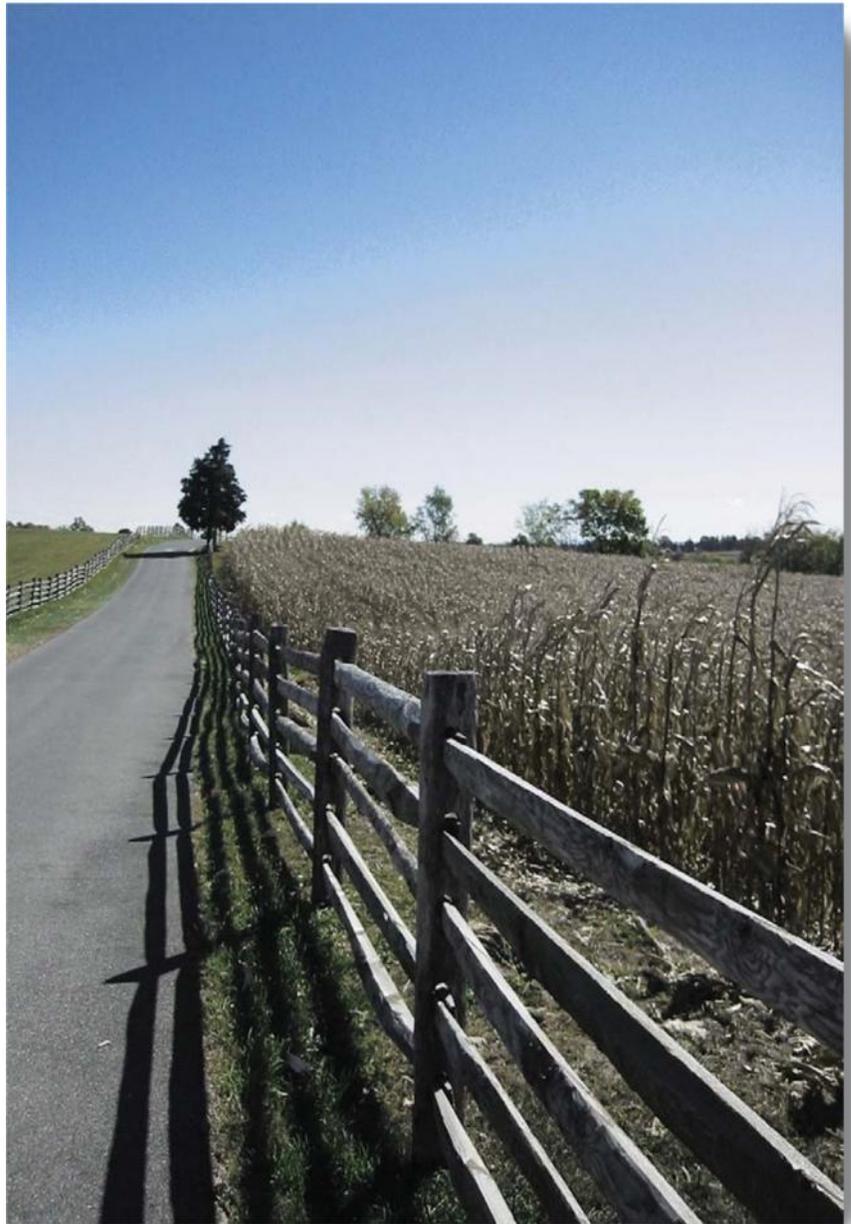


2016

Shiawassee County Master Plan



This Master Plan Revision was adopted by the Shiawassee County Planning Commission on August 24th, 2016.

Planning Commission:

William Thelen, Chair

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Table of Contents

Chapter 1 - Introduction

Chapter 2 - Background Studies

Chapter 3 - Goals and Objectives

Chapter 4 - Future Land Use Map

Chapter 5 - Zoning Plan

Chapter 6 - Sub-Area Plans

Chapter 7 - Action Plan

Appendix

CHAPTER 1

INTRODUCTION

This document represents the Master Plan in effect for Shiawassee County. Since adoption of the original Master Plan in 1984 and subsequent revisions, a number of changes have occurred locally within the County and the surrounding area and regionally due to the downturn in the national and state economy starting in 2007. To ensure that development policies are kept current, the Shiawassee County Planning Commission has periodically evaluated and revised the Master Plan. The last revision occurred in 2007. The current update to the Master Plan was commenced in 2012 and culminated in 2016.

Authority

The County derives its authority for the preparation of a Master Plan from the Michigan Planning Enabling Act, P.A. 33 of 2008. It shall be the duty of the Planning commission to adopt a Master Plan as a decision-making guide for the future development of the County. The County plan with the accompanying maps, plats, charts, and descriptive and explanatory matter shall describe the intended future path for development of the County.

Purpose

Planning is a process which involves the conscious selection of policy choices relating to land use, resource preservation, transportation, and public facilities for a community. The Master Plan is an official County document that sets forth policies for the future develop of the community. Therefore, the plan serves as the primary policy guide to the County regarding future land use decisions, investment in public improvements, and coordination of public improvements and private development.

