the proposal on existing wetlands.

Watersheds

The geographic area which drains storm water into a watercourse —and the water bodies and smaller watercourses that feed it— is defined as a watershed. Non-point source pollutants enter water bodies and watercourses via the storm water runoff. The Kalamazoo Watershed drains the northeastern border of Fayette Township. The St. Joseph Watershed drains the majority of the Township and the Village. Both watersheds eventually drain into Lake Michigan (please see Hydrology Map).

Non-Point Source Pollution

One of the greatest threats to the quality of water bodies and watercourses is the overall quality of their surface waters. Of these threats, the greatest is non-point source pollution. Rather than occurring from one major source, like a sewage treatment plant or industrial use, non-point source pollution results from rainfall or snowmelt moving over and through the ground. As this runoff moves, it picks up and carries away natural and man-made pollutants, finally depositing them into lakes, rivers, wetlands, and groundwater. In Michigan, the greatest causes of non-point source contamination are agricultural practices, lawn chemicals, and soil erosion.

Non-point source pollution can be mitigated through the modification of a variety of activities, especially those related to farming and land development. Since eroded land requires extra fertilizer and energy to be productive, this adds significantly to the non-point source pollution problem which, over time, can degrade surface water. Soil erosion control measures and conscientious agricultural practices can do much to eliminate non-point source contamination. Other effective protection measures include the use of storm water retention, where possible, to promote filtration, and the reduction of hard surface areas to reduce rate and volume of runoff.

One of the most effective means of preventing non-point source contamination is through the protection of the water's edge. Buffer zones should be established around lakes and streams to prevent bank erosion. Development should be prohibited in these areas.

Groundwater Protection

With so many residents dependent on well water, groundwater protection is a concern. Protection of the groundwater sources is critical to the long term usefulness of a well system. To this end, consideration of a groundwater protection program for the area would be beneficial. The following steps may be followed to develop such a program.

Data Collection – A protection program begins with the collection of information that could impact groundwater sources. Data that will be valuable includes:

- Land use
- Water and sanitary sewer facilities
- Topography and soils
- Aquifers and area hydrology

This information will help to identify potential sources of groundwater contamination, as well as sources of groundwater recharge areas.

Vulnerable Areas – Vulnerable areas are those which affect sources of groundwater. These can include wetlands, floodplains, standing water bodies, and others. It is also important to gain the cooperation of neighboring communities in the identification of

these areas as well as gaining their cooperation in the protection program. Groundwater sources do not respect political boundaries. Each community is, and will be, dependent on water recharge areas that are outside its boundaries.

Regulation – Finally, development of regulations applicable to groundwater protection is necessary. These include zoning requirements for site plan review, requirements concerning the secondary containment of storage areas for potentially hazardous materials, and specific provisions for the storage of hazardous materials.

In addition to carefully considering the types of land uses which are to be allowed, the following list offers other local protection measures:

- Add a standard to the site plan review section of the Zoning Ordinance which requires new businesses storing hazardous materials, waste, fuels, salt, or chemicals to be designed to prevent spills and discharges of polluting materials to the surface of the ground, groundwater, lakes, streams, or wetlands. For example, one quart of used motor oil dumped on the ground or in a storm sewer has the potential to contaminate 250,000 gallons of water.

Obtain information about hazardous substances to be used, stored, and generated at the time of site plan review. Business owners should satisfactorily respond to questions concerning floor drain outlets, content and storage of 50-gallon drums, and disposal procedures for any chemicals used.

- Regulations requiring spill prevention and secondary containment of hazardous substances should be required at both new and existing business sites. Fire Codes and a Groundwater Protection ordinance should be adopted or amended to allow coordinated compliance inspections.
- New businesses should be required to obtain a Pollution Incident Prevention Plan (PIPP) from the Michigan Department of Environmental Quality. PIPP submittal should be a precondition for site plan approval.

Groundwater protection is a true example of ‘an ounce of prevention is worth a pound of cure.’ Low-cost contamination prevention measures can help protect against a spill or leak which could ultimately cost a community millions of dollars to remedy or, in some cases, totally destroy the primary water supply.

Woodlands, Farmland, and Open Space

While regulations have been developed to protect certain critical environmental areas, woodlands, farmland, and open space have been relatively ignored, even though their benefits to the public as buffers and moderators of flooding, erosion, and noise and air pollution are important assets. For example, woodlands are buffers to the sights and sounds of civilization. Farmland and open space help to preserve the rural quality of the Township and to enhance the urban quality of the Village. Woodlands mute noise

from highways and other land uses. Significant amounts of woodlands and farmland / open space still exist in the area (please see Natural Features Map).

The question should not be whether or not woodlands, open space, and farmland should be developed, but rather how that development will occur. Clear-cutting of woodlands and the indiscriminate development of open spaces and farmland should be prohibited. Of particular concern is where these important resources exist on private land. New regulatory tools are available to help communities manage these resources. Regulations affecting farmland, woodlands and open space are intended to identify the specific benefits they provide to the community and to implement measures to assure that development is compatible with them. The planning commissions should review the presence of woodlands and open space and determine if there are ways of preserving them without unduly affecting the development of the total site as part of site plan reviews. It is also possible to adopt zoning provisions that offer incentives to property owners to preserve these resources.

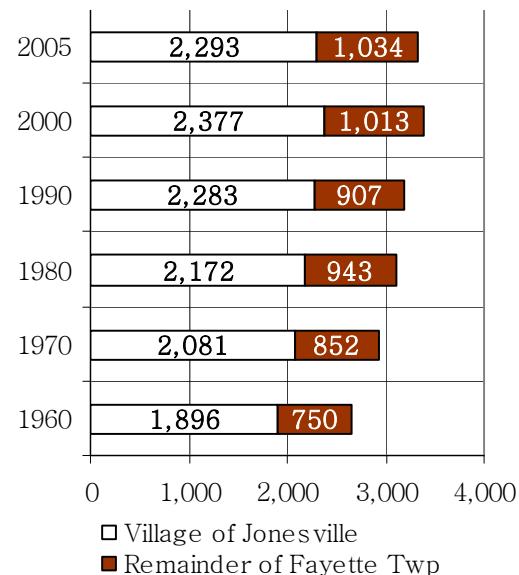
Demographics

The composition of the population is also an important component determining the character of the Village of Jonesville/Fayette Township area. The local units of government shown in Map 2-1, as well as the City of Reading and Reading Township, are compared with Jonesville and the remainder of Fayette Township in this study.¹

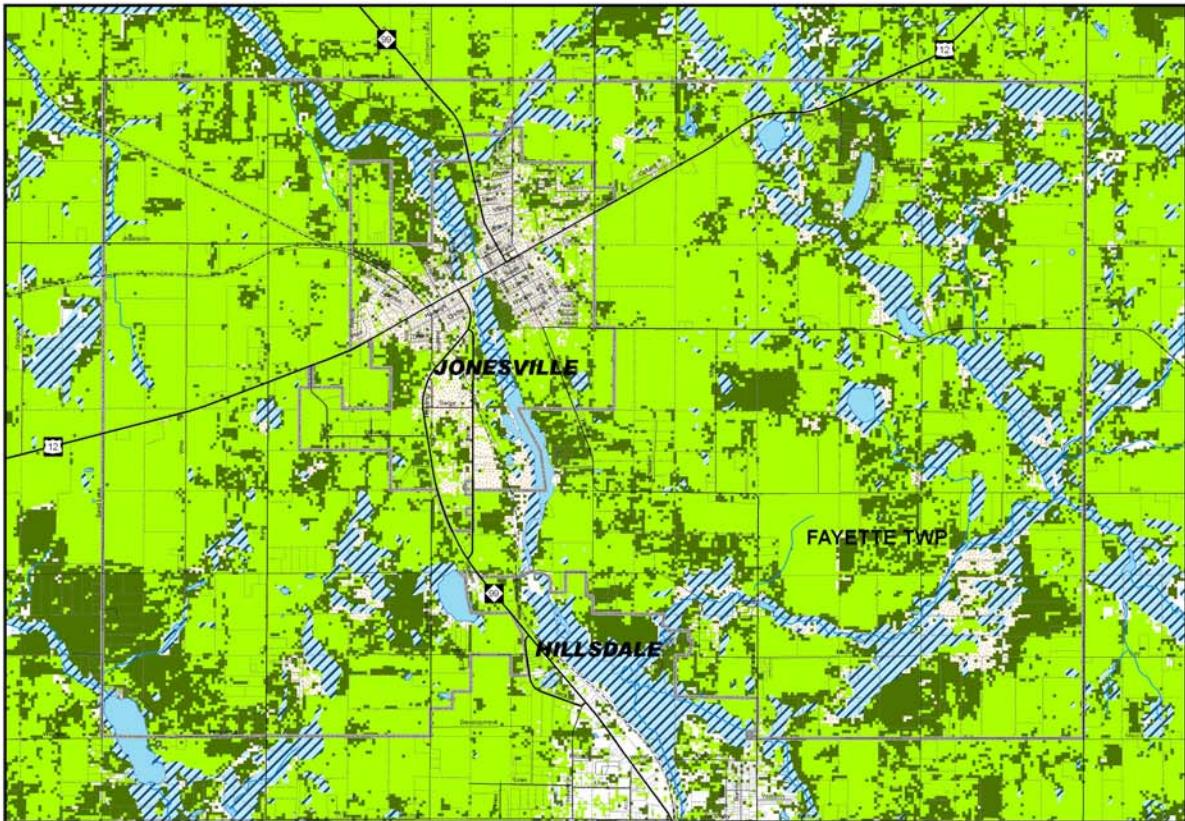
Population

The Village of Jonesville and the remainder of Fayette Township experienced average annual growth rates of 0.4% and 0.6%, respectively, over the 30 year period between 1970 and 2000. Hillsdale County's average annual growth rate was 0.8% during the same time period. The 3,350 residents of the Village and the remainder of the Township comprised 7.2% of the county population in 2000, down from a high of 7.9% in 1970. Population estimates for 2020 indicate slight annual gains of population in the Village (0.4%), the remainder of the Township (0.7%) and the County (1.2%). It's projected that the residents of the Village and the remainder of the Township will comprise 6.4% of the County population that year.

Population History and Estimates



¹ The City and Township of Reading joined with the Village of Jonesville in a joint housing market study in 2006. Additional demographic data concerning the Village can be found in that study.



VILLAGE OF JONESVILLE
AND FAYETTE TOWNSHIP

NATURAL FEATURES



The Village's annual growth rate between 1970 and 2000 was above that of the City of Hillsdale (0.2%), the City of Reading (0.0%), the Village of North Adams (-0.3%) and the Village of Allen (0-1.4%). Conversely, it is less than the annual growth rate in the City of Litchfield (0.8%). The annual growth rates in many of the surrounding townships were also greater than Jonesville, a trend that has become common in Michigan.

Population History and Estimates

	1970	1980	1990	2000	2010	2020
Adams Township	1,849	2,260	2,339	2,498	2,864	3,280
Village of North Adams	574	565	512	514	513	512
Remainder of Adams Twp	1,275	1,695	1,827	1,984	2,351	2,768
Allen Township	1,371	1,501	1,412	1,631	1,840	2,077
Village of Allen	385	266	201	225	234	243
Remainder of Allen Twp	986	1,235	1,211	1,406	1,606	1,834
Fayette Township	2,933	3,115	3,190	3,350	3,510	3,678
Village of Jonesville	2,081	2,172	2,283	2,337	2,433	2,533
Remainder of Fayette Twp	852	943	907	1,013	1,077	1,145
Hillsdale Township	1,608	1,873	1,786	1,965	2,110	2,266
Litchfield Township	2,183	1,027	957	969	973	977
Moscow Township	1,093	1,396	1,353	1,445	1,600	1,771
Reading Township	1,194	1,653	1,768	1,781	2,073	2,413
Scipio Township	1,173	1,352	1,479	1,822	2,157	2,554
City of Hillsdale	7,728	7,432	8,170	8,233	8,414	8,599
City of Litchfield	1,167	1,353	1,317	1,458	1,579	1,710
City of Reading	1,125	1,203	1,127	1,134	1,137	1,140

The annual growth rate for the remainder of Fayette Township between 1970 and 2000 was above that of Litchfield Township (-1.9%). Conversely, it is less than the rate in the remainder of Adams Township (1.9%), Scipio Township (1.8%), Reading Township (1.6%), the remainder of Allen Township (1.4%), Moscow Township (1.1%), and Hillsdale Township (0.7%).

Age and Sex

Males held a slight majority in the Village (50.5%) and the remainder of the Township (50.3%) in 2000. However, that majority reversed in the adult population where females comprised 51.6% and 50.5% of people at least 18 years old in the Village and the remainder of the Township, respectively. Females also held an even greater majority of the senior citizen population (people at least 65 years old in 2000) in the Village (59.0%) and the remainder of the Township (50.9%).

Males comprised more than half of the residents in 2000 of Litchfield (52.7%), Reading (51.5%), and Moscow (51.1%) Townships; the Village of North Adams (51.9%); and the remainders of Adams (51.2%), and Allen (51.1%) Townships. Females comprised more than half of the residents of the Cities of Hillsdale (53.3%), Litchfield (53.3%), and Reading (51.2%); the Village of Allen (51.1%); and Hillsdale Township (51.0%).

Age and Sex of the Population

	Fayette Township	Village of Jonesville	Remainder of Twp
Total	3,350	2,337	1,013
Male	1,690	1,180	510
Female	1,660	1,157	503
Under 5 years	200	148	52
5 to 9 years	232	158	74
10 to 14 years	296	206	90
15 to 19 years	289	216	73
20 to 24 years	157	112	45
25 to 34 years	384	287	97
35 to 44 years	509	330	179
45 to 54 years	472	319	153
55 to 59 years	193	114	79
60 to 64 years	146	91	55
65 to 74 years	224	160	64
75 to 84 years	199	156	43
85 years and over	49	40	9
Median age (years)	37.3	36.1	N/A
18 years and over	2,433	1,684	749
<i>Male</i>	<i>1,186</i>	<i>815</i>	<i>371</i>
<i>Female</i>	<i>1,247</i>	<i>869</i>	<i>378</i>
21 years and over	2,297	1,584	713
62 years and over	551	411	140
65 years and over	472	356	116
<i>Male</i>	<i>203</i>	<i>146</i>	<i>57</i>
<i>Female</i>	<i>269</i>	<i>210</i>	<i>59</i>

The median age of all Fayette Township residents (37.3 years) was greater than that of the residents of the Village of Jonesville (36.1) in 2000². This was also true of the residents of Adams Township (37.3) and the Village of North Adams (35.2), but not true of the residents of Allen Township (36.1) and the Village of Allen (37.5). The median resident ages of the Townships of Hillsdale (41.9), Litchfield (41.0), and Reading (40.9) were greater than those of the Cities of Hillsdale (29.7), Litchfield (36.8), and Reading (29.6%). The median resident ages of the Townships of Moscow and Scipio were 37.1 and 33.9 years.

Children (17 years or younger) comprised 27.9% and 26.1% of the populations of the Village of Jonesville and the remainder of Fayette Township, respectively. Senior citizens (65 years or older) comprised 15.2% and 11.5% of the populations of the Village and the remainder of the Township, respectively. Other adults (18 through 64 years) comprised 56.8% and 62.5% of the populations of the Village and the remainder of the Township, respectively.

Race and Ethnicity

The populations of the Village of Jonesville and the remainder of Fayette Township are very homogenous. White people comprised 96.0% of Village residents and 97.3% of the residents of the remainder of the Township in 2000. Hispanic residents comprised 1.8% of the Village's and 2.9% of the remainder of the Township's population.

Households and Families

Fayette Township residents lived in 1,303 households in 2000, with the Village of Jonesville accounting for almost three-quarters (71.1%) of them. Conversely, households in the Villages of North Adams (21.7%) and Allen (14.5%) accounted for considerably less of the households located in the Townships of Adams and Allen, respectively. Households within the Cities of Hillsdale and Litchfield were considerably more numerous than those located in the adjacent Townships of Hillsdale and Litchfield. The reverse was true for the Township and City of Reading.

Families comprised 71.0% of Fayette Township households and 67.3% of Village of Jonesville households. This is comparable to the percentage of family households in Adams Township (75.1%) and the Village of North Adams (70.6%) and Allen Township (74.6%) and the Village of Allen (67.8%). The City of Hillsdale (58.1%) had the lowest level of family households while Hillsdale Township (80.9%) had the highest.

² Median age indicated that point at which 50% of the population was above that age and 50% of the population was below that age in 2000.

Households and Families

	Households (HHs)	Persons per HH	Median HH income	% Non- family HHs	Persons per family	Median family income
Adams Township	941	2.65	\$44,213	24.9%	3.03	\$45,739
Village of North Adams	204	2.52	\$42,708	29.4%	3.01	\$41,832
Remainder of Adams Twp	737	N/A	N/A	N/A	N/A	N/A
Allen Township	599	2.72	\$44,213	25.4%	3.16	\$47,813
Village of Allen	87	2.59	\$42,344	32.2%	3.22	\$45,417
Remainder of Allen Twp	512	N/A	N/A	N/A	N/A	N/A
Fayette Township	1,303	2.47	\$38,974	29.0%	2.95	\$49,000
Village of Jonesville	926	2.39	\$35,223	32.7%	2.92	\$41,812
Remainder of Fayette Twp	377	N/A	N/A	N/A	N/A	N/A
Hillsdale Township	734	2.65	\$50,357	19.1%	2.89	\$55,057
Litchfield Township	357	2.69	\$42,153	19.9%	2.94	\$45,385
Moscow Township	522	2.76	\$44,740	21.3%	3.10	\$49,464
Reading Township	711	2.47	\$40,938	26.2%	2.89	\$46,696
Scipio Township	619	2.93	\$42,361	21.2%	3.26	\$47,065
City of Hillsdale	3,067	2.33	\$34,695	41.9%	3.01	\$42,649
City of Litchfield	568	2.40	\$39,292	36.1%	3.04	\$47,500
City of Reading	407	2.79	\$33,750	27.8%	3.25	\$42,000

Income

Small but significant numbers of Village of Jonesville households made less than \$10,000 (11.8%) or at least \$100,000 (3.2%) in 2000. A much smaller portion of the households in the remainder of Fayette Township made less than \$10,000 (0.5%) while a significantly larger portion made at least \$100,000 (8.5%). Well over a quarter of Village households (27.6%) and a third of households in the remainder of the Township (38.3%) made between \$50,000 and \$99,999.

Household Income in 2000

Household Income	Fayette Township	Village of Jonesville	Remainder of Twp.
Less than \$10,000	110	108	2
\$10,000 to \$14,999	96	84	12
\$15,000 to \$24,999	148	108	40
\$25,000 to \$34,999	217	156	61
\$35,000 to \$49,999	264	179	85
\$50,000 to \$74,999	266	185	81
\$75,000 to \$99,999	131	68	63
\$100,000 to \$149,999	42	21	21
\$150,000 to \$199,999	9	5	4
\$200,000 or more	10	3	7

The median household and family incomes for the Village of Jonesville was \$35,223 and \$41,812, respectively, in 2000. The median household and family incomes for all of Fayette Township was \$38,974 and \$49,000, respectively, that same year. The City of Reading (\$33,750) had the lowest household income while Hillsdale Township (\$50,357) had the highest. Jonesville had the lowest family income while Hillsdale Township (\$55,057) had the highest.

A 2006 housing market study conducted by Gove Associates Inc. for the Village of Jonesville, the City of Reading and Reading Township provides the following estimates of household income for 2010: Village of Jonesville (\$42,846), City of Reading (\$43,516), and Reading Township (\$51,685).

Housing Units

Fayette Township held 1,376 housing units in 2000, with the Village of Jonesville accounting for almost three-quarters (71.3%) of them. Conversely, housing units in the Villages of North Adams (21.1%) and Allen (12.2%) accounted for considerably less of the units located in the Townships of Adams (1,039) and Allen (707), respectively. Housing units within the Cities of Hillsdale (3,308) and Litchfield (608) were considerably more numerous than those located in the adjacent Townships of Hillsdale (776) and Litchfield (384). The opposite was true for the City of Reading (439) and Reading Township (1,145). The 2006 housing market study estimated that housing units increase to 437 in the City of Reading, 987 in the Village of Jonesville, and 1,186 in Reading Township, by 2005.

Single family homes comprised the overwhelming majority of housing units in the Village (69.9%) and the remainder of the Township (85.6%). Duplexes and multiple-family units comprised 10.1% of homes in the Village and 2.0% of homes in the remainder of the Township. Mobile homes comprised 10.0% of the housing units in the Village and 12.4% of the homes in the remainder of the Township.

Owner-Occupied Home Values			
Home Values	Fayette Township	Jonesville	Remainder of Twp
Less than \$50,000	80	78	2
\$50,000 to \$99,999	464	382	82
\$100,000 to \$149,999	138	92	46
\$150,000 to \$199,999	86	38	48
\$200,000 to \$299,999	12	3	9

Owner-occupied homes accounted for 74.4% of the housing units in Jonesville and 78.8% of the housing units for the entire Township. The overwhelming majority of housing units in the Village (95.0%) and those in the remainder of Fayette Township (91.5%) were occupied. Almost no housing units were used seasonally in Jonesville (0.5%) or the remainder of the Township (4.1%).

The median value of owner-occupied homes for all of Fayette Township was \$85,500. The median home value within the Village was \$80,300. Almost two-thirds of the homes in Jonesville (64.4%) were valued between \$50,000 and \$99,999. This was true for less than half of the homes in the remainder of the Township (43.9%).

The 2006 housing market study indicated that over two-thirds (69.8%) of owner-occupied housing units in Jonesville were mortgaged in 2000. Less than two-thirds of owner occupied housing units in the Township (64.9%) and City of Reading (60.0%) were mortgaged. The median monthly cost for mortgaged units was \$819 in Jonesville, \$769 in Reading Township, and \$647 in Reading. Conversely, the median rent for housing units was \$446 in Reading, \$484 in Reading Township, and \$349 in the Village of Jonesville.

Labor Force

The labor force is comprised of working people 16 years of age or older. Slightly less than two-thirds of eligible Village of Jonesville and Fayette Township residents were part of the labor force in 2000 and slightly more than a third of those workers in both instances were employed in manufacturing. The City of Litchfield (62.0%) had the lowest percentage of eligible residents in the work force while the City of Reading (71.8%) had the highest. Hillsdale Township (28.4%) had the lowest percentage of workers employed in manufacturing while the City of Reading (45.2%) had the highest.

Labor Force			
	Population 16 years +	% in labor force	% employed in manufac- turing
Adams Township	1,907	71.5%	31.5%
Village of North Adams	423	66.7%	34.7%
Remainder of Adams Twp	1,484	N/A	N/A
Allen Township	1,200	71.5%	31.5%
Village of Allen	154	69.5%	35.9%
Remainder of Allen Twp	1,046	N/A	N/A
Fayette Township	2,562	66.5%	36.4%
Village of Jonesville	1,793	65.5%	35.0%
Remainder of Fayette Twp	769	N/A	N/A
Hillsdale Township	1,470	66.0%	28.4%
Litchfield Township	748	68.0%	29.5%
Moscow Township	1,110	68.2%	35.9%
Reading Township	1,401	62.2%	35.4%
Scipio Township	1,327	68.7%	34.0%
City of Hillsdale	6,643	64.7%	32.1%
City of Litchfield	1,138	62.0%	42.9%
City of Reading	823	71.8%	45.2%

CHAPTER 3

PUBLIC SERVICES

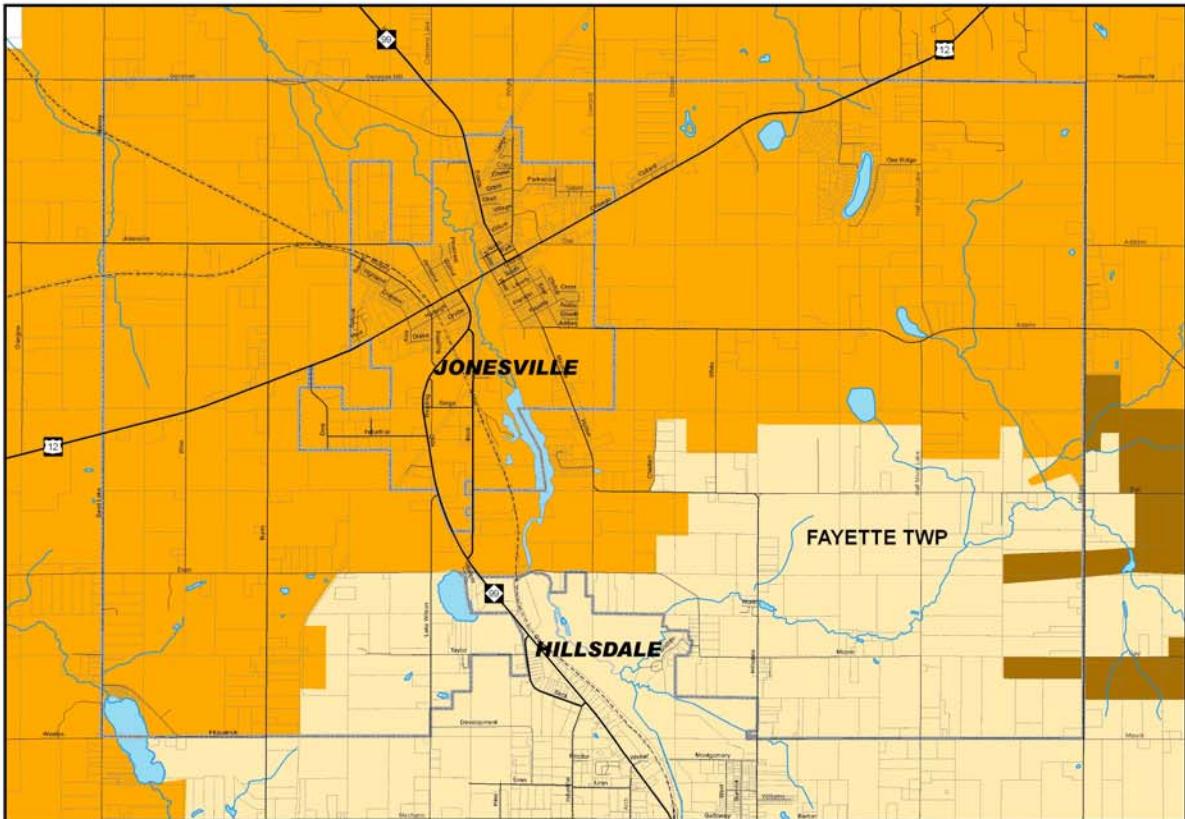
The public services available to Village and Township residents complete the ‘picture’ of the general area begun in Chapter 2 and will also help identify the planning issues that must be addressed. A variety of services are available to residents. Some of those services are provided by the two municipalities while others are provided by other public agencies.

Education

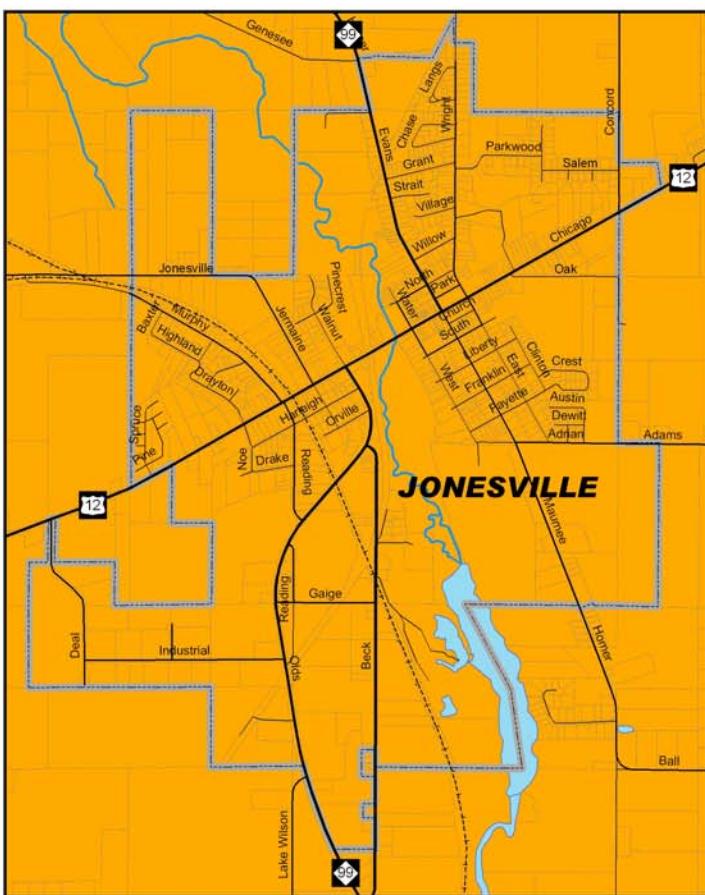
Jonesville Community Schools serve the Village of Jonesville and the majority of the remainder of Fayette Township (please see the Schools Map). A total of 1,362 students were enrolled in Jonesville Community Schools for the 2006–2007 school year. Williams Elementary School, Jonesville Middle School, and Jonesville High School are located in the Village. Hillsdale Community Schools, with an enrollment of 1,805 students in 2006–2007, serve the southeastern portion of the Township. North Adams–Jerome Schools serve a couple of properties along the Township’s eastern border. The Will Carleton Academy and Hillsdale Preparatory School are nearby public school academies. The Hillsdale Intermediate School District also provides a variety of educational services to the residents of the Village and the remainder of the Township.

Recreation

The Village of Jonesville and Jonesville Community Schools are the primary providers of recreation facilities and programs to Village and Township residents. Carl Fast Memorial Park, Wright Street Park, and the Jonesville Comet’s football stadium/track are the most visible recreation facilities. Fayette Township provides open space within the Village in the form of a cemetery. The Michigan Department of Transportation (MDOT) provides a couple of roadside parks as well as the ‘Hill-Jo Trail.’ Private and quasi-public providers of recreation include the Jonesville District Library, the Sauk Theater, the Mill Race Golf Course, and Grosvenor House Museum. Regional facilities which also serve Village and Township residents include the City of Hillsdale Park System and other nearby municipal parks, the Hillsdale County Park System, various state parks and game/recreation areas, roller-skating rinks, local colleges and various private recreation providers (e.g., golf courses, bowling alleys, etc.). The shopping and eating opportunities available in Jonesville, Hillsdale, and other nearby communities, as well as the presence of a number of historic buildings, also have recreation benefits. The Jonesville Department of Public Works maintains the Village’s parks. Please see the Jonesville/Fayette Township Joint Recreation Plan for more details on available parks and recreation opportunities.



LEGEND



JONESVILLE
COMMUNITY
SCHOOLS

HILLSDALE
COMMUNITY
SCHOOLS

NORTH ADAMS-
JEROME SCHOOLS

MUNICIPAL
LIMITS

PARCELS

VILLAGE OF JONESVILLE
AND FAYETTE TOWNSHIP

SCHOOLS



Transportation Facilities

There are several providers of the roads and streets and sidewalks and trails available to Village and Township residents.

Roads and Streets

United States Highway 12 (US-12) and Michigan Highway 99 (M-99), which traverse the Township and the Village, are highways maintained by the Michigan Department of Transportation. Beck Street is also maintained by MDOT. All other streets within the Village are maintained by Jonesville's Department of Public Works.¹ The remaining roads within the Township are maintained by the Hillsdale County Road Commission. Road and street maintenance includes roadside cleanup, snow removal, and repairs.

State (Act 51) and federal funds are available for the maintenance of municipal roads and streets. However, that funding is dependent upon the importance of a roadway. For example, thoroughfares classified as ‘city major streets’ or ‘county primary roads’ through Act 51 receive more state gas tax revenue for maintenance and reconstruction than roadways classified as ‘city minor streets’ or ‘local county roads’ (see the Act 51 Legal System Map). Thoroughfares classified as an ‘urban/major collector’ or above by the National Functional Classification (NFC) System are eligible to receive federal funding for reconstruction and expansion projects (see the NFC Classifications Map).

Sidewalks and Trails

Many of the main streets in the Village of Jonesville include public sidewalks, which provide non-motorized access to some recreation facilities and other destinations. The sidewalks also connect with the ‘Hill-Jo Trail,’ an MDOT facility providing non-motorized access to Hillsdale (see the Non-motorized Transportation Map). The Jonesville Department of Public Works maintains the Village’s sidewalks.

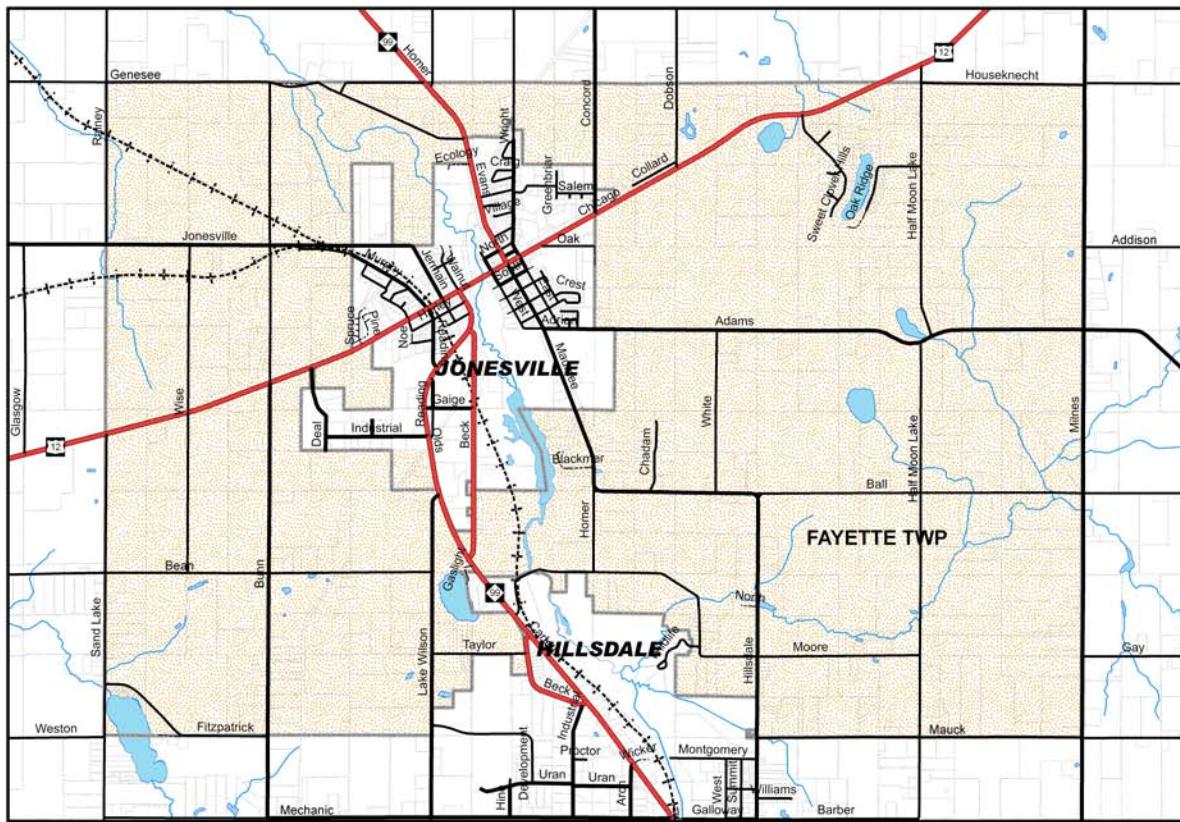
Police Protection

The Hillsdale County Sheriff’s Office and the Jonesville Post of the Michigan State Police serve both Township and Village residents. The Jonesville Police Department provides additional services to Village residents.

Michigan State Police (MSP)

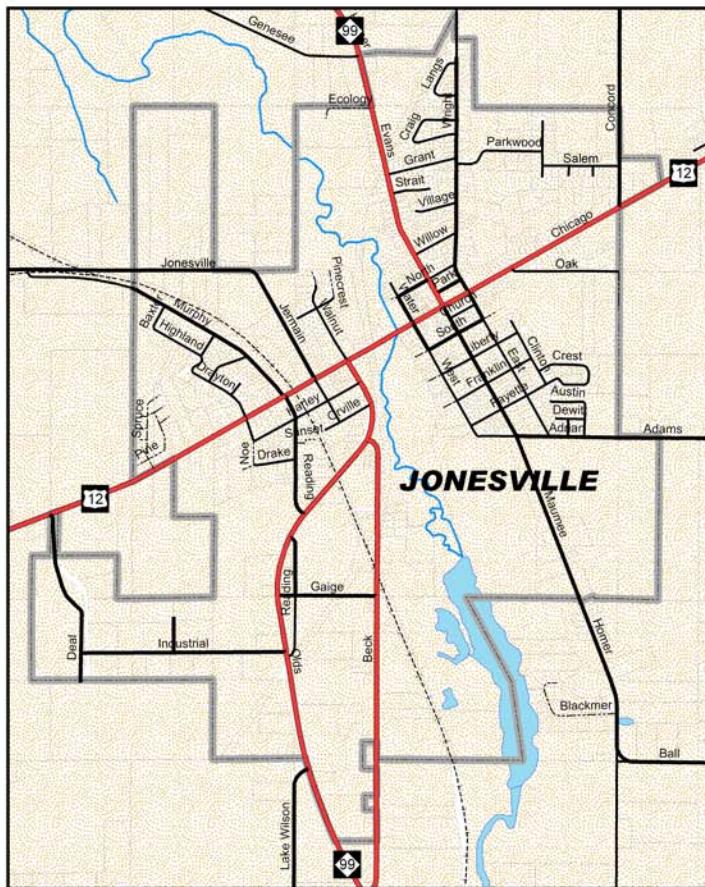
“In addition to [its] role of providing general law enforcement services, the [MSP] accepts the unique responsibility for the development and coordination of state-level programs, technologies, and specialized services that enhance enforcement and emergency

¹ It is important to note that MDOT also contracts with Jonesville’s DPW to perform maintenance activities on US-12, M-99, and Beck Street within the Village.



LEGEND

- STATE HIGHWAYS
- COUNTY PRIMARY RDS AND CITY MAJOR STS
- COUNTY LOCAL RDS AND CITY MINOR STS
- PRIVATE ROADS AND STREETS
- RAILROADS
- PARCELS
- VILLAGE & TWP