Although the Master Plan presents a long-term view of future growth patterns in the County, it must also provide practical guidance to local decision-makers regarding today's issues. It is the intent of this Plan to be a working document which will provide for the orderly development of the County, assist the community in its effort to maintain and enhance quality of life, and provide a vision toward the future. The Future Land Use Plan is component of the Comprehensive Plan and represents a long-term goal for the future growth of the County.

The following summarizes the components of a Master Plan and describes the intent and purpose of those components:

- The Master Plan is a general statement of the County goals and objectives and provides a single comprehensive view of the community's

desire for the future.

- The Master Plan serves as an aid in daily decision-making. The goals and objectives outlined in the Master Plan guide the Planning Commission and Board of Commissioners in their deliberations on zoning, subdivision, capital improvements and other matters relating to land use and development. This provides a stable, long-term basis for decision-making.
- The Master Plan provides the statutory basis upon which zoning decisions are based. The Enabling Act requires that the Zoning Ordinance be based upon a plan designed to promote the public health, safety, and general welfare. However, it is important to note that the Master Plan is not a regulatory tool, but provides guidance for the development of regulatory tools. Zoning is one of the primary tools used to implement the elements of the Master Plan.
- The Master Plan attempts to coordinate public improvements and private developments by describing a vision of the future as it concerns uses, transportation, densities and capacities.
- The Master Plan serves as an educational tool and gives citizens, property owners, builders/developers, business people and adjacent communities a clear indication of the County's direction for the future.

Planning In Shiawassee County

Shiawassee County has planning and zoning jurisdiction over fourteen (14) general law townships. Incorporated areas, the Charter Townships of Caledonia and Owosso are not within the planning and zoning jurisdiction of the County and therefore not subject to this Master Plan. However, the planning documents of these respective communities were reviewed as part of this update and where appropriate included in the Master Plan.

The Master Plan is comprised of the Background Studies, Goals and Objectives, Future Land Use Plan, Zoning Plan, Action Plan, and associated Appendices.

CHAPTER 2

BACKGROUND STUDIES

Background

Background information serves as support for the goals, objectives, and policies of the Master Plan. Past trends, current characteristics, and future expectations of population are all important elements in determining future land use and facility needs. This review is being presented to provide a greater insight into existing and predicted future conditions.

Location and Regional Context

Shiawassee County is centrally located within Michigan's lower-peninsula and bordered by Clinton, Genesee, Gratiot, Ingham, Livingston, and Saginaw Counties. The State Capitol, Lansing is southwest of Shiawassee County in Ingham County. The City of Flint is to the east in Genesee County. Interstate 69 (I-69) passes through the south portion of the County in a northeasterly and southwesterly direction. Other major thoroughfares in the County include State Highways 13, 21, 52, and 71. Although the County is relatively close to the major population centers of Lansing and Flint, the County remains relatively rural except for within and around the cities of Owosso, Corunna, Durand, Perry and Laingsburg. These cities internal to the County range in size from medium to small municipalities.

Population Characteristics

The three (3) major factors which determine population growth are births, deaths, and migration. While local government has little control over births and deaths, migration to or from, the County can be influenced by employment, housing, local government services, and the general quality of life. Evaluation of population trends and projections in view of current and desired conditions can impact the intensity and location of future growth.

As indicated in Table 1, the population of Shiawassee County as a whole has fluctuated since 1990. Overall the population increased by 1.3% between 1990 and 2010. However, there was a significant decrease of 1.4% between 2000 and 2010. A similar decrease historically occurred between 1980 and 1990 and then also rebounded with an increase between 1990 and 2000. In both situations, it is likely that the national and state economic conditions factored into the sporadic growth and decline rates.

In the Planning Area, however, the population decreased by 6.6% between 1990 and 2010, with the decrease between 2000 and 2010 only being a loss of 1.3%. Therefore, the signification loss in population was more evident between 1990 and 2000. This may have been less an indication of national and state economic trends being poor and more of situation that economic conditions were good and more people were moving to the urbanized areas not part of the Planning Area.