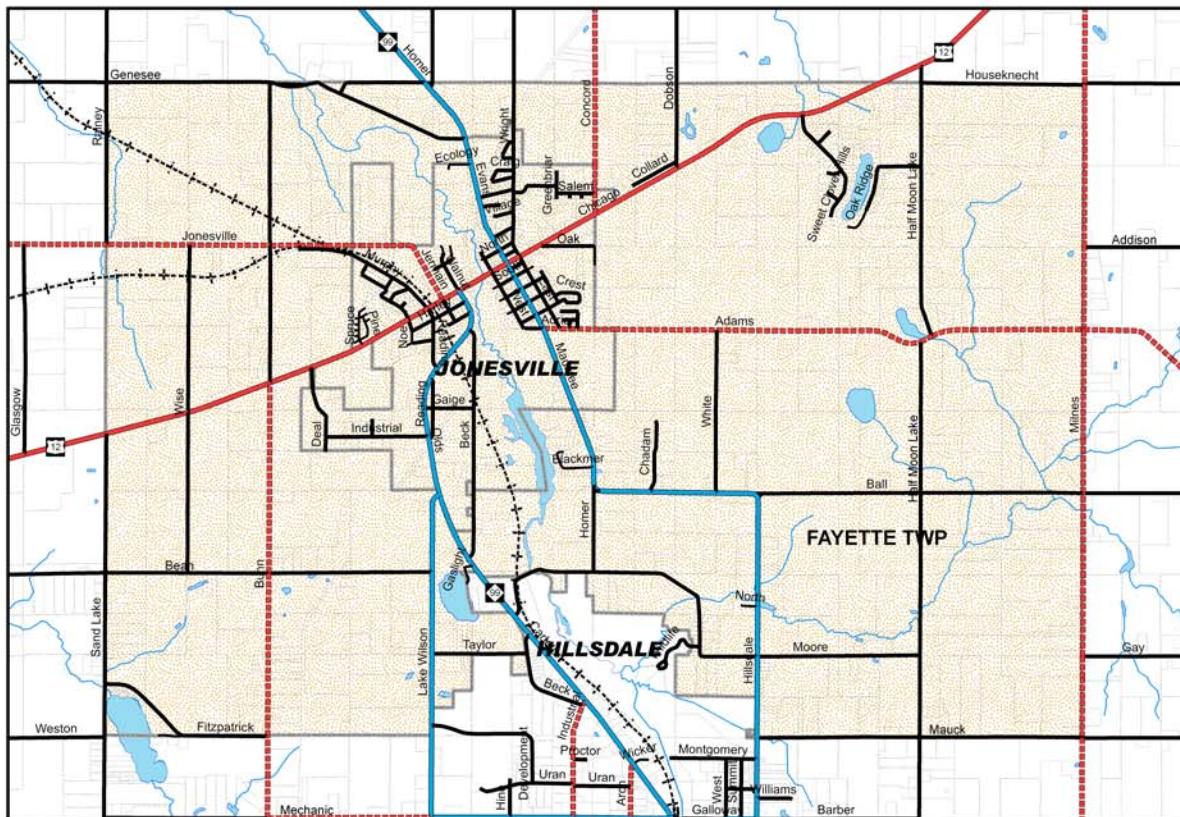


VILLAGE OF JONESVILLE
AND FAYETTE TOWNSHIP

ROADS AND STREETS

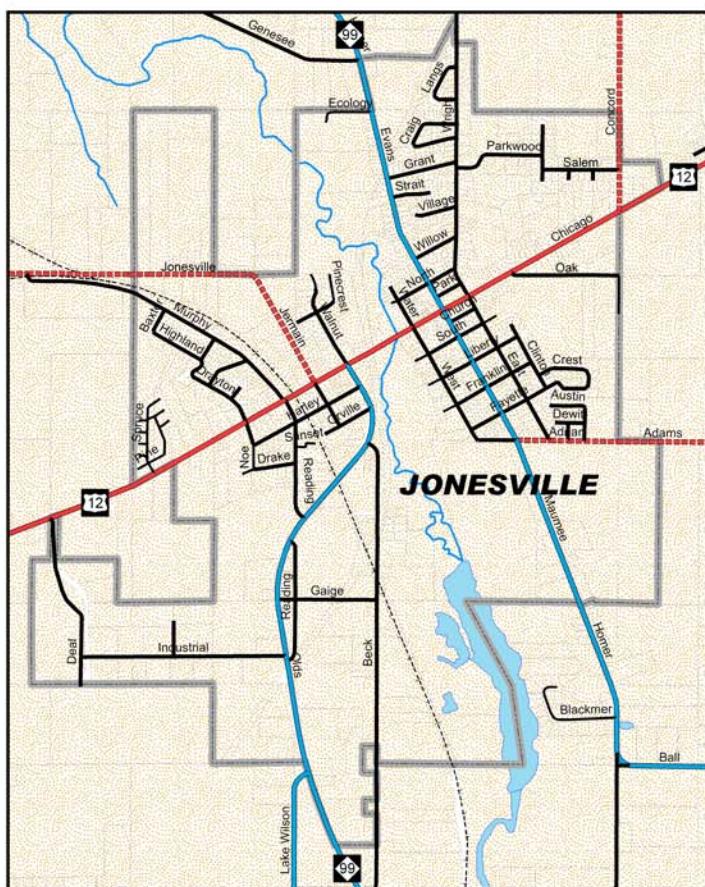
ACT 51 LEGAL SYSTEM





LEGEND

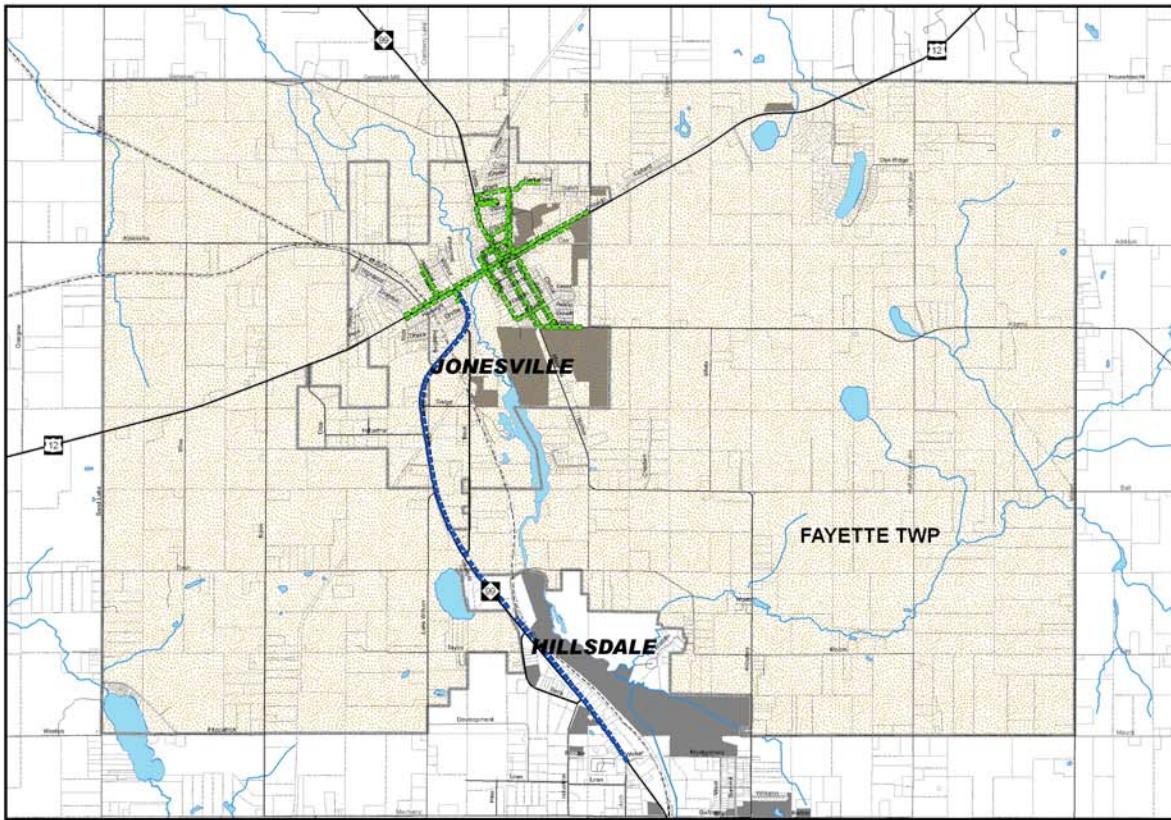
- PRINCIPAL ARTERIALS
- MINOR ARTERIALS
- URBAN COLLECTORS
- MINOR COLLECTOR
- LOCAL ROADS
- RAILROADS
- MUNICIPAL LIMITS
- PARCELS
- VILLAGE & TWP



VILLAGE OF JONESVILLE
AND FAYETTE TOWNSHIP

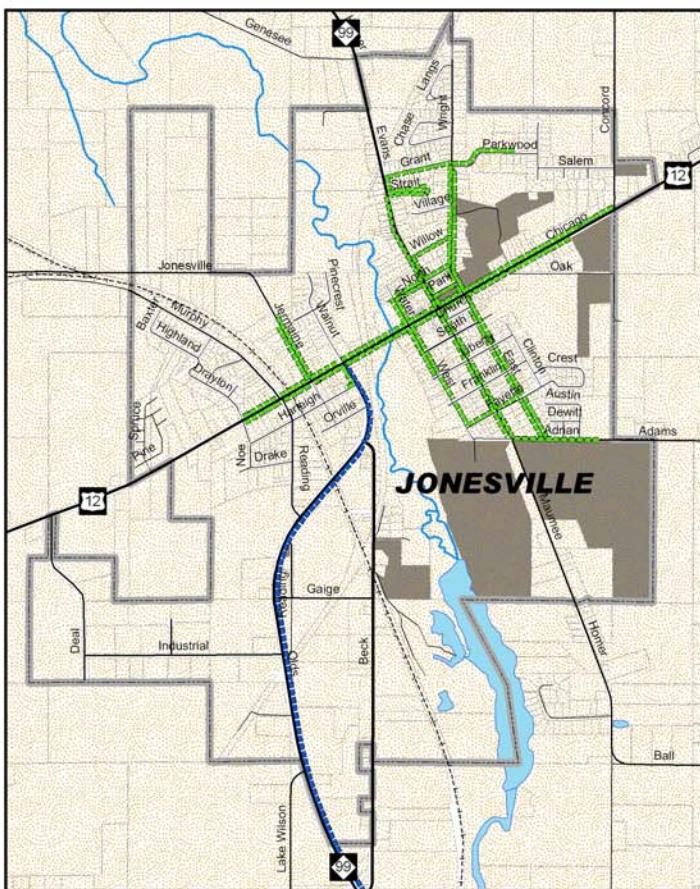
ROADS AND STREETS
NFC CLASSIFICATIONS





LEGEND

- VILLAGE SIDEWALKS
- HILL-JO (M-99) TRAIL
- MUNICIPAL LIMITS
- PARCELS
- VILLAGE & TWP
- RECREATION FACILITIES



VILLAGE OF JONESVILLE
AND FAYETTE TOWNSHIP

**NONMOTORIZED
TRANSPORTATION**



response capabilities for the entire public safety community. Accordingly, strategies initiated by the [MSP] will improve the quality of life for the communities [it serves] by meeting the following organizational goals:

- Prevent and investigate crime and enforce the law;
- Improve traffic safety;
- Provide for homeland security and emergency prevention, response, and recovery;
- Provide the highest quality specialized services;
- Enhance organizational performance and improve operational efficiencies.”²

Hillsdale County Sheriff’s Office

The mission of the Sheriff’s Office is "to protect and serve [the county] by maintaining a high standard of honor and integrity through professional service." Accordingly, the Sheriff’s Office is divided into the following divisions: crime scene, marine, mounted, detective, corrections (county jail), dispatch, traffic, K-9, reserve, water rescue, and emergency response.³

Jonesville Police Department (JPD)

The Police Department consists of five full-time officers and one part-time officer providing 24-hour coverage. All full-time officers, including the Chief, answer calls for service. Typical services include the following:⁴

- Motorist assistance and traffic enforcement (e.g., speed, operating under the influence of liquor [OUIL], load size restrictions, and crash investigation and reports);
- Sign, grass, junk, and zoning ordinance enforcement;
- Criminal law enforcement (e.g., assaults/fights; larceny/stealing; vandalism/malicious destruction of property (MDOP), domestic violence, and threats);
- Animal complaints (e.g., loose or barking dogs and sick animals);
- Missing persons- runaways (RAW);
- Answering questions; dispute resolution; and keeping the peace.

911 and 211 Calls

Village and township residents can dial 9-1-1 to report an emergency. Dispatchers speak with the caller and coordinate assistance with the appropriate agency (e.g., police, fire, ambulance, etc.). Residents can also dial 2-1-1 to receive information and referrals to the following types of local human service agencies:⁵

² Information regarding the mission of the MSP was gathered from www.michigan.gov/msp/0,1607,7-123-1579_1654_1667---,00.html

³ Information regarding the Sheriff’s Office was gathered from www.hillsdalecountysheriff.com/index.html

⁴ The text on the JPD was taken directly from the Village of Jonesville Website. The text was altered to make it more readable in the context of this document.

⁵ Information regarding 211 was gathered from <http://www.centralmichigan211.org/>

- Basic human needs resources;
- Physical and mental health resources;
- Employment supports;
- Support for older Americans and persons with disabilities; and
- Support for children, youth and families.

Fire Protection

The Jonesville Fire Department (JFD) serves the residents of Fayette Township and Scipio Township as well as the Village. With 25 members, the department is one of the largest in Hillsdale County. The duties of the JFD are to respond to any fire (structural or wild land). The department also responds to all accidents —as the station is equipped with the ‘Jaws of Life’— as well as good intent calls (e.g., animal rescues, odor investigations, etc.). One of the community services the JFD enjoys and has done for many years is fire safety at Williams Elementary School. The department also holds a chicken barbecue every May, during the Riverfest.⁶

Village Water and Wastewater Systems

Jonesville’s water system is comprised of water production, treatment, and distribution facilities. The Village also operates a wastewater treatment facility.⁷ The systems are capable of serving new development.

Water Production, Treatment, and Distribution

Two wells supply water to Jonesville residents and businesses. The water is treated to remove iron, disinfected with chlorine, and fluoridated before it is pumped into the Village’s water distribution system. A water tower provides storage, fire protection, and water pressure throughout Jonesville. The Department of Public Works (DPW) is responsible for maintaining the water loop system and water mains serving the Village. Village staff is also responsible for reading water meters.

Wastewater Treatment

The Village’s wastewater treatment facility removes both biochemical oxygen demand and ammonia nitrogen and disinfects the wastewater. Bio-solids are also stored and treated. Those processes effectively treat the wastewater generated by Jonesville residents and businesses prior to its discharge into the St. Joseph River.

⁶ The text on the JFD was taken directly from the Village of Jonesville Website. The text was altered to make it more readable in the context of this document.

⁷ The text on the Village’s water system was taken directly from the Village of Jonesville Website. The text was altered to make it more readable in the context of this document.

Hillsdale Regional Planning Area

The City of Hillsdale, the Village of Jonesville, and the Townships of Fayette and Hillsdale have formed the Hillsdale Regional Planning Area. The group is charged with promoting the following smart growth tenets throughout the entire planning area, regardless of jurisdiction:⁸

- Create a range of housing opportunities and choices;
- Create walkable neighborhoods;
- Encourage community and stakeholder collaboration in development decisions;
- Foster distinctive, attractive communities with a strong sense of place;
- Make development decisions predictable, fair, and cost-effective;
- Allow a mix of land uses;
- Preserve open space, farmland, natural beauty and critical environmental areas;
- Provide a variety of transportation options;
- Strengthen and direct development towards existing communities;
- Take advantage of compact building design.

Economic Development

Economic development contributes to the character of the Jonesville Area. Accordingly, the development of a coherent economic development strategy is essential to its general welfare.

Commercial and Industrial Areas

Commercial areas within the Township and the Village are located along US-12 (Chicago Street) and M-99 (Olds Street) south of US-12 (see TIFA Districts Map). The central business district is located at the northern intersection of US-12 and M-99 (Evans Street). The industrial park is located south of US-12 and west of M-99. Other industrial areas are located along Beck Street in the Village and two spots along the northern boundary of the City of Hillsdale, east of M-99.

Urban Cooperation Agreement

The Urban Cooperation Act (PA 7 of 1967 (Ex. Sess.), MCL 125.501–125.512) allows for “the joint operation of community services, programs, or projects between two or more local governments. . . . This agreement is a contract between local governments which establishes the exact operational and financial details of providing a service or program. The contents of the agreement will vary, but typically include:” its purpose and duration, the administration of the joint service or program, and the method for allocating capital and operating expenses and revenues for each participating govern-

⁸ The tenets are paraphrased in this chapter. The original version of the tenets appears in Appendix A, which also contains a preliminary prioritized list of smart growth efforts developed by the group.

ment. “Communities have great flexibility in the use of urban cooperation agreements. Typical examples include:” water and sewer service, recreation facilities and other infrastructure services and joint police, fire, zoning, and other protective services.⁹ The Village and Township have already developed a joint recreation plan.

The Village of Jonesville and Fayette Township began discussing the benefits of entering into an urban cooperation agreement (UCA) during the writing of this document. The two municipalities have already cooperated in the development of their joint recreation plan. They also jointly developed their zoning ordinances and the first edition of this master plan.

Financing Alternatives

Michigan law provides several ways in which municipalities can fund improvements which benefit specific districts and the community at large:

Local Development Finance Authorities

The Local Development Financing Act (PA 281 of 1986, MCL 125.2151–125.2174) is designed to promote economic growth and job creation” by allowing municipalities “to extend sewer and water lines, construct roads, [and] service manufacturing, agriculture processing or high technology operations” within a defined district. Upon the adoption of a development plan and a tax increment financing plan, a Local Development Financing Authority (LDFA) can capture “the incremental growth of local property taxes over a period of time to fund public infrastructure improvements. By borrowing against the future tax increments, the LDFA is able to finance these public improvements, which can lead to new development opportunities.”¹⁰ The Jonesville LDFA district includes the Jonesville Industrial Park and other industrial property (see TIFA Districts Map).

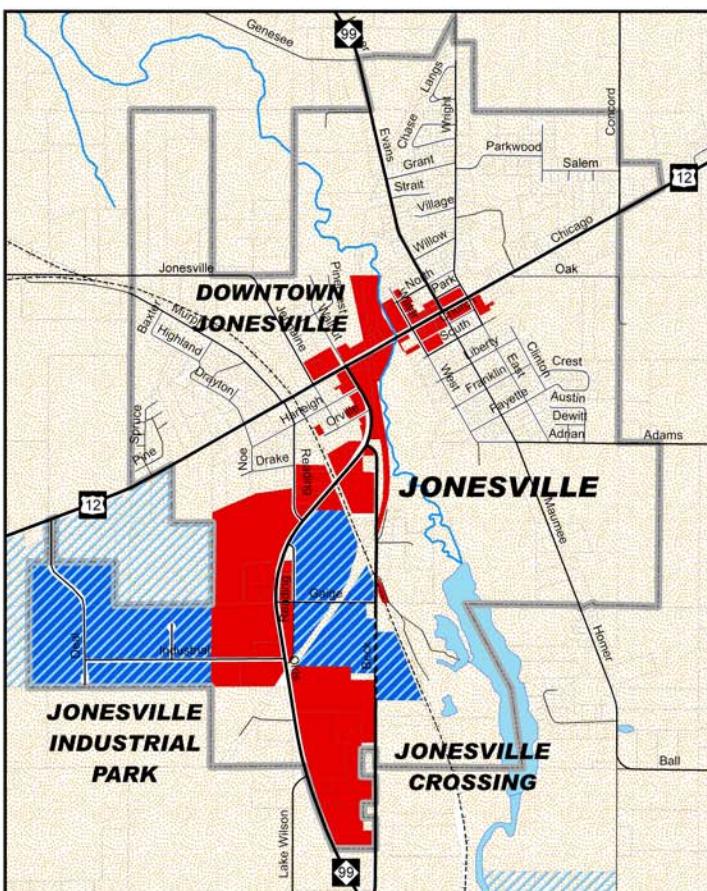
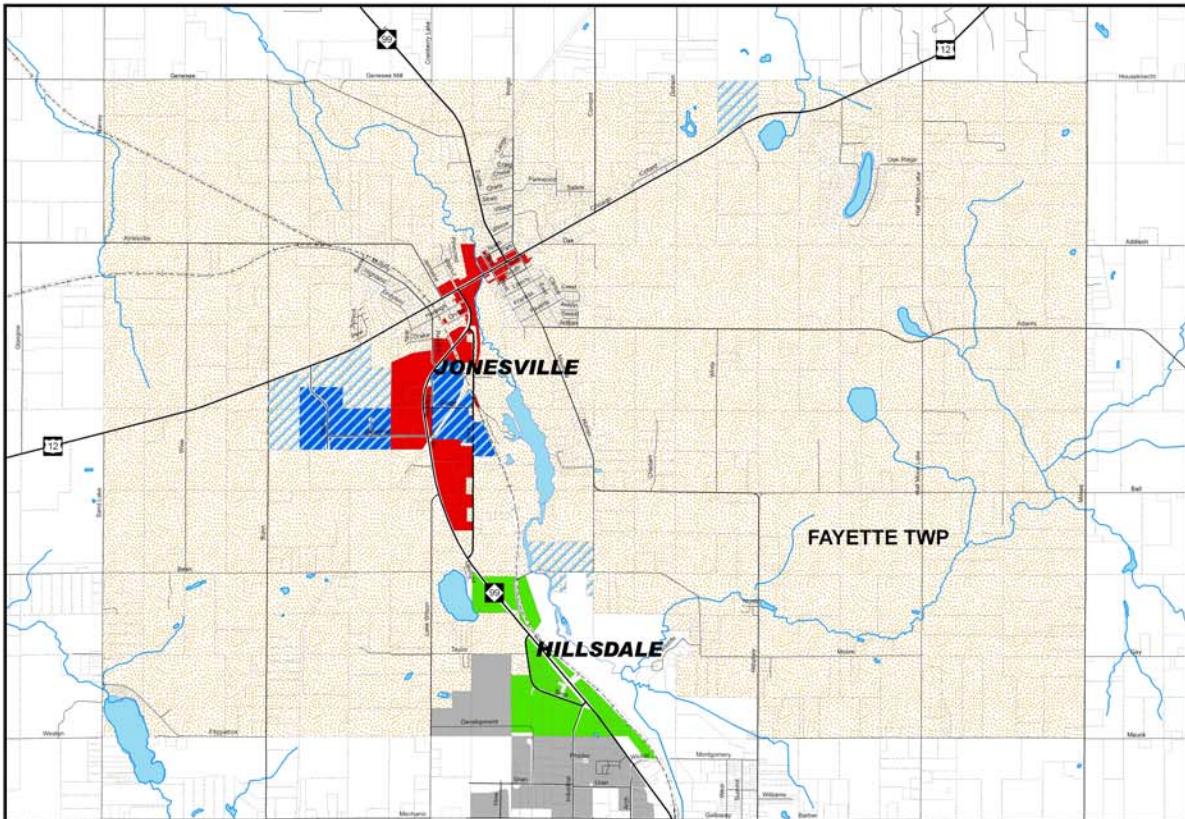
Jonesville Downtown Development Authority (DDA)

The Downtown Development Authority act (PA 197 of 1975, MCL 125.1651–125.1680) “is designed to be a catalyst in the development of a community’s downtown district. The DDA provides for a variety of funding options including a tax increment financing mechanism, which can be used to fund public improvements in the downtown district and the ability to levy a limited millage to address administrative expenses” upon the adoption of a development plan and a tax increment financing plan by the local municipality.¹¹ The Jonesville DDA district encompasses downtown Jonesville, the Jonesville Plaza, and Jonesville Crossing (see TIFA Districts Map).

⁹ Chapter Four of the [MSPO Community Planning Handbook](#)

¹⁰ The information concerning PA 281 of 1986 included in this summary was taken from the “Local Development Financing Act (LDFA)” worksheet which can be found online at <http://ref.michiganadvantage.org/cm/attach/E90375D6-7D70-4F7B-8CC0-5FE6A23F1746/LocalDevelopmentFinancingActPA281.pdf>

¹¹ The information concerning PA 197 of 1975 included in this summary was taken from the “Downtown Development Authority (DDA)” worksheet which can be found online at <http://ref.michiganadvantage.org/cm/attach/B9CC788D-CB39-42BD-9BCE-49E29D7AA42E/DowntownDevelopmentAuthority.pdf>



LEGEND

INDUSTRIAL PARKS

MUNICIPAL LIMITS

PARCELS

VILLAGE AND TOWNSHIP

TIFA DISTRICTS

JONESVILLE DDA
DDA REF 06-1993

JONESVILLE LDFA
LDFA REF 06-1990/92

425 AGREEMENTS
425-F, FAYETTE TWP

OTHER TIFA DISTRICTS

VILLAGE OF JONESVILLE
AND FAYETTE TOWNSHIP

TIFA DISTRICTS

PA 425 Agreements

“Annexation is legally difficult, tends to pit neighbor against neighbor, and [causes] important economic development projects [to become] victims of a lack of annexation co-operation.” However, a ‘425 Agreement’ through the Intergovernmental Conditional Transfer of Property by Contract act (PA 425 of 1984, MCL 124.21–125.29) “allows both municipalities involved in land negotiation great flexibility.” For example, a municipality has the needed infrastructure to support new development but insufficient vacant land. A neighboring jurisdiction lacks the needed infrastructure but possesses an adequate amount of land for the development. A conditional land use agreement, which can last for up to 50 years, would allow [a] project to be developed, the extension of needed utilities, and the sharing of tax revenues resulting from the transfer.¹² Fayette Township property is currently administered by the City of Hillsdale as well as the Village of Jonesville through 425 agreements (please see TIFA Districts Map).

Recent Economic Development Efforts

A review of the findings of recent economic development efforts is an important component of developing a coherent economic development strategy. After all, there is no sense in ‘reinventing the wheel.’ Accordingly, the Hillsdale County Community Visioning and Economic Development Plan and the Jonesville Downtown Blueprint 2004 are summarized below:¹³

Hillsdale County Community Visioning and Economic Development Plan

“For more than six months, the Hillsdale County Chamber of Commerce’s Economic Growth Group (EGG) met to chart a new course for economic development;” recognizing that “in recent years, plant closures, downsizings, and a generally sluggish national economy highlighted the need to re-assess local economic development efforts.” The EGG published the Hillsdale County Community Visioning and Economic Development Plan at the end of the process in June of 2005.

¹² The information concerning PA 425 of 1984 included in this summary was taken from the “Conditional Land Use Transfer (PA 425)” worksheet which can be found online at <http://ref.michiganadvantage.org/cm/attach/dcb32d74-0846-4643-aeae-352c50680355/ConditionalLandUseTransferPA425.pdf>

¹³ The information concerning the Hillsdale County Community Visioning and Economic Development Plan and the Jonesville Downtown Blueprint 2004 included in this summary was taken from the “Introduction/Executive Summary” and “Business Districts Assessments and Strategies” chapters of the countywide plan which can be viewed online at www.hillsdalecounty.info/economic0002.asp. General information concerning the Blueprints for Michigan’s Downtowns program included in this summary was taken from the CATeam Programs page of the Michigan Economic Development Corporation website: <http://ref.michigan.org/medc/services/general/cat/blueprints>.

“The planning process used to chart this new course of action was a highly participatory one.” The following “perspectives and recommendations were gathered from the community through the following” means:

- Community profile and trends analysis;
- Stakeholder interviews;
- Visioning meetings;
- Focus groups;
- An industrial survey;
- A high school student (senior) survey.

“Based upon this process, an overall long-term vision was defined and long-term goals and strategies were crafted to attain this vision. These goals and strategies included the following:

- Enhancement of the downtowns and business districts within the county;
- Industrial retention and expansion;
- Industrial attraction;
- Designation of an Economic Renewal Corridor;
- Tourism;
- Agriculture;
- Art, culture and entertainment;
- Establishment of a Center for Entrepreneurship to support small business development;
- Branding Hillsdale County;
- A more collaborative and comprehensive organizational structure for carrying out the economic development vision and plan,” which resulted in the ‘Hillsdale County Economic Development Partnership’

Jonesville Downtown Blueprint 2004

Blueprints for Michigan's Downtowns —a Cool Cities program through the Michigan Economic Development Corporation— “takes a comprehensive, market-driven approach toward developing an action-oriented, downtown economic enhancement strategy.” The program “is designed to develop an action strategy that will, over a five-year period of implementation, move [a] community’s traditional downtown toward economic enhancement.” The Jonesville Downtown Blueprint 2004, published in February of 2004, records the following strengths, weaknesses, vision, and strategies:

Strengths — The Blueprint included a listing of the following strengths:

- “Retail shop and food establishments, while not large in number, draw customers to [downtown];
- Multi-generational businesses, which helps stabilize [downtown];
- Independently owned businesses offer excellent customer service;

- Sauk Theater, which is a regional draw, provides high quality performances;
- Village Hall, which not only acts as an anchor, sets a good example of quality historic building renovation and maintenance as well as quality window displays;
- [G. Carl] Fast Memorial Park, which is viewed as THE Village park . . . serves as a New England Town Green and the center of community life;
- Location at the intersection of US-12 and M-99, which a considerable number of motorists travel daily;
- Nearby expanded library, as well as the post office, which are additional anchors and draws;
- Nearby mixed-use structure, which includes condos and retail, and stands as a symbol of investor confidence in the area;
- Surrounded by quality housing with residents who walk [downtown] and pride themselves on this fact;
- Jonesville DDA has a track record of success.”

Weaknesses — The document also listed the following weaknesses:

- “Two large vacant structures [downtown —] Old Jonesville Inn and the Kiddie Brush and Toy building;
- Many [downtown] buildings have vacant upper floors;
- Other identified issues for [downtown] include creating a stronger business mix and economic identity, as well as marketing.”

Vision — Participants in the Blueprint process “expressed a desire to see [that downtown Jonesville has] the following image:

- ‘A Downtown that is unique, unusual, quaint, pretty, and well maintained’ – a beautiful example of ['Small Town USA'];
- A historical [downtown] – ‘we’re here 175 years and counting’ – where you can park, walk, and enjoy a myriad of experiences, including retail, food, entertainment and culture;
- A [downtown] that has good products, a good image, good service, and is a warm, welcoming place;
- A [downtown] where you find smiling faces; a place that says, ‘We’re a family,’ ‘You’re welcome here and please stop in;’
- A [downtown] where there’s so much to do for the whole family that you come for a quick stop, and end up spending the day;
- A [downtown] you tell your friends about, a [downtown] you come back to again and again;
- ‘A real [downtown] that no place else is quite like.’”

Strategies — “The Blueprint report [also] provides a comprehensive course of action for enhancing Downtown Jonesville including specific strategies for:

- Public improvements to ‘fine tune’ [downtown’s] public spaces;
- Business development to attract more retail, greater diversity of retail, contiguous retail, food, arts, and entertainment establishments through the enhancement of existing businesses and the attraction of additional appropriate businesses;
- Real [estate development] focused on using upper floors of [downtown] buildings, renovation of the Old Jonesville Inn, adaptive reuse of the Kiddie Brush and Toy Building, and [façade] improvements;
- Marketing [downtown] as a distinct and distinctive area;
- Continuation of the current management structure that is working to improve [downtown].”

CHAPTER 4

VISION, GOALS, & POLICIES

The vision, goals, and policies listed in the plan are the building blocks for future land use decisions. The area vision summarizes the overall planning direction for the Village of Jonesville and Fayette Township. The goals and policies strengthen the residential, commercial and industrial areas of Jonesville; encourage infill development and new construction within and around the Village; direct growth within Fayette Township to the most suitable locations; and serve to protect those features that contribute to the small town, rural character of the entire area.

Area Vision

The Village of Jonesville/Fayette Township area is a mixture of both village and rural characteristics and the success of one community is closely related to the other. The Village faces the challenge of ensuring that its existing neighborhoods, businesses, and infrastructure remain attractive to residents and investors. The Township must look for ways to preserve the rural qualities that have made it a desirable place to live. Therefore, the area vision may be expressed as:

Working cooperatively, the Jonesville/Fayette Area will be defined by its mix of village and rural qualities as created by the distinctive small town character of the Village of Jonesville and the rural, agricultural surroundings of Fayette Township.

Smart Growth Tenets

Fayette Township and the Village of Jonesville joined with the City of Hillsdale and Hillsdale Township to form the Hillsdale Regional Planning Area. The group advocates a Smart Growth approach comprising the following tenets:¹

1. Create a range of housing opportunities and choices
2. Create walkable neighborhoods
3. Encourage community and stakeholder collaboration in development decisions
4. Foster distinctive, attractive communities with a strong sense of place
5. Make development decisions predictable, fair, and cost-effective
6. Allow a mix of land uses
7. Preserve open space, farmland, natural beauty and critical environmental areas
8. Provide a variety of transportation options
9. Strengthen and direct development towards existing communities
10. Take advantage of compact building design

¹ The tenets are paraphrased in this chapter. The original version of the tenets appears in Appendix A, which also contains a preliminary prioritized list of smart growth efforts developed by that group.

Goals and Policies

The following goals and objectives reflect the smart growth tenets utilized by the communities in the Hillsdale Regional Planning Area as well as vision for the Village of Jonesville/Fayette Township.²

Community Character Goal and Policies

New development in the township and village will generally reflect our small town character and offer a variety of uses suitable for the needs of local residents.

- Preserve agricultural and residential neighborhoods as the principal land uses, using the presence of public infrastructure (e.g., municipal water and sewer services, etc.) as a key factor in determining suitable types and densities of development (Tenets: 1, 4, 5, 6, 7 & 9).
- Establish a community services boundary which delineates where public infrastructure exists or is planned —generally in or near the Village— taking into account the preservation of farmland and other natural resources (Tenets: 4, 5, 7 & 9).
- Require the majority of new development to occur inside the community services boundary, allowing lands outside the boundary to remain in agriculture, accompanied by related uses and low density residential development (Tenets: 4, 5, 6, 7 & 9).
- Enforce the property maintenance codes in order to preserve the character and quality of existing and future neighborhoods (Tenets: 4 & 5).
- Strengthen neighborhoods through the upkeep and improvement of street lighting, sidewalks, and curb and gutter, as appropriate (Tenet: 4).
- Discourage the encroachment of industrial uses into residential areas through the use of appropriate land use patterns and zoning practices (e.g., landscape and open space buffers) (Tenets: 4, 5, & 6).
- Allow a mix of uses where residential and tightly defined and regulated commercial development can coexist and be mutually beneficial (Tenet: 6).
- Allow a mix of uses where residences can be located on the upper floors of buildings in the central business district and other commercial buildings (Tenets: 1 & 6).
- Adopt site plan review standards and other zoning regulations to preserve and protect environmentally sensitive areas (Tenets: 5 & 7).
- Regulate infill development through appropriate zoning and other regulations to preserve the architectural integrity of existing neighborhoods (Tenets: 4, 5 & 10).

² The smart growth tenets associated with each policy are recorded in the parentheses at the end of each line. The objectives are also listed in Appendix B by the smart growth tenet which they are primarily associated.

Residential Development Goal and Policies

The Village and Township will promote development which reflects and preserves the community values and characteristics of the community by supporting existing neighborhoods and creating new residential development in locations that support the Community Vision.

- Encourage a variety of housing densities and choices, where appropriate, which satisfy the requirements of area residents (Tenets: 1 & 2).
- Discourage direct access and encourage service drives and other access management techniques wherever residential development is permitted along US-12 and M-99 (Tenets: 5 & 8).
- Provide adequate open space buffers wherever residential development is allowed along US-12 and M-99 to preserve rural views (Tenets: 4 & 7).
- Separate dissimilar land uses through adequate landscaping, the provision of open space or buffer areas, and other means to limit conflicts between uses (Tenets: 4, 5, & 6).
- Prohibit the encroachment of industrial uses and limit the encroachment of commercial uses into existing residential neighborhoods where mixed development is planned (Tenets: 4, 5, & 6).
- Encourage new neighborhoods to be served by sidewalks and trails and promote the retrofitting of existing neighborhoods with appropriate facilities where they are desired (Tenets: 2, 4, & 8).

Farmland Goal and Policies

The Township will encourage the preservation of active farmland as a valuable resource for the community and take measures to ensure that farming operations are adequately buffered from residential development.

- Support the desires of individual property owners who wish to keep their land in active agricultural production (Tenets: 3, 4 & 7).
- Educate land owners, developers, and realtors about the advantages and drawbacks of farmland preservation techniques (Tenets: 3, 4 & 7).
- Inform landowners, developers, and realtors of the importance of agriculture to the area and of the need to adequately inform new residents of activities related to farming operations (Tenets: 3, 4 & 7).

Natural Features Goal and Policies

The natural beauty and features that make this area a desirable rural village community will be preserved and enhanced by encouraging responsible development that respects the small town and rural character of the area.

- Permit high density residential development, as well as commercial and industrial land uses, only where public sewer and water services are available, limiting the potential for ground water contamination or any other adverse environmental impacts (Tenets: 1, 4, 5, 6, 9 & 10).
- Require greenbelts or buffer zones in transitional areas between developments and natural features in order to protect the integrity of the area's natural resources (Tenets: 4, 5, & 7).
- Require greenbelts or buffer zones in transitional areas between incompatible land uses (Tenets: 4, 5, & 6).
- Ensure the preservation of sensitive natural features, desired park lands, public open spaces, and other areas that merit permanent preservation through acquisition, donation, easements, or other similar means (Tenets: 4 & 7).
- Encourage building and site designs through site plan review and other zoning regulations which take into account natural features such as soils, topography, hydrology and natural vegetation (Tenets: 4, 5 & 7).

Downtown Development Goal and Policies

The Downtown of Jonesville will continue to be the "heart" of the area. While it is recognized that not every business will be able to locate in a downtown setting, efforts will be made to provide a vital, active downtown.

- Encourage retail businesses to locate downtown (Tenets: 2, 4, 9 & 10).
- Encourage uniform design elements such as street lighting, sidewalks, and landscaping within the downtown and other commercial areas (Tenet: 4).
- Encourage the preservation of the historic buildings and those with a unique architectural character (Tenet: 2 & 4).
- Emphasize downtown as the area's central place by encouraging community concerts, events, and other similar activities in the central business district (Tenet: 4).

Business and Industry Goal and Policies

Businesses locating in commercial areas of the community will be of a scale appropriate to the community and rural character desired by our residents. Industrial uses will be located in areas zoned for such use which will provide sufficient infrastructure and where they do not infringe on existing or planned residential areas.

- Encourage new businesses that will promote additional employment opportunities and economic stability in conjunction with surrounding communities and organizations (Tenets: 3, 5 & 6).
- Encourage the use of access management (i.e. service roads) to new commercial and industrial uses along major roadways to minimize traffic congestion and hazards (Tenets: 4, 5 & 8).

- Encourage commercial development to locate in existing buildings (Tenets: 4, 5, 6, 9 & 10).
- Require new commercial construction to be consistent with the character of the surrounding area and to not encroach upon residential neighborhoods (Tenets: 4, 5, 6, & 10).

Community Facilities and Services Goal and Policies

Facilities and services will be updated and managed in an economically efficient manner that closely associates types and densities of development with infrastructure capacity.

- Create a community services boundary which delineates where public infrastructure exists and will be most appropriate (Tenets: 4, 5, 6, 7, 8, & 9).
- Limit new medium and high density development to areas where public services are available (Tenets: 1, 2, 4, 5, 6, 7, 9 & 10).
- Restrict expansion of infrastructure into areas where the preservation of rural character is encouraged (Tenets: 4, 5, 7, 9 & 10).
- Make transportation access management requirements which limit the number and placement of driveways along M-99 and US-12 a priority during site plan review (Tenets: 2, 4, 5, 8, & 9).
- Make the adequate surfacing of new parking lots and water drainage a priority during the site plan review, special land use and planned unit development processes (Tenets: 4 & 5).
- Ensure that the social needs of the residents of the area are satisfied or improved by coordinating with community schools, service organizations and community groups (Tenets: 3 & 5).
- Implement the goals, objectives, and action program included in the Village of Jonesville & Fayette Township Joint Recreation Plan, especially those which promote opportunities for walking and non-motorized alternatives (Tenets: 2, 4, & 8).

Community Cooperation Goal and Policies

The municipalities will promote community cooperation by providing an adequate level of services which do not duplicate efforts, which conserve Village and Township resources, improve the quality of life in both communities and ensure that growth follows the Master Plan.

- Ensure that the joint Master Plan is consistently followed by both the Village and Township (Tenets: 3 & 5).
- Ensure that access management techniques are employed along M-99, US-12, and other major transportation routes within the Area by coordinating site plan and development approvals with the Michigan Department of Transportation and the Hillsdale County Road Commission (Tenets: 5 & 8).

- Work cooperatively with the various school districts regarding decisions which impact local governments and the sharing of resources (Tenets: 3 & 5).
- Cooperate with the smart growth efforts of other the communities in the Hillsdale Regional Planning Area, especially those aimed at creating walkable neighborhoods (Tenets: 2, 3, & 4).

CHAPTER 5

FUTURE LAND USE

The form and vitality of any community is defined largely by how its citizens see the way land is used and how that use relates to their daily life. The way land is used is linked directly to the quality of life found in the Village of Jonesville and Fayette Township. Accordingly, it is important to plan for future development in the community.

The future land use chapter of the joint master plan is a general guide which is not meant to be rigidly administered because changing conditions may affect the assumptions used to develop the document. However, changing conditions do not necessarily mean that the master plan must change. Rather, the planning commissions of the Township and Village must examine those changes and decide if the principles on which the document was based are still valid. If so, the plan should be followed.

The relationship between a master plan and a zoning ordinance is often misunderstood. A master plan is a *guide* for land use for the future while the zoning ordinance *regulates* the use of land in the present. The master plan is not a binding legal document while the zoning ordinance is a law that must be followed.

As more growth occurs, the Township and Village must address difficult zoning issues brought on by the pace and increasing complexity of development plans proposed by residents and property owners. The need to provide flexibility while maintaining some degree of control may create the need for innovative zoning solutions.

Future Land Use Classifications

An objective of the joint master plan is to “establish a community services boundary which delineates where public infrastructure exists or is planned—generally in or near the Village— taking into account the preservation of farmland and other natural resources.” Urban services generally refer to water and sewer service. A first step in establishing such a boundary is to separate the various land use categories between rural and urban land uses.

Rural Land Uses

The following land use classifications do not require community services:

Agricultural (AG)

The purpose of the AG classification is to preserve farmland and the rural agricultural character of the township.

The long term viability of farming is a question plaguing many Michigan townships. Many jurisdictions, including Fayette Township, are reluctant to open existing or potential farmland to unplanned and haphazard development. Accordingly, this land use classification is designed to preserve farmland by reducing the amount of large lot splits

while allowing for some development to occur. Where land is developed in this category, incentives should be used to encourage interior lot development, the clustering of parcels in one location, controlled access, and the preservation of open space.

However, it is also necessary to note the problem of residential uses in areas that are actively farmed. Residents that have moved from urban areas are often unprepared for the ordinary effects of farming. For example, odors, tractors and other farming equipment traveling along roadways, crop dusting, and other necessary activities conflict with their expectations of rural living. Therefore, it is important that these new residents are made aware of the potential for these conflicts.

Rural Residential (RR)

The purpose of the RR classification is to preserve rural character and natural features. Much of the land in this classification will eventually be converted from farms and vacant fields to residences although farming will continue to be a legal activity. However, a strong desire on the part of township residents to preserve their privacy and the rural character for which they moved to the area dictates a need to restrict density. The township also has a limited ability to provide utilities, paved roads, and other services to areas that are planned for more intense development. Accordingly, zoning policies will seek to follow a consistent pattern of building on previous development, rather than creating isolated parcels of relatively higher density development in agricultural and low density areas.