Area Name	Population				
	1990	2000	2010	2000 - 2010	1990 - 2010
Shiawassee County	69,770	71,687	70,648	-1.4%	+1.3%
Antrim Township	1,679	2,050	2,161	+5.4%	+28.7%
Bennington Township	2,726	3,017	3,168	+5.0%	+16.2%
Burns Township	3,019	2,905	2,876	-1.0%	-4.7%
Byron Village	573	595	581	-2.4%	+1.4%
Caledonia Charter Township	4,514	4,427	4,475	+1.1%	-0.9%
Corunna City	3,091	3,381	3,497	+3.4%	+13.1%
Durand City	4,283	3,933	3,446	-12.4%	-19.5%
Fairfield Township	790	745	755	+1.3%	-4.4%
Hazelton Township	2,294	1,603	1,490	-7.0%	-35.0%
New Lothrop Village	596	603	581	-3.6%	-2.5%
Laingsburg City	1,148	1,223	1,283	+4.9%	+11.8%
Middlebury Township	1,536	1,489	1,504	+1.0%	-2.1%
Ovid Village (pt.)	1	2	6	+200.0%	+500.0%
New Haven Township	1,286	1,293	1,329	+2.8%	+3.3%
Owosso City	16,322	15,713	15,194	-3.3%	-6.9%
Owosso Charter Township	4,121	4,670	4,821	+3.2%	+17.0%
Perry City	2,163	2,065	2,188	+6.0%	+1.2%
Perry Township	3,698	3,556	3,400	-4.4%	-8.1%
Morrice Village	630	882	927	+5.1%	+47.1%
Rush Township	1,405	1,409	1,291	-8.4%	-8.1%
Sciota Township	1,578	1,801	1,833	+1.8%	+16.2%
Shiawassee Township	2,731	2,291	2,295	+0.2%	-16.0%
Bancroft Village	599	616	545	-11.5%	-9.0%
Venice Township	2,812	2,156	2,149	-0.3%	-23.6%
Lennon Village (pt.)	450	432	429	-0.7%	-4.7%
Vernon Township	4,989	4,133	3,831	-7.3%	-23.2%
Vernon Village	913	847	783	-7.6%	-14.2%
Woodhull Township	3,585	3,850	3,810	-1.0%	+6.3%
Planning Area	34,128	32,298	31,892	-1.3%	-6.6%

Table 1 – Population Characteristics

Age Composition

Age composition is one of the more important characteristics of a population. For example, age groupings can indicate the number of school-age children, the size of the workforce, and the size of the elderly population. This information can be used for school enrollment projections, planning for recreation facilities, special services for the elderly, and other governmental services. As indicated in Table 2, the median age in Shiawassee County continues to increase. The median age in 1990 for the entire County was 32.5. That median age has increased to 40.3 in 2010. In the more rural Planning Area, the median age has increased from almost 33 to 42.8. An increasing median age could mean that less young people are staying in the community which is likely attributed to the lack of employment opportunities.

Area Name	Median Age by Census Year			Age Change 2000 - 2010
	1990	2000	2010	
Shiawassee County	32.5	36.4	40.3	+3.9
Antrim Township	32.2	36.9	42.5	+5.6
Bennington Township	34.5	38.1	43.8	+5.7
Burns Township	33.0	35.3	40.5	+5.2
Byron Village	-	33.5	33.0	-0.5
Caledonia Charter Township	35.0	39.6	43.8	+4.2
Corunna City	32.0	35.2	36.0	+0.8
Durand City	30.9	34.7	37.2	+2.5
Fairfield Township	32.0	37.9	42.2	+4.3
Hazelton Township	31.6	38.4	44.1	+5.7
New Lothrop Village	-	34.9	40.4	+5.5
Laingsburg City	29.6	32.0	33.3	+1.3
Middlebury Township	32.9	36.3	42.6	+6.3
Ovid Village (pt.)	-	-	-	-
New Haven Township	33.4	39.9	46.3	+6.4
Owosso City	31.7	34.2	34.8	+0.6
Owosso Charter Township	36.4	40.5	46.4	+5.9
Perry City	29.9	32.6	34.1	+1.5
Perry Township	30.6	32.6	36.6	+4.0
Morrice Village	-	29.5	32.6	+3.1
Rush Township	36.0	39.3	45.9	+6.6
Sciota Township	32.5	36.8	42.2	+5.4
Shiawassee Township	32.4	37.4	41.8	+4.4
Bancroft Village	-	32.4	35.9	+3.5
Venice Township	35.3	39.5	43.2	+3.7
Lennon Village (pt.)	-	-	-	-
Vernon Township	32.5	37.4	43.6	+6.2
Vernon Village	-	35.3	38.7	+3.4
Woodhull Township	32.0	38.0	44.5	+6.5
Planning Area	32.9	37.4	42.8	+5.4

Table 3 – Median Age

Housing Characteristics

Nationwide there is a trend towards smaller household sizes. Table 4 reveals a similar trend for the Planning Area and all of Shiawassee County. This decrease in household size is likely related to the overall aging of the population.

Area Name	Average Household Size (persons/household)			Percent Change 2000 - 2010
	1990	2000	2010	
Shiawassee County	2.78	2.64	2.54	-3.8%
Antrim Township	3.04	2.95	2.70	-8.5%
Bennington Township	3.05	2.80	2.69	-3.9%
Burns Township	2.99	2.94	2.77	-5.8%
Byron Village	-	2.73	2.79	+2.2%
Caledonia Charter Township	2.80	2.58	2.48	-3.9%
Corunna City	2.54	2.33	2.34	+0.4%
Durand City	2.77	2.55	2.45	-3.9%
Fairfield Township	2.96	2.74	2.71	-1.1%
Hazelton Township	3.01	2.73	2.54	-7.0%
New Lothrop Village	-	2.60	2.50	-3.8%
Laingsburg City	2.77	2.77	2.77	+0.0%
Middlebury Township	3.02	2.64	2.50	-5.3%
Ovid Village (pt.)	-	-	-	-
New Haven Township	2.94	2.67	2.66	-0.4%
Owosso City	2.50	2.45	2.41	-1.6%
Owosso Charter Township	2.72	2.56	2.37	-7.4%
Perry City	2.94	2.73	2.66	-2.6%
Perry Township	2.91	2.83	2.75	-2.8%
Morrice Village	-	2.79	2.53	-9.3%
Rush Township	2.83	2.79	2.59	-7.2%
Sciota Township	3.01	2.86	2.72	-4.9%
Shiawassee Township	3.05	2.88	2.73	-5.2%
Bancroft Village	-	3.03	2.85	-5.9%
Venice Township	2.90	2.64	2.65	+0.4%
Lennon Village (pt.)	-	-	-	-
Vernon Township	2.81	2.65	2.52	-4.9%
Vernon Village	-	2.75	2.68	-2.5%
Woodhull Township	3.00	2.77	2.60	-6.1%
Planning Area	2.97	2.78	2.65	-4.5%

Table 4 – Household Size

Economy

Consideration of the local economic base is included in the planning process in order to ensure that land reserved for commercial and industrial uses is of adequate size and location to meet the aspirations of the community. Economic activities may create job opportunities for local residents and contribute to the improvement of the Planning Area's tax base.

Overall employment in the Planning Area increased by nearly nine (9) percent from 19,158 to 20,822 persons from 1990-2000. Unemployment rates for the Planning Area were not available, however, within the entire county unemployment increased from approximately five (5) percent in 1990 to nine (9) percent in 2000. (US Census. www.census.gov) Table 6 is a selection of industries operating in the Planning Area to illustrate changing employment patterns. The agriculture and retail industries experienced the most dramatic decreases of 23.7 percent and 24.5 percent, respectively. Public administration and construction had remarkable employment increases of 110.5 and 64.9 percent, respectively.

CHAPTER 3

GOALS & OBJECTIVES

VISION STATEMENT

In developing the Master Plan and its various updates, the Shiawassee County Planning Commission has been guided by the following vision statement as a guiding principal.

“The vision of the Shiawassee County Master Plan is to promote a high quality of life and continued commitment to preserve and enhance the unique and diverse character of the County through policies and programs to promote intergovernmental cooperation, preserve open space, agricultural and natural resources, provide recreational opportunities, ensure efficient and safe transportation network, desirable economic development, and active public participation.”

GOALS & OBJECTIVES

Shiawassee County is faced with development, growth and land use issues. Perhaps the most critical is the protection of agricultural land and the rural quality of the County while allowing for growth and development. The guiding principles, goals, and objectives of the Master Plan establish the desired character, quality, and pattern of development for the physical development of the County. The guiding principles, goals, and objectives contained in this chapter direct future decisions on land use regulations, actions, procedures, and programs that will further implement the intent and purpose of the overall plan.

In general, goals and objectives can be defined as follows:

- Goals are overall broad statements that provide a focus for future discussions. Goals are supported by the more specific objectives.
- Objectives are more specific, measurable, action oriented statements that help achieve the goals. Policy statements provide justification to revise or draft new ordinances or regulations or finance specific capital improvements.

County-Wide Goals

1. Aspire to orderly growth. Through orderly growth, the ability of the people to provide support services will not be overextended. Unorganized growth could be costly, wasteful, and hazardous.
2. Recognize the impact of the growth and development of surrounding communities and the benefits of a workable relationship with those governments.
3. Promote the use of good planning and management techniques to maximize the capabilities of all lands and features, such as natural resources and its rural agricultural character.
4. Promote orderly growth in the County while maintaining the rural agricultural character.

County-Wide Objectives

- A. Promote conditions that provide for the health, safety, and welfare of residents throughout the County.
- B. Respect the land and natural features, such as floodplains, air quality, ground water, and soils.
- C. Promote a setting where adequate housing may be developed for all residents in healthful, safe, convenient, and attractive neighborhoods.
- D. Direct development so that residents with special needs, such as income and/or mobility limitations can find the housing, recreation, and services appropriate to their lifestyle.
- E. Retain the County's best agricultural lands for agriculture.
- F. Protect soils that have severe agricultural limitations for residential, commercial, or industrial development.
- G. Promote future residential, commercial, and industrial growth concentrated in or adjacent to existing urban areas where there are adequate utilities available for growth.
- H. Promote a well-balanced tax base.

- I. Involve the public in planning at the grass roots level while at the same time maintaining an awareness of area-wide effects of any land use change.
- J. The County shall work with local planning commissions and school districts to share the impact of land use developments and will work together to establish a format for the best land use pattern for their areas.
- K. Encourage cooperation between townships, villages, and cities to better meet the land use needs of the County.