However, it is also necessary to note the problem of residential uses in areas that are actively farmed. Residents that have moved from urban areas are often unprepared for the ordinary effects of farming. For example, odors, tractors and other farming equipment traveling along roadways, crop dusting, and other necessary activities conflict with their expectations of rural living. Therefore, it is important that these new residents are made aware of the potential for these conflicts.

Urban Land Uses

The following land use classifications may require community services:

Low Density Residential (LDR)

The purpose of the LDR classification is to allow the development of low density neighborhoods.

There is a need for new areas of reasonably priced and well developed housing. This category includes properties that have a significant potential for development into new subdivisions, site condominiums, and other housing projects. Many of these areas are either farmed or vacant lands. Given the relatively dense development permitted, these areas should take advantage of public water and sanitary sewer services.

Once again, it is necessary to note the problem of residential uses in areas that are actively farmed. Residents that have moved from urban areas are often unprepared for the ordinary effects of farming. For example, odors, tractors and other farming equipment traveling along roadways, crop dusting, and other necessary activities conflict with their expectations of rural living. Therefore, it is important that these new residents are made aware of the potential for these conflicts.

Medium Density Residential (MDR)

The purpose of the MDR classification is to create, or maintain, neighborhood areas within the Village.

Traditional neighborhoods are the model for this classification. Existing neighborhoods help make the Village a desirable place in which to live. One of the important roles of the joint master plan is to ensure that these areas continue to develop and redevelop in ways that ensure their survival and continued stability. To accomplish this, the following actions are suggested:

- General maintenance of infrastructure, including lighting, signs, sidewalks, and roads will assist in positively directing neighborhood development. The condition of sidewalks in particular, should be evaluated to identify deficiencies.
- Encouraging the preservation and use of natural or built buffers to protect single family residences from nonresidential uses will lessen the adverse effects of these uses, such as light and noise, and make adjacent areas more visually pleasing.
- Acknowledging that public and commercial facilities are a part of these neighborhoods, and building upon the strengths of this relationship, will increase the sense of neighborhood.
- Working with absentee property owners to improve safety, building maintenance and overall management will increase neighborhood pride and security.

High Density Residential (HDR)

The purpose of the HDR classification is to provide alternative housing opportunities that would satisfy the needs of lower income individuals, senior citizens, and young families.

A wide variety of housing possibilities, including single family homes, manufactured home parks, and multiple family dwellings are permitted in this classification. High density residential areas will generally require public water and sanitary sewer and paved roadways. Densities will range as high as twelve units per acre, where proper facilities are in place. Accordingly, areas of higher densities should incorporate the preservation of open space and natural features. Sound design practices should be used to provide a quality living environment to residents.

Central Business District (CBD)

The purpose of the CBD classification is to build a strong and vital downtown.

The health and vitality of Downtown Jonesville is critical to the well-being and image of the entire community. Accordingly, mixed use development of the downtown area is encouraged. Redevelopment of particular areas of downtown may also be a consideration although encroachment into existing stable neighborhoods is discouraged.

Physical improvements by themselves will not increase business downtown. However, joined with a strong marketing strategy, an appropriate retail and residential mix, and other considerations, physical improvements can help the downtown effectively compete for consumer dollars. A consolidated effort will be needed by the property owners, the Village and Township, and the people of the community to assure the success of downtown. The variety of programs, funding requirements, physical development needs, and personalities dictate the need for cooperation and, where necessary, flexibility.

Highway Commercial (HC)

The purpose of the HC classification is to provide commercial services along major roadways which satisfy the needs of the community.

The majority of development in this land use classification is found along portions of M-99 and US-12. The intention of the classification is to ensure that sufficient lot depth and width is provided to allow for shared driveways, frontage roads or rear service drives; adequate parking setbacks; landscaping; and other measures. These improvements will be implemented over time, as existing development is expanded, altered, or redeveloped. It is important that the planning commissions in both jurisdictions be aware of the opportunities to implement improvements and take advantage of those opportunities when presented.

One aspect of commercial highway development that is universally true is the impact of one jurisdiction on another. Traffic and other effects of commercial development have little respect for community boundaries. Therefore, solutions to the potential problems of corridor development need to be viewed as area issues and addressed with a unified approach, involving the Village of Jonesville and Fayette Township, property owners and developers, the Michigan Department of Transportation, the Hillsdale County Road Commission, and the City of Hillsdale.

Light Industrial (LI)

The purpose of the LI classification is to provide for light industrial development that is properly located and has adequate public services.

Concerns about preserving the rural and small town character of the area as well as ground water quality and other environmental concerns raises the issue of what types of industrial development is appropriate for the community. While more intensive industrial development may occur in the area, light industrial development served by a full range of community services is preferred.

Overlay Land Uses

Public and quasi-public uses and lands with environmental concerns are recognized as overlay classifications:

Public/Quasi-Public (P)

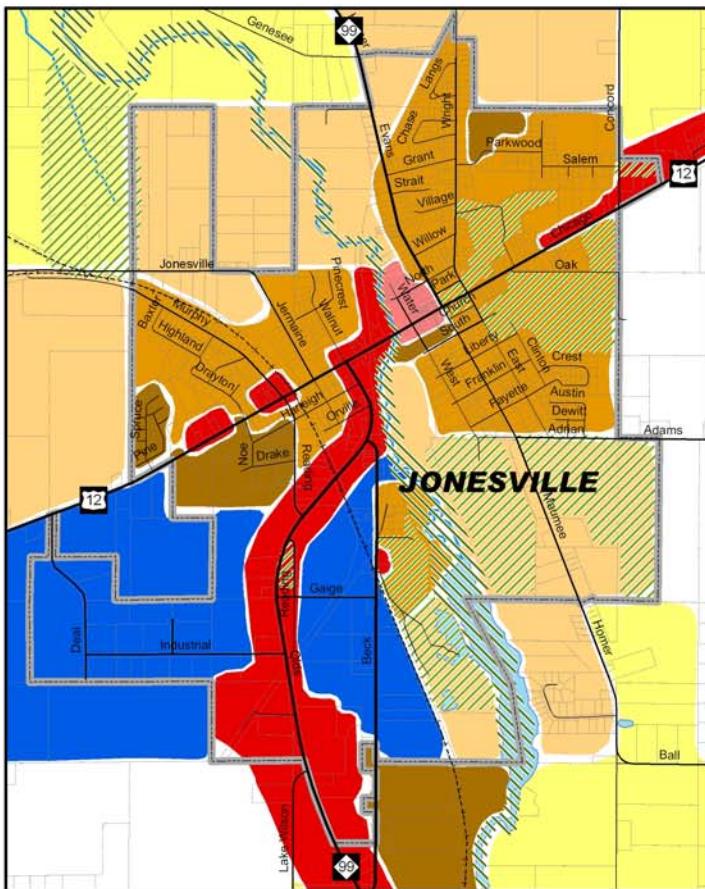
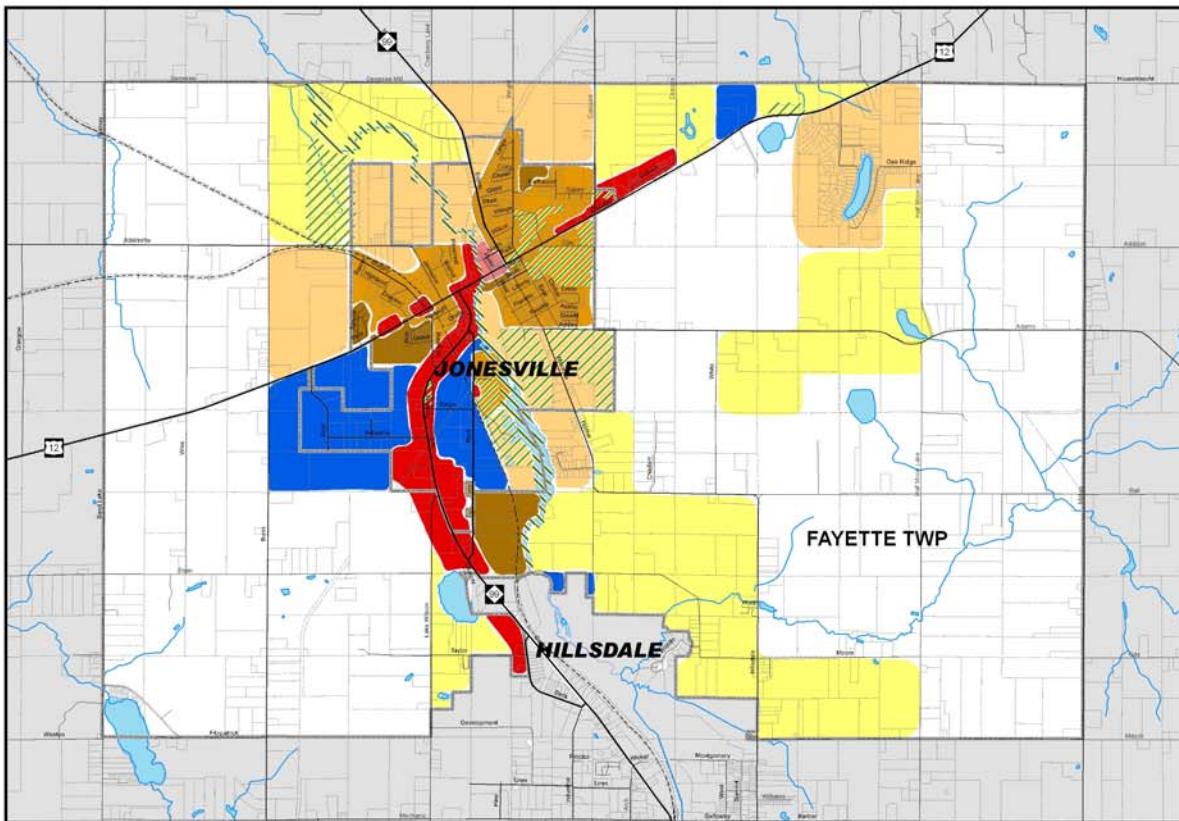
The purpose of the P classification is to designate public uses, such as government facilities, parks, schools, churches, and other similar uses.

The purpose of the P classification is to take into account the unique relationship that public and major quasi-public uses have with the greater community. In many instances, they are close to or part of residential neighborhoods. In designing new and expanded facilities it is important that the site plans for these uses take into account their potential effects on adjacent uses and properly locate driveways, outdoor activity areas, parking lots, and other related facilities.

Conservation Corridor (C)

The purpose of the C classification is to designate the St. Joseph River, including its immediate surroundings, as it flows through the community.

This classification is used to take into account the unique relationship that the St. Joseph River has with the community. A healthy river is good for the residents and land owners of the village and the township. Accordingly, restrictions in addition to those advocated for the underlying future land use categories should be developed and implemented through the zoning ordinance or other legislation.



LEGEND

	MUNICIPAL LIMITS
	PARCELS
RURAL CLASSIFICATIONS	
	AGRICULTURE
	RURAL RESIDENTIAL
URBAN CLASSIFICATIONS	
	LOW DENSITY RESIDENTIAL
	MEDIUM DENSITY RESIDENTIAL
	HIGH DENSITY RESIDENTIAL
	CENTRAL BUSINESS DISTRICT
	HIGHWAY COMMERCIAL
	LIGHT INDUSTRIAL
OVERLAY CLASSIFICATIONS	
	PUBLIC/QUASI-PUBLIC
	CONSERVATION CORRIDOR

VILLAGE OF JONESVILLE
AND FAYETTE TOWNSHIP

FUTURE LAND USE



CHAPTER 6 ZONING PLAN

The joint master plan provides the legal basis for zoning in the Village of Jonesville and Fayette Township. Accordingly, the plan is required to contain a special plan element, known commonly as the zoning plan, by Michigan's planning and zoning enabling acts. As noted in the Michigan Planning Guidebook (May 2008), "special plan elements are often prepared to establish a legal basis for a local regulation, such as a zoning plan to serve as the basis for zoning regulations."

The MPEA —the Michigan Planning Enabling Act (PA 33 of 2008), as amended— requires "a zoning plan for the various zoning districts controlling area, bulk, location, and use of buildings and premises" because the Village of Jonesville and Fayette Township have an adopted zoning ordinance (Sec. 33 (2) (d)). The MZEA —the Michigan Zoning Enabling Act (PA 110 of 2006), as amended— requires the planning commissions to adopt and file with the village council and township board "a zoning plan for the areas subject to zoning" in both jurisdictions (Sec. 305 (a)). Finally, the MPEA also requires the zoning plan to "include an explanation of how the land use categories on the future land use map relate to the districts on the zoning map" (Sec. 33 (2) (d)).

Zoning Districts

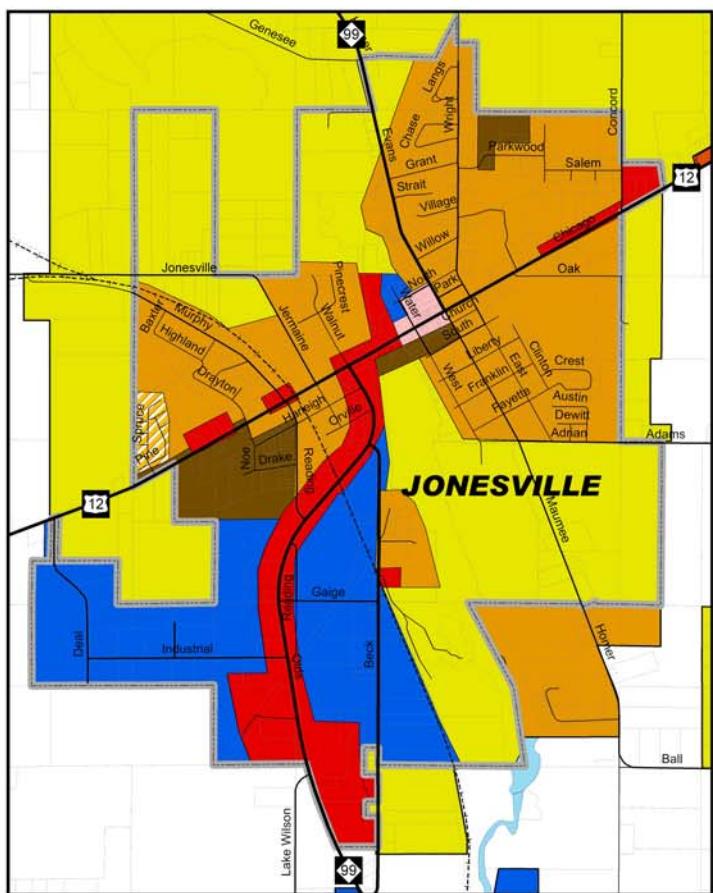
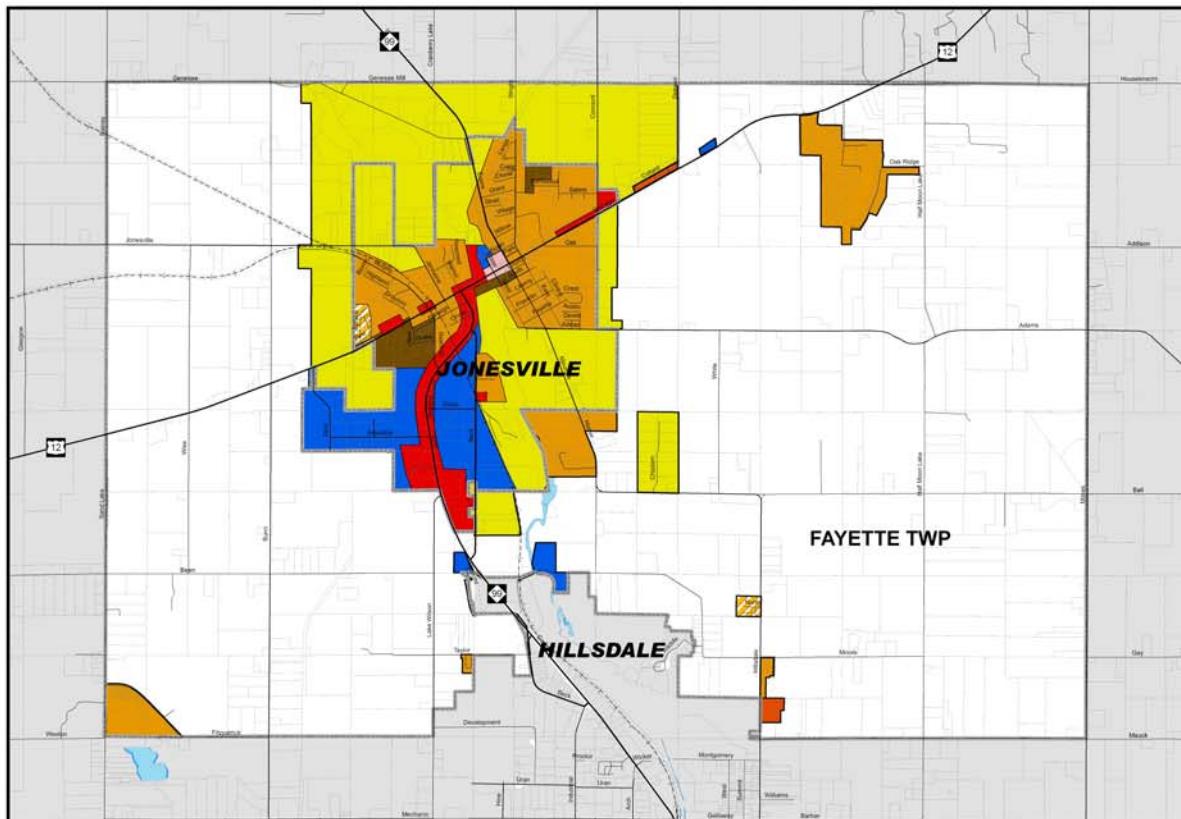
Chapter 3 —Zoning Districts, Maps, and Requirements— of the Village of Jonesville / Fayette Township Zoning Ordinance divides the Village and Township into the following zoning districts (please see following map):

Agricultural District (AG)

The purpose of the AG district, according to Sec. 4.01 of the zoning ordinance, "is to preserve farmland and the rural, agricultural character of the community. While [the] district strives to preserve larger tracts of land, it also allows for some opportunities for land development. Where land is developed in [the]district, the clustering of parcels in one location, controlled access, and the preservation of open space is encouraged."

Rural Residential District (RR)

The purpose of the RR district, according to Sec. 5.01 of the zoning ordinance, "is to preserve rural character and natural features. Land within [the] district is intended to satisfy the demand for rural residential development [on lots] considered small enough to not detract from any existing large parcels used for agriculture. Concerns regarding loss of rural character, and potential problems with septic conditions and ground water quality are critical elements of determining the locations for [the] district."



VILLAGE OF JONESVILLE
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CURRENT ZONING DISTRICTS



Single Family Residential Districts (R-1 and R-2)

The purpose of both R-1 and R-2 districts, according to Sec. 6.01 and Sec. 7.01 of the zoning ordinance, “is to allow the development of low density neighborhoods. New, residential developments which elect to locate outside of a municipality often desire lot sizes which are larger than traditional parcels in more developed areas. Given the relatively dense development permitted, these areas should take advantage of public water and sanitary sewer services. Otherwise, the use of a private, community septic system is encouraged.”

Multiple-Family Residential District (R-3)

The purpose of the R-3 district, according to Sec. 8.01 of the zoning ordinance, “is to provide alternative housing opportunities that would satisfy the needs of lower income individuals, senior citizens, and young families. Development within [the] district should incorporate the preservation of open space and natural features. Sound design practices should be used to provide a quality living environment to residents. Uses within [the] district are generally intended to be served by public utilities, especially public water and sanitary sewer, be served by paved roadways, and designed to limit any negative effects on existing homes.”

Manufactured Home Park District (MHP)

The purpose of the MHP district, according to Sec. 11.01 of the zoning ordinance, “is to provide regulations for manufactured home residential developments to permit additional variety in housing opportunities and choices.” That principle is “consistent with the communities’ goal to provide a mix of housing styles, types, and densities to accommodate the residential needs of all people.”

Central Business District (CBD)

The purpose of the CBD district, according to Sec. 9.01 of the zoning ordinance, “is intended to build a stronger, vital downtown. The uses within the District encourage mixed use development. [The] district provides for a traditional mixture of small office buildings, specialty retail stores, entertainment, public spaces and related activities that are mutually supporting and serve the needs of both the village and surrounding communities.” Residential units are to be encouraged in the upper stories of commercial buildings.