Residential Objectives

- A. Direct access to main thoroughfares should be restricted. Residential lots should have access to a local road where possible or provide access through the use of private roads or shared drives.
- B. Residential development should be directed away from valuable agricultural lands and/or industrious farm operations, and industrial or commercial complexes.
- C. The quality of existing and future residential neighborhoods should be preserved and enhanced.
- D. Future development should be compatible with adjacent uses and not negatively affect surrounding properties.
- E. Promote strict enforcement of housing codes and the Zoning Ordinance.
- F. Continuously evaluate codes and ordinances dealing with housing to protect against the deterioration of residential neighborhoods.
- G. The Future Land Use Plan should ensure the possibility for development of adequate housing for all social-economic groups in healthful, safe, convenient, and attractive neighborhoods.
- H. Sound and imaginative land development should be encouraged to allow increased density within the County, while providing more usable open space and a more attractive residential environment.

- I. The design of new residential developments should provide for the preservation of existing trees, scenic features, and/or provide for natural settings.
- J. Residential development on large lots will be encouraged to locate on marginal agricultural lands, in clusters or PUD's, requiring a subdivision or condominium plat; or on individual lots in areas with unique topographic features not conducive to agriculture.
- K. The scenic potential of the Shiawassee River, the Looking Glass River, and the Maple River should be considered as an environmental and aesthetic goal for residential siting. At all times, the floodplain must be respected. Additional setbacks may be appropriate where natural scenic corridors are pursued by the County.
- L. Residential development in rural areas should respect farming operations and environmental features. Rural residential development should not be allowed to inhibit normal farm operations with regard to noise, dust, and offensive odors normally associated with the farming activities.

Agricultural Objectives

- A. Discourage random or spot development in agricultural areas and open space areas to ensure the economic viability of agricultural enterprise.
- B. Quality agricultural land should be preserved for agricultural purposes. The County should encourage the use of an agricultural preservation area and/or similar clustering options for those portions of agricultural property that are not productive.
- C. Implement farmland preservation methods including, but not limited to the purchase of development rights and transfer of development rights in an agricultural security zone.
- D. Commercial or industrial uses should not be permitted in important agricultural areas except those normally associated with agriculture. Agribusinesses shall be considered uses normally associated with agriculture.

- E. Regulations for all non-agricultural uses should be considered in a way that they do not preempt agriculture.
- F. Agriculture should be considered as an industry rather than a land bank for other types of land use.

Sensitive Lands and Natural Resource Objectives

- A. Provide protection of some park and open space lands from conversion to other uses and preserve them for future demand in rapidly urbanizing areas by evaluating existing open spaces within the community and identifying characteristics that support their preservation.
- B. Provide for the preservation of identifiable scenic or historical sites, such as the Grand River Rd.
- C. Provide for the coordination, on a regional basis, to form an interlocking network of open space corridors and trails in order to protect valuable and irreplaceable natural resources in the County and the region including rivers, woodlands, and lakes.
- D. Provide for the recognition of the effects of any type of development on the air quality and the quantity and quality of the ground water supply. Well log data as well as other resources may be useful in this process.
- E. Provide for the mitigation of the impacts of development on the natural resources of the County such as air purity and the groundwater supply through development of local regulations and as part of local development review.
- F. Provide for the consideration of wildlife in evaluating our open space areas and development areas.
- G. Provide for the identification of areas of poor water quality and insufficient land capabilities to support development and discourage development upon those lands.
- H. Establish criteria that identify the characteristics of areas that would be appropriate for surface mining activities by special land use permit, establish standards for their operation to mitigate their impact on the community and the land itself and provide for establishment of appropriate end uses of the reclaimed site.

- I. Explore storm water policies to control flooding and improve water quality through non-point source runoff control and wellhead protection.
- J. The Planning Commission shall review and recognize watershed management projects throughout the County.
- K. Recognize the following six (6) as sensitive areas to be protected:
 - Woodlands;
 - Wetlands;
 - Floodplains;
 - Areas with major slopes;
 - Lakes and streams;
 - Prime and/or important agricultural areas.
- L. Natural resources are considered vital parts in the total environmental picture and should be retained in the basic character at the best use. These affect the health and welfare of the community. Protection could be accomplished through parks and open space allocations both public and private.
- M. Maintain vegetated open space areas to provide the following:
 - Recreation;
 - Groundwater recharge areas;
 - Soil erosion protection;
 - Flood retention/control;
 - Atmospheric quality;
 - Aesthetic values; and
 - Borders between varying land uses.
- N. Land use plans should address prevention of economic and ecological damages due to unwise development patterns within lake and river areas.
- O. Marshes or wetlands represent water recharge areas. The filling and/or draining of these areas for development reasons other than for agricultural use should be discouraged.
- P. With regard to extractive processes, the disturbed land should be returned to a usable state for any number of uses such as, but not limited to, open

space, agriculture, residential, recreation, game preserves, orchards, and forestry.