Highway Commercial District (HC)

The purpose of the HC district, according to Sec. 10.01 of the zoning ordinance, “is to provide specific standards for the state trunkline roadways serving the Village of Jonesville and Fayette Township. [The] standards are intended to preserve the traffic carrying capacity of these roadways and maintain the character of the village and township while accommodating a reasonable amount of growth and provide necessary services to the traveling public as well as area residents.”

Light Industrial District (I-1)

The purpose of the I-1 district, according to Sec. 12.01 of the zoning ordinance, “is to primarily accommodate research, wholesale and warehouse activities, and light industrial operations whose external, physical effects are restricted to the district and in no manner affect in a detrimental way any of the surrounding districts. The intensity of uses is generally restricted to ensure that concerns about preserving the rural, small town character of the community and ground water quality are appropriately addressed. Industrial development that has a full range of available public services is preferred.”

Planned Unit Development District (PUD)

The purpose of the PUD district, according to Sec. 13.01 of the zoning ordinance, “is to offer an alternative to traditional development by permitting flexibility in the regulations for development. The standards . . . are intended to promote and encourage development on parcels of land which are suitable in size, location and character for the uses proposed while ensuring compatibility with adjacent land uses.”

Dimensional Standards

The following bulk, height, and setbacks for each district are included in the zoning ordinance.

		Setbacks			Bldg. Height [°]	Lot Cov.	Min. Lot		Floor Area (sf)			
							w/o sewer		w/ sewer			
		FY	SY	RY			Area	Width	Area	Width	Ground	Total
AG	—	60	50/20	50	35/2½	25%	40 ac	330	—	—	780	1,200
RR	—	50	25	35	25/2½	25%	2 ac	220	—	—	780	1,200
R-1	—	30	25/10	35	25/2½	25%	20,000 sf	110	—	—	780	1,200
R-2	—	30	25/10	35	25/2½	25%	15,000 sf	80	9,500 sf	65	780	1,200
R-3 [^]	SF	30	25/10	35	25/2½	25%	15,000 sf	80	9,500 sf	65	780	1,200
	TF				25/2½	25%	20,000 sf	150	15,000 sf	110	—	900
	MF				25/2½	25%	12 du/ac	200	—	—	—	750'/950"
MHP	Park	50	30	30	25/2½		15 ac	—	—	—	—	—
	Lot	10	20		25/2½		6,000 sf	—	—	—	—	—
CBD	—	—	—	—	45	—	—	—	—	—	See R-3	See R-3
HC	—	40	30*/0-10~	50*/25~	35/2½	30%	1 ac	220	—	—	—	—
I-1	—	50	50*/15~	50*/30~	45		1 ac	150	—	—	—	—

[°] = feet/stories

* = Abutting a residence

' = one-bedroom unit

^ = Max. building length of 120 ft

~ = Abutting any other district

" = two-bedroom unit

Evaluating Land Use Changes

Changing the land use or zoning designation on any property can have far reaching physical, environmental, financial, and legal consequences. Therefore, a careful evaluation of proposed rezonings is essential. As with any land use decision, the use of standards is essential to reaching fair and consistent decisions. The following evaluation measures are included in the joint master plan to permit their use by the planning commissions and legislative bodies of the village and township when rezoning or land use changes are contemplated.

1. Consistency with joint master plan

If conditions upon which the joint master plan was developed have changed significantly since the document was adopted (e.g., economic factors, demographic shifts, new utility lines, changing traffic conditions, or other reasons), the planning commissions and legislative bodies should consider these events as part of their deliberation. Particular attention should be paid to the adopted goals, objectives, and policies to ensure that they remain valid, and that the proposed rezoning or land use change does not impair their intent.

2. Compatibility

All of the uses allowed in the proposed district should be compatible with the conditions present on the site and in the immediate vicinity of the site especially in terms of density, character, traffic, aesthetics, and property values. The joint master plan provides several guidelines, as noted above, which should be considered when determining whether or not the proposed district is compatible with the neighborhood and the area as a whole.

3. Capability of being used as already zoned

It is the right of every property owner to receive a reasonable return on the investment placed on property. This does not mean that zoning is a slave to the "highest and best use," which is not a zoning, but a real estate term. It does mean that there should be a reasonable use available within the zone district. However, if the property is capable of being used as zoned, there will need to be a compelling reason to change. These reasons may be related to the first two standards of consistency and compatibility.

Site plans will generally not be considered as part of a rezoning request. The planning commissions and/or legislative bodies will not be swayed by what is proposed by the petitioner. Instead, the village and township will specifically note that all of the uses permitted in the proposed district may be placed on the site — not just the one shown on a site plan.

Relationship to the Future Land Use Map

This section of the chapter equates the various zoning districts included on the zoning map with the various classifications included on the future land use map.

Agricultural (AG)

Agricultural areas are addressed generally on the future land use map. The following zoning district(s) equate to those areas:

- AG — Agricultural District
- PUD — Planned Unit Development District

Implementation Tool(s) — The village and township may consider the adoption of the following zoning tool(s) which can be used to guide development in this land use category:

- **Quarter-quarter zoning** — This technique, which works best in areas of existing large parcels, allows a limited number of parcel splits for each 40 acres of land. The splits would then permit a farm home on the original parcel and non-farm homes on the remaining property splits. This method will ensure that parcels are preserved that are of sufficient size for farming, yet allow some additional use of land for individual property owners. It will also limit the number of non-farm homes to ease the conflicts between farming and residential uses. The two splits that will be permitted must be at least one acre in size and no greater than two acres and have 220 feet of public road frontage. In addition, the permitted splits will be required to abut. The maximum size limitation will help ensure that the objective of the classification, preservation of farmland, will be met.
- **Sliding scale zoning** — This technique limits the number of times that a parent parcel (i.e., a parcel existing on the date of ordinance adoption) can be split based on its size. A larger minimum parcel size is also established. Sliding scale zoning generally allows more non-farm residential development than quarter-quarter zoning and can be useful in agricultural areas that are being affected by residential development and land speculation by allowing additional use of the land.
- **Minimum and maximum building lot sizes** — This technique can be used to encourage the location of non-farm development on less productive farmland and/or in areas where development is more concentrated to direct growth onto already fragmented land. The use of sliding scale zoning is most effective in areas where a wide range of parcel sizes exist and non-farm residential development has already begun to occur. The use of agricultural buffers is highly recommended to avoid land use conflicts between new residential development and agriculturally related activities, such as pesticide spraying.

Rural Residential (RR)

Rural residential areas are addressed generally on the future land use map. The following zoning district(s) equate to those areas:

- RR — Rural Residential District
- PUD — Planned Unit Development District

Implementation Tool(s) — The village and township may consider the adoption of the following zoning tool(s) which can be used to guide development in this land use category:

- **Clustering** — This technique provides for a concentration of density in a limited area, with the overall, or "gross density" of the site remaining the same. Although clustering may increase the net density for a smaller area of a larger parcel, the gross density should still fall into the requirements of the future land use map. The object of clustering is not to increase the number of units developed, but to regulate the amount of land disturbed by structures, lawns, and drives.

Cluster provisions, while having limited effect on the preservation of farmland, can allow for the protection of many site features, such as wooded areas, steep slopes, wetlands, and other natural amenities. On larger parcels, the remaining acreage may be useful for farming, provided that the ownership or control of the area to be used for farming is firmly established.

Allowing cluster development through the use of planned unit developments (PUDs) provides the opportunity for the township to ensure that the land will be kept free from development. Apart from being a requirement of the PUD, the open space can be deeded in equal parts to the property owners of the cluster with restrictions on individual sales, requiring approval of a majority (or greater number) of the remaining owners. Regardless of ownership, the remaining acreage would not be permitted to be developed with additional housing units.

Medium Density Residential (MDR)

Medium density residential areas are addressed generally on the future land use map. The following zoning district(s) equate to those areas:

- R-1 — Single Family Residential District
- R-2 — Single Family Residential District
- PUD — Planned Unit Development District

Implementation Tool(s) — The village and township may consider the adoption of the following zoning tool(s) which can be used to guide development in this land use category:

- **Access** — One of the most important factors in planning for access in residential neighborhoods is to ensure that several means of ingress and egress are provided, and that a continuous street system is retained between separate, but adjoining, residential developments. This helps ensure that safety vehicles have more than one means of reaching an emergency in the event that a primary route is blocked. It also permits more convenient and less confusing access for residents, visitors, and others, such as delivery and service vehicles.

Lots which face major roads often have no other access, particularly if the interior lands are not part of the development. As such, a large number of individual drive-ways along major roads, often carrying high speed traffic, can create a hazard. Two solutions are possible:

- If the interior of a property is being developed, as many lots as possible should be required to gain access from interior streets. Interior streets should be placed one lot depth into the property and homes should back up to the major road. Additional landscaping or fencing may be provided for the back yard areas facing the major road.
- The second solution can be used if interior development is not taking place. Rather than each lot having its own driveway, two or more lots can share a common driveway for the first several feet of the lot, then split into individual driveways to reach the building sites of each lot. If neither of these solutions proves useful, each lot fronting on a major street should be required to construct a turnaround area to allow vehicles to enter the street facing forward.
- **Open Space** — Strong residential neighborhoods also benefit from having reasonably accessible common open spaces, either in the form of a public park, private open space, or other similar area, for recreation purposes and to provide views. To a limited degree, the clustering provisions noted under the rural residential classification might be used to help provide open spaces and preserve natural features.
- **Natural Features** — Preserving any existing significant natural features should also be a high priority for these areas. Apart from the environmental aspects of preserving these features, the marketability of neighborhoods is greatly enhanced where natural features are preserved and built into the design of the housing development.

High Density Residential (HDR)

High density residential areas are addressed generally on the future land use map. The following zoning district(s) equate to those areas:

- R-3 — Multiple Family Residential District
- MHP — Manufactured Home Park District
- PUD — Planned Unit Development District

Central Business District (CBD)

The central business district area is addressed generally on the future land use map. The following zoning district(s) equate to those areas:

- CBD — Central Business District
- PUD — Planned Unit Development District

Highway Commercial (HC)

Highway commercial areas are addressed generally on the future land use map. The following zoning districts equate to those areas:

- HC — Highway Commercial District
- PUD — Planned Unit Development District

Implementation Tool(s) — The village and township may consider the adoption of the following zoning tool(s) which can be used to guide development in this land use category:

- **Building setbacks and lot size** — Effective transportation planning requires anticipating the future needs of the particular corridor. Lot configurations and building orientation are often dictated by zoning requirements for street frontage, minimum lot area, minimum lot width, and yard setback requirements. The highway commercial classification, once implemented in zoning, should ensure that adequate lot widths and setbacks are provided, along with design requirements to ensure the future ability of the roadway to move traffic safely, quickly, and efficiently. For example, buildings should maintain frontage setbacks sufficient to accommodate appropriate landscape, pedestrian and vehicular circulation needs, and future road improvements such as access drives, bike path sidewalk placement and road widening.
- **Access management** — Preserving the traffic carrying capacity of a roadway is essential in order to avoid costly improvements and safety problems. Transportation studies have consistently shown that the number, design, and location of driveways can impact the ability of a road to safely move traffic and provide access for adjacent land uses. The number, design, and location of driveways along major roadways will affect traffic flow, ease of driving, and accident potential. Every effort should be made to limit the number of driveways and encourage access from side streets, service drives, frontage roads, and shared driveways.

The most effective means of ensuring proper access management is the site plan review process. However, in order to properly administer site plan review, the village and township should ensure that the future land uses along major corridors adequately considers the function of the adjacent roadway.

- **Driveway spacing and location** — Each driveway along an arterial roadway presents a potential conflict point. Vehicles pulling in or out, or slowing to turn, disrupt the smooth flow of traffic. Poor access management and too many driveways contribute to the functional deterioration of a road. The number, spacing, and design of driveways, therefore are important factors to consider in order to maintain a desirable level of capacity and movement on the roadway.
 - Minimum and desirable driveway spacing requirements should be determined based on speed limits along the parcel frontage.
 - Driveways should be directly opposite other drives or be offset from opposing property by at least 150 feet in order to prevent conflicts with turning vehicles, or what is commonly known as a “left-turn lockup.”
 - Access to individual parcels should consist of either a single two-way driveway or a pair of one-way driveways. While certain developments may generate enough traffic to consider allowing more than one driveway along a major street, a second access point should be located on a side street or shared with adjacent uses whenever possible.

A common misconception is that local communities have no input on driveway locations if the state or county has jurisdiction over the roadway. Although local regulation cannot conflict with the road authority (i.e. be less restrictive), it can control driveway locations through the site plan review process. Local governments do have authority to control the placement and spacing of curb cuts as long as they are not less restrictive than the road authority.

- **Shared driveways, frontage roads, and service drives** — The greatest benefit of access management is preserving the functional integrity of high speed high capacity roads. This benefit is achieved by limiting direct access to these roads. Michigan law requires reasonable access to abutting property, but does not require direct access.
 - Shared driveways by two or more property owners should be required where feasible to reduce the overall number of access points.
 - Shared access requires a written easement from all affected property owners during the site plan approval process.
 - Where shared drives are not practical, service drives or frontage roads may serve as an alternative. A frontage road/service drive can be delineated through a parking lot by raised islands separating parking from the traffic lane.
- **Parking and circulation** — The design of on-site parking lots has a direct relationship to the safety and efficiency of the adjoining road and to the public's perception of the traveling experience.

- Parking lots should be buffered by perimeter landscape, particularly for parking areas abutting a roadway.
- Large parking areas (i.e., in excess of fifty spaces) should be broken up with internal landscaped areas.
- Plant islands should be used to assist in directing traffic by separating access and primary circulation drives from the actual parking areas.
- **Landscaping & Signs** — Unlike downtown businesses which often share public parking for employees and customers, commercial corridors predominately offer off-street parking for each individual site. These individual off-street parking areas consume large portions of land and collectively have a significant impact on the overall appearance of the corridor. Although parking areas are essential to nearly all businesses along the corridor, their negative visual impact can be softened through application of proper screening and buffering techniques. Landscaping can provide a visual buffer between surrounding uses and the roadway. In addition, landscaping and screening techniques can also create a sense of identity to a site and minimize confusing parking arrangements. The same is also true for signs, which often dominate the visual landscape. Without proper regulation, signs can begin to compete with one another rather than simply as a clear means for identifying the use of a particular site.
 - All parcels should possess a fully landscaped, frontage greenbelt (plant island) using applicable design standards.
 - The size and shape of signs should be properly managed along the commercial corridor, such as limiting one sign per premise with a maximum square footage requirement.
 - Landscaping should also be provided to protect adjacent land uses of lesser intensity, such as residential uses.
 - Wherever possible, ground signs, rather than higher pole signs should be encouraged or required. These signs reduce the overall visual clutter and provide a safer means of identification by permitting drivers to maintain their vision at street level.

Light Industrial (LI)

Light industrial areas are addressed generally on the future land use map. The following zoning districts equate to those areas:

- LI — Light Industrial District
- PUD — Planned Unit Development District

Implementation Tool(s) — The village and township may consider the adoption of the following zoning tool(s) which can be used to guide development in this land use category:

- Industrial development should include extensive, well maintained landscaping, sufficient building setbacks, and attractive architecture.
- Industrial development should not have an undue negative affect on adjacent land uses. Parking, loading, and other activity areas should be properly screened and located so as to not create a nuisance or hazard to adjacent development.
- Emphasis should be placed on providing adequate infrastructure, including public utilities, roadways capable of accommodating truck and employee traffic, and other related services.
- Existing industrial areas should be encouraged to provide a year-round buffer adjacent to residential uses comprised of a solid fence or evergreens to block negative views.

Public/Quasi-Public (P)

Public/quasi-public areas are addressed generally on the future land use map as an overlay zone. Although they are identified on the future land use map, they do not equate to any district on the zoning map.

Conservation Corridor (C)

The conservation corridor is addressed generally on the future land use map as an overlay zone. Although it is identified on the future land use map, it does not equate to any district on the zoning map.

Form-Based Zoning

The current Village of Jonesville / Fayette Township Zoning Ordinance regulates the uses which are allowed in each zoning district and codifies certain minimum and maximum requirements (i.e., yard setbacks, building heights, etc.). However, this approach can make efforts to create the mixed-use developments advocated by this master plan more difficult to establish and often requires a variety of variances. Consequently, the Village and Township may consider adopting a form-based code sometime in the future.

Form-based codes utilize design guidelines to make mixed uses compatible by concentrating on urban form (i.e., building envelope and architectural standards). Accordingly, active public participation is needed in order to establish an effective form-based code. Planning charettes (i.e., workshops) are used to convert the stock elements of whatever ordinance template is utilized to local circumstances. Field measurements such as the character of existing buildings (i.e., massing, orientation, architectural styles/details, etc.) and streets and alleys (i.e., lane and parking widths, sidewalks, etc.) are also used to calibrate a code. Aerial photos can be used to survey build-to-lines, building locations, street tree alignment and spacing, and the orientation of the garage to the home and the street or alley.

Form-based codes can be implemented in a variety of ways. Floating zones can be created in the text of the current ordinance but not identified on the zoning map until an area is rezoned. The form-based zoning is then available as an option for potential developers through the rezoning of an area to one of floating zones. Traditional tools such as planned unit developments (PUD) and open space developments can also be used to implement form-based zoning. However, this approach can lead to disconnected development. The complete replacement of the code with specific and precise plans allow for more connection. A form-based code for the Jonesville area would likely be a hybrid of the two approaches.

APPENDIX A

PRIORITIZING SMART GROWTH EFFORTS IN THE HILSDALE REGIONAL PLANNING AREA

The local governments comprising the Hillsdale Regional Planning Area prioritized the draft smart growth recommendations included in the appendix. The report was developed by the Hillsdale County office of Michigan State University Extension (MSUE) in November of 2008. *The document is reproduced below with minor phrasing, spelling and grammatical corrections. The format of the document was also changed.*

Ten Smart Growth Recommendations

Introduction

As important a benchmark as is the Smart Growth Assessment for the Hillsdale Regional Planning Area, moving toward Smart Growth will not happen without the joint effort to implement the recommendations according to community priorities. See the list of Key Preliminary Recommendations later in this document and a separate document that ties a more detailed list of recommendations to how Hillsdale Regional Planning Area officials answered the assessment questions. It will take the concerted efforts of citizens, elected officials and local and county administrative officials to bring Smart Growth from concept into reality. It will take continued support and commitment for many years. However, the Smart Growth recommendations offer the promise of a much better future than that likely to occur if recent trends continue unchanged.

Smart Growth will provide multiple benefits to a variety of groups in the Hillsdale Regional Planning Area, and will be most visible in terms of an increased quality of life that can attract new businesses and jobs, and greater satisfaction of residents. An increased quality of life comes from new jobs, an enhanced agricultural sector, creation of more distinctive residential neighborhoods and commercial areas, walkability and retention of the rural scenic character of the landscape. Many indirect benefits will also occur. These include improved access to information needed for decision-making and better cooperation among units of government.

The central ingredients to successful Smart Growth implementation will be:

- **Commitment by the Hillsdale City Council, Village of Jonesville Council, Hillsdale and Fayette Township Boards of Trustees and citizens.** Implementation of the Smart growth recommendations will require the county and local governments, businesses and citizens to drop some old habits and adopt some new approaches. This is not always easy to do. However, the desired vision will not be reached without commitment by all involved.

- **A better educated citizenry and local officials.** While many citizens and officials want trends to change, they lack the knowledge to make them change or do not understand the cause and effect link of actions they take on an ongoing basis. Information about more appropriate development patterns, the fiscal and land use constraints of extending urban services, modern farming and forestry methods, scenery and open space preservation, natural resource protection and other tools to sustain the quality of life in the Hillsdale Regional Planning Area need to reach citizens and officials or they will not understand why and how local decision-making must change.

Annual and Five-Year Tasks

An annual report on all activities undertaken by the Hillsdale Regional Planning Area with a special focus on actions taken to implement Smart Growth should be made to the Hillsdale and Fayette Townships Boards and the City of Hillsdale and Village of Jonesville Councils. A proposed work program that identifies priorities and projected expenses for the next year should also be prepared and submitted in time to be included in the annual budget process.

Top Priorities

The Hillsdale Regional Planning group can not be expected to begin work on all of the recommendations at the same time, nor will it be able to implement all of them on its own. It will need to prioritize its work. Many Smart Growth strategies can only be accomplished by other agencies or groups. It is important that discussions begin with those groups so that they understand the goals, find agreeable common ground where there are differences and obtain a commitment to the action.

One approach to establishing priorities is to use the following standards:

- Think through the key recommendations in order to identify the action steps needed for implementation, and who is best suited to take the action.
- Make a high priority of those actions that are the precursor to other steps.
- Those actions that are assigned to a particular group are a high priority.
- A lower priority may be those actions that are not assigned to a group or that broadly identify the "city" or "township" as the responsible party.
- If an action does not list a responsible party, it remains a lower priority until a group or agency steps forward to take ownership of it.