- Q. The floodplains of the Shiawassee River, Looking Glass River, and Maple River should be protected through the use of parks, open space, and some agricultural uses

Commercial Objectives

- A. Group related and compatible businesses in suitable commercial areas. They should be developed in such a manner that they do not harm adjacent residential or agricultural areas.
- B. Require high standards of building construction and maintenance for commercial developments. The County may adopt additional standards/guidelines for commercial development for nonresidential districts, corridors, gateways, and nodes which includes but is not limited to exterior building design, theme, exterior materials and colors, signage, landscaping, utilities, buffer zones, and ingress/ egress, and general traffic flow to maintain their attractiveness and unique character.
- C. The County will identify appropriate areas for commercial development.
- D. The County will promote standards that mitigate the secondary effects of non-residential uses and encourage those that would have a positive effect.
- E. Encourage select commercial development within the County in small business corridors that are designed to complement the area.
- F. Allow home occupations and home businesses in a manner that does not disrupt the character of surrounding residences within the guidelines of accepted zoning practice.
- G. Develop neighborhood level convenience facilities which are easily accessible to residential areas.
- H. Discourage development of convenience level facilities in strip developments along major arterial streets and roads and encourage service drives, limit curb cuts, and promote shared drive access where applicable.

- I. Develop commercial areas in such a manner that they do not conflict with adjacent residential, agricultural, and other uses.
- J. Incompatible noncommercial uses within commercial areas should be zoned non-conforming and eventually eliminated.
- K. Promote neighborhood commercial centers to minimize distance traveled to purchase convenience goods and provide easy access to local residents.
- L. Locate major commercial development near main traffic routes, high-density areas, and close to functionally related activities.
- M. Commercial development along state routes should be directed to design plans that will not adversely affect the flow of traffic. G. Locate office parks near retail shopping areas.
- N. Both comparison shopping facilities and neighborhood convenience shopping facilities should be designed to include pedestrian circulation, parking, landscaping, and other amenities which create an attractive shopper environment

Industrial Objectives

- A. Grouped related and compatible businesses together in suitable industrial areas. Develop industrial uses in such a manner that they do not harm adjacent residential or agricultural areas.
- B. Discourage development of industrial facilities along major arterial streets and roads.
- C. Sites or locations with existing or planned utilities such as electrical power, water, sewer, transportation, and solid waste disposal should form the basis for industrial development and expansion. Toxic waste is to be disposed of in an approved controlled manner.
- D. Group industrial plants in specific areas with attractive site planning, landscaping, building setback, and coverage controls.

- E. Identify those areas with a high groundwater table or permeable soils and recommend that these areas not be zoned for industrial uses.
- F. Identify appropriate areas for industrial development.
- G. Discourage those industrial uses that would have an adverse effect upon the community as a whole and encourage those that would have a positive effect.
- H. Discourage non-industrial uses in industrial areas.
- I. Control industries that create adverse environmental conditions such as high air pollution, noise, and excessive solid waste generation or high liquid wastes either in volume or toxicity through adequate zoning and performance regulations.
- J. Encourage industries desiring a high degree of exposure to locate in the industrial areas adjacent to state highways and major arterial thoroughfares
- K. Industrial sites should do attractive site planning, landscaping, building setback and coverage controls

CHAPTER 4

FUTURE LAND USE MAP

The Future Land Use Map illustrates the proposed physical arrangements of land use for those portions of Shiawassee County that are in the Planning Area. The Future Land Use Map serves to assist the translation of the community goals and objectives for the location of land uses into a narrative and graphic illustration.

The Future Land Use Map is prepared to serve as a policy for the County regarding current issues, land use decisions, investments in public improvements, and future zoning decisions. It is intended to be a working document which will provide for the orderly development of the County, and assist the community in its effort to maintain and enhance a pleasant living environment while fostering the preservation of agriculture and open space.

The Future Land Use Map is based on consideration of a number of factors, which include:

- Citizen opinion and input;
- Existing land use;
- Natural features;
- Existing plans;
- Population projections and characteristics;
- Community facilities;
- Socio-economic considerations;
- Traffic and circulation; and
- Community goals, objectives, and strategies.

Land Use Designations

The Future Land Use Map is more than a simple map. Goals and objectives establish a direction. Planning strategies, represented in both graphic and narrative form, identify the more specific manner in which the goals and objectives are to be implemented reflecting the general policy toward development and redevelopment within the Planning Area.

In order to guide the development of future land uses throughout the Planning Area, distinct land use categories were established. The sections below provide a description of each of the future land use categories used in the Future Land Use Plan map.

Important Agricultural

The intent of land designated as Important Agriculture is to maintain and protect agricultural operations against increasing development pressure. This land consists of prime farmland important to the overall economy of Shiawassee County. Residential development in these areas would be at very low densities. The majority of this land is located in the northern half of Shiawassee County, while smaller pockets are found in the southern half.

Agricultural/Rural Residential

The intent of the Agricultural/Rural Residential future land use is to provide land for rural residential development within a predominantly agricultural landscape. Extension of sanitary sewer and water to these areas are discouraged. This future land use category is by far the largest residential type of land use and dominates the southern half of the Planning Area.