Overarching Priority Areas and Key Recommendations — *Preliminary*

The following activities should be the overarching priorities of the Hillsdale Regional Planning Group:

- Provide training and technical assistance to local government officials in the Hillsdale Regional Planning Area on Smart Growth strategies, zoning and capital improvement programming.
- Monitor local and county agency decisions and periodically inform neighboring local governments and the County Board of Commissioners on the status of efforts to improve land use decision making in the Hillsdale Regional Planning Area.
- Prioritize and begin acting on ten key recommendations of the Smart Growth Readiness Assessment Facilitator. These are:
 - Develop an ongoing community involvement program to keep citizens, realtors, developers, business owners and youth of all four communities fully informed about the principles of Smart Growth, and to seek their involvement in decisions regarding growth.

Resources: American Planning Association: [Professional and Practicing Planners Education](#) (Web-based resource). American Planning Association: [Planners Training Service](#) (Web-based resource). Michigan State University Citizen Planner Program: [Junior Citizen Planner Website](#) (Web-based resource). American Planning Association: [Youth and Teachers Education](#) (Web-based resource).

- Conduct a Natural Features Inventory on a multi-jurisdictional basis and develop a green infrastructure plan that permanently preserves agricultural and natural lands, nature corridors and greenway trails through community and stakeholder collaboration and innovative regulatory measures.

Resources: Michigan Department of Agriculture: The Farmland and Open Space Preservation Program. (Web Based Resource), Grand Valley Metropolitan Council (2005), [West Michigan Toolkit for Green Inventories](#). Land Conservancy of West Michigan.

- Develop and implement a pedestrian and bicycling plan and extend non-motorized paths to improve travel between jurisdictions and beyond.

Resource: Promoting Active Communities (2006), [Design Guidelines for Active Michigan Communities](#).

- Promote mixed-use development in the town center and along M-99 and US-12 through education, goals, policies, incentives, and adopt flexible zoning regulations that supports mixed used development and compact town centers.

Resources: Congress for New Urbanism. (2004) [Codifying New Urbanism: How to Reform Municipal Land Development Regulations](#) (PAS 526) American Planning Association.

- Consider establishing a new Urban Services Area jointly for the four jurisdictions in light of the Smart Growth principles, the capacity of public sewer and water infrastructure and the capacity of the land and transportation systems to accommodate growth. Strengthen policies and ordinances as necessary to support the Urban Services Area.

Resources: Easely, G. (1992), Staying Inside the Lines: Urban Growth Boundaries, (PAS 440) American Planning Association, and Rendell, R., J. Martin and W. Fulton (2002), Holding the Line: Urban Containment in the United States (PDF, 51 pages).

- Undertake regional economic development strategies and identify underutilized lots and direct new or infill development to areas within the Urban Service Areas.
 - Coordinate multi-modal transportation improvement planning and financing on a multi-jurisdictional basis.
- Resource:** Planning & Zoning Center, Inc. (2001) Reducing Traffic Congestion and Improving Traffic Safety in Michigan Communities: The Access Management Guidebook, Michigan Association of Planning.
- Develop design guidelines and other implementation tools to help property owners understand how to retain and enhance the distinctive and attractive character of the Hillsdale Planning Area, possibly focusing on sign regulation standards first.
- Resource:** New Designs for Growth Development Guidebook (2006), New Designs for Growth, Traverse Bay Region Chamber of Commerce.

- Undertake multi-jurisdictional analysis of ordinances, policies and regulations and develop consistent guidelines across all four jurisdictions for town centers, commercial and residential areas as a part of or follow up to the Joint Master Plan. This plan would describe the character, form and extent of commercial, civic and residential areas of the most highly developed areas of the three communities.

Resources:

- Arendt, R. (1999), Crossroads, Hamlet, Village, Town: Design Characteristics of Traditional Neighborhoods, Old and New, American Planning Association (available through: APA Bookstore (Book)).
- Glassford, P. (1983), Appearance Codes for Small Communities. (PAS 379) American Planning Association (available through APA Bookstore (Book)).
- Urban Land Institute, Prepared by Booth, G., Leonard, B. & Pawlukiewicz, M. (2002), Ten Principles for Reinventing America's Suburban Business Districts (PDF Large, 33 pages).
- New Designs for Growth Development Guidebook (2006), New Designs for Growth, Traverse Bay Region Chamber of Commerce.
- The Hillsdale Planning Area should periodically re-evaluate its Smart Growth progress by taking the Smart Growth Readiness Assessment on a periodic basis, probably not any more frequently than once every year or two. It may take one to two years to make substantial progress on many of the ten key recommendations. This can provide the Joint Planning Commission and the three communities

with a consistent measure of progress that they can report to citizens, and use as benchmarks toward growing smart.

Understanding and Implementing Smart Growth Overview

The Smart Growth Readiness Assessment facilitator examined the answers of each participant on each question of all ten of the Smart Growth tenets. For each tenet Smart Growth Strengths and Achievements were identified, which are ways in which the communities demonstrate they are already growing smart, or have the tools in place to do so. The facilitator also identified Smart Growth challenges based on assessment answers. An important component of identifying challenges was identifying gaps between jurisdictional Smart Growth readiness. Based on the strengths, achievements and challenges, the facilitator developed sets of proposed action items for the ten tenets.

Tenet 1: Provide a Range of Housing Types and Prices

Smart Growth Strengths and Achievements

- A range of housing types and prices exists in the Hillsdale Area, especially in the City of Hillsdale.
- Most people who work in the community also live there; this represents livable, family oriented communities.
- Most of the communities in the Hillsdale Area have undeveloped areas zoned for multi-family residential and mobile home parks, providing opportunities for affordable housing.

Smart Growth Challenges

- Affordable housing guidelines and incentives for affordable housing are inconsistent across all the jurisdictions.
- None of the communities require new developments to set aside a portion of the development for affordable housing.
- There is no systematic process in place to identify vacant and abandoned buildings and then implement a program to prioritize renovation of these deteriorated neighborhoods.
- Three of the four jurisdictions have not adopted special rehabilitation codes for the renovation of existing structures making it difficult to renovate older existing homes according to modern building codes designed for new construction.
- No programs are in place that provide incentives to businesses to hire a localized workforce.
- The Village and Townships zoning requires lot sizes greater than $\frac{1}{4}$ acre that may hinder affordable homeownership.

Proposed Action Items

- Continue to support the current housing improvement program, but consider formally establishing targets for low and moderate income housing by type and where they should be located in the four jurisdictions. It may be necessary to add the following elements:
 - Incorporate smart growth goals and objectives that call for a variety of housing types of the community's Master Plan to communicate the desire and need for a variety of housing.
 - Implement "Conservation Design" subdivisions in the Townships to preserve open space and cluster housing in rural areas, especially in areas without public water and sewer. Townships can reduce lot size to a $\frac{1}{4}$ acre but offer adjacent public space to create the feel of larger country lots. The Village of Jonesville should reduce lot size to $< \frac{1}{4}$ acre to help make housing more affordable.
 - Build on working relationships between the City and private and non-profit organizations to implement a new affordable housing policy. Also, consider working with lenders to establish resource and location efficient mortgages.
 - Either make inclusion of affordable housing in new projects mandatory or adopt incentives across all jurisdictions to encourage affordable housing available across all jurisdictions, like flexible parking, streamlined review process, tax reduction, exemption and credit programs.
- Publicly support an ongoing effort to provide a range of housing types and prices to ensure quality living options for future Hillsdale Area residents.
 - Amend the Master Plan to explicitly state a dedication to the continual maintenance and development of variety of housing types and prices.
 - Prepare a regional fair share housing allocation plan. Coordinate with the regional fair share housing plan. This will require the four jurisdictions to work together for each community to do its part and ensure housing goals are reached. First complete a housing inventory by type and price, draft plan, incentives and regulations to meet the need of the region.
 - Results indicate that city officials advocate for diverse housing but the Townships and Village may not be effectively doing so. The four jurisdictions should jointly advocate for sound smart growth housing advocates.
- Based on assessment findings, Rehabilitation Codes appear to be inadequate to meet area needs.
 - Re-examine community conditions and needs.
 - Consider façade improvement programs and coordination with local contractors, non-profits, property owners and citizens.

Tenet 2: Create Walkable Neighborhoods

Smart Growth Strengths and Achievements

- Relatively good interconnectedness of sidewalks in the City of Hillsdale and Village of Jonesville.
- City of Hillsdale has a good capital improvement program for sidewalks in place and a transportation plan that seeks funding for non-motorized infrastructure in transportation funding requests.
- Public facilities are within walking distance in the city and village.
- Well maintained and properly engineered sidewalks exist in the city and village, though the standards regulating conditions of sidewalks in the City are more rigorous.
- Ample parking located in the rear of buildings make the downtown areas in the City and Village accessible to pedestrians.

Smart Growth Challenges

- Lack of pedestrian connectivity between sidewalks and destinations across jurisdictions.
- No apparent sidewalks in Hillsdale and Fayette Townships.
- No Capital Improvement Program for sidewalk implementation in the Village and Townships.
- None of the communities are walkable year round.
- No mixed-use zoning around the city and village center.
- No non-motorized plan exists for the Village of Jonesville or the two Townships.
- No programs in place to raise awareness among community residents regarding walkability.

Proposed Action Items

- Develop a pedestrian and bikeway plan.
 - Inventory location of sidewalks and identify areas where connectivity can be improved between destinations as well as between sidewalks.
 - Adopt or amend the Capital Improvement Plan based on sidewalk inventory and create a long-range plan to improve connectivity.
 - Improve pedestrian access between the townships and the city. A series of non-motorized trails that connect to public spaces and sidewalks may provide a viable option. Sidewalks should also be implemented where appropriate and feasible.
 - Improve pedestrian experience especially along major highway routes by working with local, county and state transportation officials to implement traffic calming measures.
- Adopt a Safe-Routes-2-School (SR2S) Program.
 - Use SR2S Program to support other walkability initiatives.

- Incorporate adequate sidewalk standards into Site Plan Review provision of all four community Zoning Ordinances.
 - Require new development in all jurisdictions to provide sidewalks and make certain that the sidewalks make connections to existing sidewalks.
 - Consider adopting a snow removal ordinance to increase year round walkability.
 - The Townships should make accessibility for people with physical limitations a priority.

Tenet 3: Encourage Community and Stakeholder Collaboration

Smart Growth Strengths and Achievements

- Good start of collaboration on smart growth issues across jurisdictions, especially between the Village of Jonesville and Fayette Township on a Master Plan and Zoning ordinance.
- A variety of community and stakeholder outreach and involvement mechanisms are employed but could be improved to increase effectiveness.

Smart Growth Challenges

- Community organizations and residents do not propose nor support smart growth.
- Lack of consensus about multi-jurisdictional efforts to meet with stakeholder groups to discuss smart growth.
- Absence of outreach and involvement for city, village and township residents.
- Traditional means of soliciting public input are still being used across all the jurisdictions.
- Involvement of stakeholder groups critical to Smart Growth.
- No benchmarks to measure community success.
- Failure of local governments to plan in coordination with school districts.

Proposed Action Items

- Improve the outreach and public involvement process between all jurisdictions.
 - Improve smart growth awareness for residents through outreach and advocacy.
 - Use mediums like the cable TV and community newsletters to inform stakeholders on smart growth and other land use related issues.
 - Use non traditional techniques like focus groups, town meetings, charrettes, etc. to educate and engage the residents on issues of smart growth.
 - Increase outreach and input mechanisms to the typically underserved population like elderly, persons with disabilities, etc.
- Improve stakeholder collaboration in the planning and zoning process.
 - Start a Junior Citizen Planner Program to involve youth in the planning process.
 - All jurisdictions should work with schools on a continual basis and actively involve schools in update of Master Plan and Zoning Ordinance.

- Increase involvement and contributions from developers, realtors, business owners and youth in planning and zoning updates.
- Establish benchmarks to evaluate planning and zoning impact.
 - Use SGRAT on a yearly or every other year basis.
- Develop a community involvement plan that encompasses and coordinates recommendations 1, 2 and 3.

Tenet 4: Foster Distinctive, Attractive Communities with a Strong Sense of Place

Smart Growth Strengths and Achievements

- The Village of Jonesville has accessible public institutions and also incorporates elements that help build a sense of pride in the community.
- A well defined streetscape in the downtown and nearby neighborhood areas in the Village of Jonesville.
- Events to celebrate community.
- Public art.

Smart Growth Challenges

- Historic and cultural resources preservation is not emphasized. The attempt to protect these resources is piecemeal and fragmented.
- Inconsistent design guidelines discourage a cohesive community image and identity.
- Visual aesthetics along corridors is not consistently preserved or managed.
- Inconsistent community application and understanding of design guidelines for buildings and streetscapes.
- Community involvement is sporadic and inconsistent.

Proposed Action Items

- Be proactive in preserving historic and culturally significant assets.
 - Conduct a historic resource inventory. You may choose to be more specific than the online inventory maintained by the State Historic Preservation Office.
 - Update Master Plan to promote historic preservation.
- Establish consistent design guidelines for all four jurisdictions to create a cohesive and distinct community identity.
 - Amend the Master Plan to better support desired design and community image standards.
 - Create a form-based code to apply design guidelines.
 - Encourage mixed uses around downtown and major commercial areas.
 - Encourage rear parking and emphasize the pedestrian experience by requiring primary entrances towards main street and secondary entrances in rear.

- Require building materials to match community character in commercial and residential areas.
- Use Traditional neighborhood design techniques for creating a favorable community character like porches, façade maintenance, etc.
- Compact design in nodes for regional centers.
- Cluster new rural development.
- Amend zoning ordinance (or incorporate into new form-based code) to more effectively manage and improve visual aesthetics along transportation corridors.
 - Create consistent signage regulations in all four jurisdictions.
 - Update light regulations to improve on-site appearance and function throughout the area.
 - Preserve scenic viewsheds along primary transportation corridors through conservation easements, vegetative buffers, underground utilities or other applications.
 - Identify strategic locations and develop provisions to protect pristine views accordingly.
- Utilize different strategies for improving the streetscapes in all the four jurisdictions.
 - Tree lined streets, sidewalks, lighting standards to make streets safe and attractive, shared driveways, access management, etc.
 - Zoning ordinance and site plan review standards can require materials and elements associated with attractive signage and lighting.
- Create a community involvement or public participation plan for the region to empower residents and build consensus for the community's future.

Tenet 5: Predictable, Fair, Cost-Effective Decision Making

Smart Growth Strengths and Achievements

- Policies and regulations have been updated by three of the jurisdictions in accordance to state law.
- Three of the four jurisdictions are providing area for different classes of land use in the community.
- Consistent Master Plan, Zoning Ordinance and Future Land Use Map.
- All the communities are practicing fair and consistent decision making.
 - All developers and residents are treated the same irrespective of scope and nature of project proposed.
- Public meetings are efficient and provide a positive experience for stakeholder input.
- No lawsuits or referendums in the past few years.

Smart Growth Challenges

- Smart Growth projects not being proposed by developers or residents.
- Not all jurisdictions regularly examine the length of review process and treatment of developers.
- Many officials across jurisdictions do not pursue training and continuing education.
- Not all jurisdictions provide developers with a pre-application conference opportunity.

Proposed Action Items

- The Village of Jonesville should review its zoning ordinance, subdivision and other regulations to determine consistency with state law.
- Update the decision review process for zoning and land divisions to ensure effective decisions are made efficiently and in a manner that results in quality development.
 - Re-examine the review process through multi-jurisdictional coordination. Discuss responsibilities, requirements, time and different implications to township and city development.
 - Establish a pre-application meeting in the city of Hillsdale and Village of Jonesville to present community goals, discuss potential implications of the proposal, suggest improvements and provide direction about the review process.
 - Provide incentives for expedited review of Smart Growth developments.
- Advocate for Smart Growth through policy and regulation and build support through resident awareness initiatives.
 - Create educational and marketing material discussing the goals and implications of Smart Growth for the Hillsdale Area.
 - Create additional incentives for developers who propose Smart Growth projects.
- Advocate for and make available funds for appointed and elected officials to participate in land-use-related trainings.
 - Consider making participating in land-use-related continuing education programs mandatory for planning commission, ZBA members mandatory.

Tenet 6: Mix Land Uses

Smart Growth Strengths and Achievements

- Three jurisdictions allow for mixed use through CBD or PUD.
- The City and Village have goals in their Master Plans that support a mix of uses; however, the policies to support future development of mixed use destination can be improved.
- A mix of small employment centers are available within an accessible distance of housing and retail in the City and Village.
- The City and Village support mixed-use, live-work units and downtown residential units in the Central Business District.

- City and Village have flexible standards that allow for home occupations.

Smart Growth Challenges

- Limited application of planning and zoning techniques to encourage and implement mixed use.
- No township zoning for mixed use and limited planning.
- No planning for Traditional Neighborhood Development (TND).
- Lack of resident support for mixed use.
- Limited activity to integrate commercial and residential sectors.

Proposed Action Items

- Adopt flexible zoning regulations that support mixed-use development.
 - Adopt a form-based code or a parallel code where innovative mixed-use developments are allowed by right, without lengthy approval processes.
 - Provide for flexible design that will represent surrounding architectural character.
 - Establish criteria for city, suburban and rural mixed-use applications.
 - Implement mixed use through PUD, overlay districts, TND or other zoning districts such as commercial districts.
 - Townships should consider adopting flexible standards for home based occupation, senior center in close proximity to services, day care center located closer to employment centers and improving accessibility to schools.
- Provide incentives for mixed-use development.
 - Ability to build different types of housing than otherwise permitted.
 - Flexible design and rewards for elements of good design.
 - Reduce parking requirements.
 - Streamline and expedite the review process.
 - Density bonuses.
- Build public support through education, outreach and activities.
 - Leverage support of other stakeholders such as real estate agents, business owners and elected officials.
 - Point to the success of the downtown as a result of mixed use.
 - Initiate broad based and targeted educational efforts that explain the benefits of mixed-use development.
 - Undertake community events like festivals. Street fairs serve to strengthen interactions between residents and merchants, create a twenty-four hour life style that leads to a vibrant community and build support for mixed use.

Tenet 7: Preserve Farmland, Open Space Natural Resources and Scenic Beauty

Smart Growth Strengths and Achievements

- Community presence and involvement with farmers and watershed organizations, but to a limited extent.
- Master Plan policies emphasize farmland preservation.
- The City of Hillsdale and Village of Jonesville have plans and policies in place to provide for future open space.
- Open space and conservation design regulations in Fayette Township and Hillsdale are helping limit greenspace development.

Smart Growth Challenges

- Only one jurisdiction has conducted a Natural Features Inventory.
- Regulatory measures for protecting water quality, forestland, agricultural land, natural beauty and other natural resources and their intended applications are inconsistent on a multi-jurisdictional level.
- Valuable agricultural and natural lands are not permanently protected and remain vulnerable.
- No eco-tourism or agri-business exists in the area that is considered rich in agricultural lands, rivers, lakes, wetlands, forests or other natural resources.
- Forestland preservation policies are not included in the Master Plan.
- New developments with open spaces are not designed in a way to connect to existing open spaces.
- No urban service boundary.
- No plan for protection of resources on a watershed basis.

Proposed Action Items

- Analyze the overall effectiveness of the Zoning Ordinance, Site Plan Review and Subdivision Regulations in preserving natural and agricultural resources.
 - Conduct analysis on a multi-jurisdictional basis with staff and planning commissioners.
 - Examine consistency between policies and regulations and the impact of previous application on the environment.
 - Examine application requirements and the length of the review process while considering potential win-win incentives to encourage smart growth development that also achieves environmental goals.
- Permanently preserve agricultural and natural lands through community and stakeholder collaboration and innovative regulatory measures.
 - Conduct a Natural Features Inventory on a multi-jurisdictional basis.

- Identify and prioritize areas for potential conservation.
- Devise a plan for preservation. There are several options to preserve agricultural and natural lands. You should use one or more of the options that meet your preservation goals and objectives.
 - Develop a Purchase of Development Rights (PDR) program or a Transfer of Development Rights (TDR) program. Quarter-quarter zoning may also be an effective option.
 - Work with a local land trust or land conservancy to purchase conservation easements.
 - Adopt ordinances to protect natural features, such as a “Natural Features Preservation Ordinance”, “Wetland Protection Ordinance, etc.
- Coordinate planning efforts to consistently preserve water quality on a multi-jurisdictional and watershed basis.
 - The assessment revealed participation by none of the jurisdictions in watershed planning.
 - The assessment also showed that some jurisdictions have limited provisions to address water quality and stormwater management; however, these regulations appear to be inconsistent and limited.
 - Other proactive measures can also be used to improve water quality such as rain gardens, wellhead protection, setbacks and regulation of impervious surfaces.
- Improve open space preservation while accommodating development through conservation design and zoning.
 - Consider adopting an Urban Services Boundary in conjunction with the Townships that serves to establish a location for growth that can be efficiently served by local units of government, thereby consolidating both development and undeveloped space.
 - The City and Village need to determine if they are exempt from the Open Space Preservation requirements of PA 110. If not exempt, then adopt required provision in ordinance.
 - The Townships should consider adopting a Green Infrastructure or Park and Recreation Plan or partner with the City or Village to acquire open space for recreation needs.
 - Amend the Zoning Ordinance to allow for the cluster of lots at higher on-site densities to preserve more open space. This method still allows for the net density to be achieved and rural character preserved.
 - Provide incentives such as density bonuses and expedite review for employing best management practices such as woodland protection, onsite water treatment and other environmentally friendly techniques.
- Build public support through education, outreach and activities.

- Consider encouraging the formation of land trust or land conservancy, conservation commission or environmental commission, lakefront homeowners association, forest preservation groups to promote the preservation of agricultural or other natural resources.
- Consider engaging the public and local school system in environmental education and/or environmental protection.

Tenet 8: Provide a Variety of Transportation Options

Smart Growth Strengths and Achievements

- The City and Village have some walking and biking infrastructure in place. This network needs to be strengthened and improved locally and regionally.
- City of Hillsdale has several good strategies for managing traffic including a Transportation Plan, Capital Improvement Plan for financing and managing transportation projects and flexibility in the Subdivision Ordinance to reduce the impact of new developments on the Transportation network.
- Connection to the rail system in Jonesville provides efficient and cost-effective shipping for local businesses.

Smart Growth Challenges

- Policies and regulations for access management and transportation planning is lacking on both an individual and multi-jurisdictional basis.
- There is no public transit at the regional level.
- Improve the existing biking infrastructure in the region to promote bicycling as a viable, healthy transportation option.
- Excessive parking may be causing detrimental environmental and safety impacts within your community.
- No application of traffic calming or context sensitive design solutions planning and executing transportation projects in your community
- Pedestrian transportation is commonly overlooked in transportation planning.

Proposed Action Items

- Coordinate transportation improvement planning and financing on a multi-jurisdictional basis.
 - Develop transportation policies to accurately reflect the vision of the region.
 - The assessment revealed that funding for transportation projects is not included in the Capital Improvement Planning in the Village and Township and CIP is not coordinated between the townships, city, village and county.
 - Fix-it-first policies, goals consistent with the Master Plan and funding diverse transportation initiatives are critical.

- Establish subdivision regulations that require new development to connect to existing development across jurisdictional boundaries when on the border.
- Apply access management planning across the area using preexisting city policies and regulations as a model. The assessment revealed that the Village of Jonesville, Fayette and Hillsdale Townships do not apply access management planning or regulations.
- MDOT sight distance requirements for driveways should be incorporated within new zoning regulations.
 - Improve infrastructure for pedestrian transportation.
- Inventory existing conditions and identify initiative areas to improve bicycling.
 - Implement bike lanes and extend non-motorized paths to improve travel between jurisdictions and beyond.
 - Develop programs that promote bicycling to work, school or for recreational purposes.
 - Implement traffic calming techniques and retrofit existing infrastructure to promote pedestrian-oriented design.
 - See Tenet 2 recommendations for walkability.
- Reduce the impact of parking.
 - Use existing parking inventory to identify underutilized lots.
 - Target lots for redevelopment or different applications.
 - Encourage shared parking between facilities.
 - Convert underutilized lots into car pooling facilities.
- Identify opportunities for regional coordination and development of a public transit system that is appropriate for the size and scale of your region.

Tenet 9: Direct Development Toward Existing Communities

Smart Growth Strengths and Achievements

- Capacity of the infrastructure to absorb new growth is known, making it easy to plan for growth.
- The Urban Service Area provides guidance to the location and timing of growth.
- Public institutions are located in areas with public water and sewer.
- The City uses its Master Plan and Zoning Ordinance to promote infill development and redevelopment of existing areas.
- City and Village have a few programs and incentives to focus redevelopment within the town center.
- In City and Village the property owners encouraged to adapt existing vacant or underutilized structures to accommodate different uses and attract new businesses.
- City DDA and Village TIFA provides a structure for redevelopment in order to reduce need to develop previously undeveloped sites, and to focus new development

within the downtown where infrastructure exists and businesses can be supported by a positive business climate.

Smart Growth Challenges

- No collaboration between City, Village and Townships to direct new or infill development to areas within the Urban Service Areas.
- Federal, state and local resources are not appropriately used to support expansion and to encourage new businesses to locate in urban areas.
- Jurisdictions lack a fix-it-first policy that would provide a high quality of life for existing residents and limit potential financial burden of new development.
- Townships appear to lack goals and strategies to promote infill development and reuse vacant, underutilized, or historic structures.
- No collaboration on regional economic development.

Proposed Action Items

- Evaluate the location of the Urban Services Area according to Smart Growth principles.
 - Consider establishing a new Urban Services Area jointly for the four jurisdictions.
 - Make sure the UGB reflects the capacity of existing public sewer and water systems, the principle of directing growth toward existing towns, and the capacity of the land and transportation systems to accommodate growth.
- Undertake regional economic development strategies.
 - Collaborate with City and County to help expand existing businesses and attract new businesses to the region encompassing the four jurisdictions.
 - Use available federal, state, and local resources to provide redevelopment incentives to support expansion and to encourage new businesses to locate in urban areas.
- As a region, provide goals and strategies to do the following:
 - Fix existing infrastructure before extending infrastructure to new locations.
 - Place civic and public buildings where infrastructure already exists.
 - Restore vacant or underutilized buildings in the townships in addition to the City and Village, ensuring a positive contribution to the community.
 - Promote infill development in or near the City and Village where infrastructure is adequate or easy to extend.
 - Involve the townships in economic development incentives and other tools, such as TDR that help direct development towards the City.
 - Restore historic buildings through façade and interior restoration.
 - Expedite the reuse of tax delinquent property.
 - Encourage the improvement or maintenance of existing neighborhoods.

Tenet 10: Take Advantage of Compact Building Design

Smart Growth Strengths and Achievements

- The City of Hillsdale appears to have goals and strategies to promote compact building design in the town center.
- The City of Hillsdale and Village of Jonesville appear to promote higher densities in or near the town center.
- Community leaders and officials promote compact development design in the town center.
- Town centers are mixed-use, well connected to adjacent neighborhoods by sidewalks and bike paths and have parks and open space near by.
- Urban infill development currently takes place in the Village of Jonesville.

Smart Growth Challenges

- The Hillsdale Area communities do not yet have Form Based Zoning or Traditional Neighborhood Design provisions.
- Big box retailers are not required or encouraged to have a compact design and locate close to town centers.

Proposed Action Items

- A plan should be developed for the town center. This plan would:
 - Provide the foundation for implementation tools such as Form Based Zoning and TND.
- Encouraging big-box retailers to locate in or near a downtown area or other urban center in order to provide access to the products of such retailers to persons living in the urban center.
 - Such stores should be designed to fit within the existing character of the downtown and that they be more compact versions of the chain's typical sprawling suburban stores.
- The townships need to have incentives in place for reducing density in areas outside of the City so that density can increase within the City.
- Pedestrian and bike connections need to be better developed between the City Center and neighborhoods and the Townships. This can be accomplished by:
 - Making sidewalks and bike paths high priority elements of Capital Improvement Plan. See Tenet 2 and 8 recommendations
 - Amending the Site Plan Review standards to include the provision of sidewalks and bike paths in any new developments occurring between the neighborhoods and the City.
 - The community at large needs to be educated on the benefits and characteristics of a compact town center so they can support leaders, business owners and officials in their efforts to grow utilizing compact building design.

APPENDIX B

SMART GROWTH TENETS & PLAN OBJECTIVES

The objectives listed under each of the goals in Chapter 4 are also listed below under the smart growth tenet with which they are primarily associated.¹

1. Create a range of housing opportunities and choices

- Encourage a variety of housing densities and choices, where appropriate, which satisfy the requirements of area residents (Tenets: 1 & 2).
- Allow a mix of uses where residences can be located on the upper floors of buildings in the central business district and other commercial buildings (Tenets: 1 & 6).

2. Create walkable neighborhoods

- Implement the goals, objectives, and action program included in the Village of Jonesville & Fayette Township Joint Recreation Plan, especially those which promote opportunities for walking and non-motorized alternatives (Tenets: 2, 4, & 8).
- Cooperate with the smart growth efforts of other communities in the Hillsdale Regional Planning Area, especially those aimed at creating walkable neighborhoods (Tenets: 2, 3, & 4).
- Encourage new neighborhoods to be served by sidewalks and trails and promote the retrofitting of existing neighborhoods with appropriate facilities where they are desired (Tenets: 2, 4, & 8).

3. Encourage community and stakeholder collaboration in development decisions

- Support the desires of individual property owners who wish to keep their land in active agricultural production (Tenets: 3, 4 & 7).
- Educate land owners, developers, and realtors about the advantages and drawbacks of farmland preservation techniques (Tenets: 3, 4 & 7).
- Inform landowners, developers, and realtors of the importance of agriculture to the area and of the need to adequately inform new residents of activities related to farming operations (Tenets: 3, 4 & 7).
- Ensure that the social needs of the residents of the area are satisfied or improved by coordinating with community schools, service organizations and community groups (Tenets: 3 & 5).
- Work cooperatively with the various school districts regarding decisions which impact local governments and the sharing of resources (Tenets: 3 & 5).

¹ The tenets are paraphrased in this appendix. The original version of the tenets appears in Appendix A, which also contains a preliminary prioritized list of smart growth efforts developed by that group.

4. Foster distinctive, attractive communities with a strong sense of place

- Preserve agricultural and residential neighborhoods as the principal land uses, using the presence of public infrastructure (e.g., municipal water and sewer services, etc.) as a key factor in determining suitable types and densities of development (Tenets: 1, 4, 5, 6, 7 & 9).
- Enforce the property maintenance codes in order to preserve the character and quality of existing and future neighborhoods (Tenets: 4 & 5).
- Strengthen neighborhoods through the upkeep and improvement of street lighting, sidewalks, and curb and gutter, as appropriate (Tenet: 4).
- Encourage uniform design elements such as street lighting, sidewalks, and landscaping within the downtown and other commercial areas (Tenet: 4).
- Encourage the preservation of the historic buildings and those with a unique architectural character (Tenet: 2 & 4).
- Emphasize downtown as the area's central place by encouraging community concerts, events, and other similar activities in the central business district (Tenet: 4).
- Require new commercial construction to be consistent with the character of the surrounding area and to not encroach upon residential neighborhoods (Tenets: 4, 5, 6, & 10).

5. Make development decisions predictable, fair, and cost-effective

- Make the adequate surfacing of new parking lots and water drainage a priority during the site plan review, special land use and planned unit development processes (Tenets: 4 & 5).
- Ensure that the joint Master Plan is consistently followed by both the Village and Township (Tenets: 3 & 5).

6. Allow a mix of land uses

- Discourage the encroachment of industrial uses into residential areas through the use of appropriate land use patterns and zoning practices (e.g., landscape and open space buffers) (Tenets: 4, 5, & 6).
- Allow a mix of uses where residential and tightly defined and regulated commercial development can coexist and be mutually beneficial (Tenet: 6).
- Separate dissimilar land uses through adequate landscaping, the provision of open space or buffer areas, and other means to limit conflicts between uses (Tenets: 4, 5, & 6).
- Prohibit the encroachment of industrial uses and limit the encroachment of commercial uses into existing residential neighborhoods where mixed development is planned (Tenets: 4, 5, & 6).
- Require greenbelts or buffer zones in transitional areas between incompatible land uses (Tenets: 4, 5, & 6).

- Encourage new businesses that will promote additional employment opportunities and economic stability in conjunction with surrounding communities and organizations (Tenets: 3, 5 & 6).

7. Preserve open space, farmland, natural beauty and critical environmental areas

- Require the majority of new development to occur inside the community services boundary, allowing lands outside the boundary to remain in agriculture, accompanied by related uses and low density residential development (Tenets: 4, 5, 6, 7 & 9).
- Adopt site plan review standards and other zoning regulations to preserve and protect environmentally sensitive areas (Tenets: 5 & 7).
- Provide adequate open space buffers wherever residential development is allowed along US-12 and M-99 to preserve rural views (Tenets: 4 & 7).
- Require greenbelts or buffer zones in transitional areas between developments and natural features in order to protect the integrity of the area's natural resources (Tenets: 4, 5, & 7).
- Ensure the preservation of sensitive natural features, desired park lands, public open spaces, and other areas that merit permanent preservation through acquisition, donation, easements, or other similar means (Tenets: 4 & 7).
- Encourage building and site designs through site plan review and other zoning regulations which take into account natural features such as soils, topography, hydrology and natural vegetation (Tenets: 4, 5 & 7).
- Restrict expansion of infrastructure into areas where the preservation of rural character is encouraged (Tenets: 4, 5, 7, 9 & 10).

8. Provide a variety of transportation options

- Discourage direct access and encourage service drives and other access management techniques wherever residential development is permitted along US-12 and M-99 (Tenets: 5 & 8).
- Encourage the use of access management (i.e. service roads) to new commercial and industrial uses along major roadways to minimize traffic congestion and hazards (Tenets: 4, 5 & 8).
- Ensure that access management techniques are employed along M-99, US-12, and other major transportation routes within the Area by coordinating site plan and development approvals with the Michigan Department of Transportation and the Hillsdale County Road Commission (Tenets: 5 & 8).

9. Strengthen and direct development towards existing communities

- Establish a community services boundary which delineates where public infrastructure exists or is planned —generally in or near the Village— taking into ac-

count the preservation of farmland and other natural resources (Tenets: 4, 5, 7 & 9).

- Encourage commercial development to locate in existing buildings (Tenets: 4, 5, 6, 9 & 10).
- Create a community services boundary which delineates where public infrastructure exists and will be most appropriate (Tenets: 4, 5, 6, 7, 8, & 9).
- Make transportation access management requirements which limit the number and placement of driveways along M-99 and US-12 a priority during site plan review (Tenets: 2, 4, 5, 8, & 9).
- Limit new medium and high density development to areas where public services are available (Tenets: 1, 2, 4, 5, 6, 7, 9 & 10).

10. Take advantage of compact building design

- Regulate infill development through appropriate zoning and other regulations to preserve the architectural integrity of existing neighborhoods (Tenets: 4, 5 & 10).
- Permit high density residential development, as well as commercial and industrial land uses, only where public sewer and water services are available, limiting the potential for ground water contamination or any other adverse environmental impacts (Tenets: 1, 4, 5, 6, 9 & 10).
- Encourage retail businesses to locate downtown (Tenets: 2, 4, 9 & 10).

APPENDIX C CAPITAL IMPROVEMENTS PROGRAMMING

What is a Capital Improvements Program?

"Capital improvements are those physical facilities which involve a substantial investment and last a long time . . . as opposed to the operating expenses that occur during the same year they are budgeted." Examples of capital improvements include: municipal buildings (e.g., Village and Township Halls, fire stations, etc.), parks and recreation facilities, streets and alleys, and utilities (e.g., water and sewer lines). A capital improvements program (CIP) is a six-year prioritized listing of those projects along with the following information: location, date of construction, cost, means of financing, sponsor, and relationship to other facilities (if pertinent). The CIP "is updated annually with the first year being the current year capital budget" according to the Michigan Planning Guidebook (May 2008).

Why Prepare a Capital Improvements Program?

Section 65 of the MPEA —the Michigan Planning Enabling Act (PA 33 of 2008), as amended— requires the Village of Jonesville's Planning Commission to "annually prepare a capital improvements program of public structures and improvements," upon the adoption of this Joint Master Plan unless exempted by the Village Council.¹ If the Planning Commission is exempted, the Village Council "shall prepare and adopt a capital improvements program [(CIP)], separate from or as a part of the annual budget, or shall delegate the preparation of the capital improvements program to the" Village President, the Village Manager, or a designee, "subject to final approval by the" Council. The CIP shows "those public structures and improvements, in the general order of their priority, that in the Planning Commission's judgment will be needed or desirable and can be undertaken within the ensuing 6-year period . . . [and] shall be based upon the requirements of the [Village] for all types of public structures and improvements. Consequently, each agency or department of the [Village] with authority for public structures or improvements shall upon request furnish the Planning Commission with lists, plans, and estimates of time and cost of those public structures and improvements."

Of course, there are also benefits to developing and maintaining a CIP. Chief among those benefits is the coordination of seemingly disparate projects. For example, water and sewer projects can be coordinated with street paving projects eliminating the potential for streets to be repaved, only to be torn up to for a water or sewer project two or three years later. It is also important to note that "plans for new public works that are identified in the [Joint Master Plan can] actually come to fruition through the CIP"

¹ Fayette Township is exempted from this requirement because it does not operate a water supply or sewer disposal system, alone or jointly with other local units of government. However, the Township is not prohibited from developing a CIP.

and to ensure that “new public facilities are built in locations and consistent with the public policy for development in particular areas or neighborhoods as spelled out in the” document, according to the Michigan Planning Guidebook.

Developing a Capital Improvements Program

The following information should be used to develop the capital improvements program (CIP) upon the completion of the comprehensive plan:

Establishing Objective Criteria

“Without objective criteria, the [capital improvements process (CIP)] can quickly break down into a strictly political process where those agencies or neighborhoods with more political or fiscal resources (or both) will run roughshod over smaller agencies or weaker neighborhoods,” according to the Michigan Planning Guidebook, and simply ranking proposed projects as ‘urgent,’ important,’ or ‘desirable’ “leave room for disagreement in determining priority. More robust criteria are often used first to examine each project:”

- Does the proposed facility address a risk to public safety or health?
- Is the current facility deteriorated or unsafe?
- Is the proposed facility part of a systematic replacement program?
- Will the proposed facility result in improvement of operating efficiency?
- Is the proposed facility necessary to:
 - Ensure the success of another capital improvement?
 - Meet a state or federal statutory or administrative requirement?
 - A court order?
 - A major public goal of the legislative body?
- Will the proposed facility result in the equitable provision of services or facilities to a part of the population with special needs?
- Will the proposed facility protect or conserve sensitive natural features or natural resources or the air or water quality of the Village?
- Will the proposed facility protect the investment in existing infrastructure from becoming over capacity?
- Will the proposed facility result in a new or substantially expanded facility to provide a new service or new level of service in Village?

Those answers can then be used to place proposed facilities into groups based upon the following criteria:

- The proposed facility is urgent and fills a high priority need that should be met.

- The proposed facility is a high priority that should be done as funding becomes available.
- The proposed facility is worthwhile if funding is available (but may be deferred).
- The proposed facility is a low priority that is desirable but not essential.

The criteria listed above are recommended for larger governments with the potential for many projects. The criteria used for “small communities with few projects may not be much more than ‘urgent,’ ‘important,’ or ‘desirable.’”

Establishing a Process

The [Michigan Planning Guidebook](#) recommends that a medium or large-sized community create a special committee to advise its planning commission on the capital improvements program (CIP). The committee should be comprised of the chief elected or appointed official and representatives from the planning commission, the legislative body, and pertinent departments (e.g., engineering; finance; fire; parks, recreation and grounds; public works; purchasing; and water). A total of eight steps are recommended for the development of a CIP:

- Prepare an inventory of all capital facilities.
- Rate the existing level of service for each infrastructure element.
- Identify the structure needs.
- Identify options to meet needs and cost estimates to all projects over the next six years.
- Prepare a draft CIP that includes a review of each project against the master plan and CIP prioritization criteria:
 - Establish financial capacity for financing public works proposals over the next six years.
 - Develop a project schedule for the next six years based on the ranking of selected projects and the availability of funding.
 - Select projects to be undertaken during the coming year which become the capital budget. The remaining projects become part of the capital improvements program for the subsequent five years.
 - Develop a project schedule for the next six years based on the ranking of selected projects and the availability of funding.

- After public review and hearing, the proposed CIP is adopted by the planning commission with any agreed upon amendments. The CIP is then forwarded as a recommendation to the legislative body for final development.
- Implement current year of the CIP.
- Monitor projects and update the CIP annually.

The Michigan Planning Guidebook notes that “in smaller communities with few capital improvements,” such as the Village of Jonesville, the process can be simplified. “Each office, agency, or department responsible for public works is asked to submit proposed public works and the planning commission as a whole reviews and prioritizes them all — ensuring they are consistent with the master plan.”