Low-Density Residential

Lands designated as Low-Density Residential consist of existing and proposed locations for low-density residential development. Some of these areas are already served by sanitary sewer while the undeveloped but planned areas are located such that the extension of public services is probable. Planned unit developments and cluster housing is encouraged in these areas.

Medium/High Density Residential

As illustrated by the Future Land Use Map, there is very little land designated as Medium/High Density Residential. This land is served by public water and sewer systems and is located near more urbanized areas. Land within this category consists of or are planned for condominiums, cluster and multi-family housing, and planned unit developments.

Manufactured Home Park/Subdivision

Most of the land designated as Manufactured Home Park/Subdivision are existing but may be in the process of expanding or have vacancies. The intent of mobile home parks is to provide an area for the coordinated development of manufactured homes. Due to the high density nature of this type of housing development, mobile home parks are planned for areas than can be served by existing sewer and water services. Land planned for subdivisions consist of single-family homes and are also generally higher in density and therefore must be located where sewer and water are available.

Public and Non-Profit Organizations

Areas designated as Public and Non-Profit Organizations on the Future Land Use Map are sites of existing community services such as governmental, religious,

institutional, and educational. Examples include cemeteries, town halls, vocational training centers, ambulance and fire stations, and rural schools.

Commercial

The intent of the Commercial land use designation is to promote commercial development in optimal locations such as at major intersections and/or interchanges or along high traffic roadways. These locations provide ease of access for patrons of existing and/or future commercial enterprises.

Industrial

The intent of the Industrial land use designation is to concentrate future industrial uses in a location that is accessible to adequate roads, has availability of sanitary sewer and is compatible with neighboring land use. Land designated as Industrial is generally located near I-69. Two (2) small areas of land located east of New Lothrop and in Rush Township are also designated as Industrial.

Active Landfill

This classification is intended to locate sites identified in the County Solid Waste Management Plan as permitted landfill sites.

Large Natural Feature Complexes

These areas are dispersed throughout the Planning Area and correspond to the irregular boundaries of wetlands, floodplains, and conservation areas. They provide vital ecological benefits such as wildlife habitat, flood control, and aquifer recharge zones. Protection of these important areas should be coordinated between municipalities.

CHAPTER 5

ZONING PLAN

Pursuant to the Michigan Zoning Enabling Act No. 110 of the Public Acts of Michigan of 2006, as amended ("Zoning Act"), a zoning plan is required. This zoning plan is intended to establish the relationship between the Master Plan and the Zoning Ordinance.

Essentially the zoning plan is intended to build a bridge between the objectives of the Master Plan and implementation of development outlined in the Ordinance.

The location and characteristics of each land use category is discussed in Chapter 4, Future Land Use Plan of the Master Plan. The intent of each district is provided below. At the end of each description of intent, the land use designation where such zoning would be most appropriate is provided.

A-1 Agricultural Production

It is the intent and purpose of the Agricultural Production District to insure that land areas within Shiawassee County which are best suited for the production of food are retained for agricultural production unimpeded by the establishment of uses of land which would hinder generally accepted agricultural and management practices or deplete essential agricultural lands and productivity. The A-1 Agricultural Production zoning district incorporated as part of the Shiawassee County Zoning Ordinance is designed to protect essential agricultural lands from conversion to urban uses.

The future land use designation that would be most appropriate for this district is "Important Agricultural".

A-1½ Agricultural Production

It is the intent and purpose of this district to support agricultural production and to preserve the essential characteristics of these lands to maintain agricultural use as the predominant use as long as it is economically viable to do so, and to preclude the necessity of serving scattered single family development with water, sewer, schools, roadways, and other public services.

The future land use designation that would be most appropriate for this district is "Important Agricultural" or "Agricultural/Rural Residential".

A-2 Agricultural Production/Rural Residential

It is the intent and purpose of this district to maintain existing patterns of low-density rural residential growth in agricultural areas of the County and preserving the essential characteristics of these lands to maintain agricultural use as the predominant use as long as it is economically viable to do so, and to preclude the necessity of serving scattered urban developments with water, sewer, schools, roadways, and other public services. To achieve these objectives, permitted uses within this district are limited to agricultural and low-density rural residential use together with such limited community facilities as schools, churches, and public open spaces.

The future land use designation that would be most appropriate for this district is “Agricultural/Rural Residential”.

R-1A One-Family Rural Residential

It is the intent and purpose of this District to encourage the development of residential areas of a rural character within areas of the County not well-suited for agricultural production and presently without public water and sewage services and likely to remain without such services for an indefinite period. This district includes existing low-density one-family areas as well as contiguous areas in which such development is desirable.

The future land use designation that would be most appropriate for this district is “Low-Density Residential”.

R-1B One-Family Low-Density Residential

It is the intent and purpose of this district to provide low-density residential development in the portions of the County which are well-served by County primary roads or major thoroughfares, public and private close proximity utility services, and located within relatively easy access to schools, employment centers and recreational facilities.

The future land use designation that would be most appropriate for this district is “Low-Density Residential”.

R-1C One-Family Medium-Density Residential

It is the intent and purpose of this district to provide for medium density residential development in portions of the County served by County primary roads or major thoroughfares, and other public or private utilities and services necessary to serve the needs of medium density residential development.

This district is further intended to provide a means for developing vacant land within established residential areas, while preserving their existing residential characteristics and basic density. Provisions are made within this district to provide for Planned Unit Developments in order to provide for the development of certain limited commercial service facilities as permitted by right or by right with conditions in the B-1, Neighborhood Commercial District, which can provide convenient service to residential areas while at the same time preserving the overall residential character of this district.

The future land use designation that would be most appropriate for this district is “Medium-Density Residential”.

R-1D Two-Family Residential

It is the intent and purpose of this district to provide for a diverse residential environment by allowing single-family, two-family dwellings, and certain multiple family dwellings which meet the requirements of this district, to serve certain portions of Shiawassee County where primary roads or major thoroughfares exist along with other public and private utilities and services necessary to serve the needs of medium density residential development.

Provisions are also made within this district to provide for planned unit developments in order to provide for the development of certain limited commercial and office facilities that can provide convenient service to residential areas while at the same time preserving the overall residential character of the district.

The future land use designation that would be most appropriate for this district is “Medium-Density Residential”.

R-M1 Multiple Family Residential

It is the intent and purpose of this district to accommodate a mixture of housing types such as garden apartments, townhouses, row houses, or other group housing facilities in a variety of ownership or rental options. This district is further intended to permit boarding and lodging houses under specified maximum capacities. This district shall only include areas within Shiawassee County, which have public sewer facilities and are located adjacent to primary roads or major thoroughfares. Said district shall also be located near neighborhood commercial services and other essential services necessary to service the needs of high-density development.

The future land use designation that would be most appropriate for this district is “High-Density Residential”.

R-T Mobile Home Development

The intent and purpose of this district is to provide for mobile home parks and mobile home subdivisions in areas within the County where public utilities and public services are available and to insure that the residents of such areas will be provided with certain minimum standards of design, safety and convenience.

The future land use designation that would be most appropriate for this district is “Mobile Home Park/Subdivision”.

O-1 Office and Administrative

It is the intent and purpose of this district to provide areas for relatively quiet, low traffic generating office, administrative and institutional uses in portions of the County where adequate public utilities are available and access is provided by the County primary roads or State highways.

The future land use designation that would be most appropriate for this district is “Commercial”.

B-1 Neighborhood Commercial

It is the intent and purpose of this district to provide for a variety of compatible small commercial establishments and professional offices which are located on County primary roads near the neighborhood area being served so as to minimize the distance traveled to purchase day-to-day convenience goods and services. Small commercial establishments are to be developed in a manner which does not harm adjacent dwellings units. This district also provides for neighborhood convenience shopping centers in areas where adequate public utilities exist.

The future land use designation that would be most appropriate for this district is “Commercial”.

B-2 General Business

It is the intent and purpose of this district to provide for major commercial development which is located in proximity to major thoroughfares, near high density residential areas, and close to other functionally related activities so as to accommodate those business establishments which serve the entire

community or region. It is also the intent of this district to encourage cluster commercial development and to discourage strip commercial development.

The future land use designation that would be most appropriate for this district is “Commercial”.

B-3 Highway Service

It is the intent and purpose of this district to accommodate retail business and service activities that primarily serve the needs of the highway traveler and promotes safe and efficient traffic access to the properties within the district to minimize any adverse effects of such uses upon adjoining zoning districts or existing uses of land.

The future land use designation that would be most appropriate for this district is “Commercial” and “Industrial”.

M-1 Light Industrial

It is the intent and purpose of this district to provide for a variety of light industrial and commercial uses characterized by relatively low traffic generation and the absence of objectionable external effects in areas of the County affording direct access to County major thoroughfares, railroads, and airports. Such areas are intended to be served by public water, sanitary sewer and adequate storm water drainage. Such industrial areas should be free of incompatible uses and be designed so as not to harm adjoining land uses.

The future land use designation that would be most appropriate for this district is “Industrial”.

M-2 Heavy Industrial

It is the intent and purpose of this district to encourage and facilitate the development of industrial enterprises in a setting conducive to public health, economic stability and growth; protection from light, deterioration and non-industrial encroachment; and efficient traffic movement including employee, truck and rail traffic. Land conducive to the intent of this district is located on all-weather highways, provided with public sanitary sewer, water, and storm drainage, has close proximity to a labor force, and has adequate land for future expansion.

The future land use designation that would be most appropriate for this district is “Industrial”.

CHAPTER 6

SUB-AREA PLANS

The intent of this Chapter is to address features unique to Shiawassee County that impact growth and development, general uses the impact broad areas of the County and special geographic areas of concern. The Planning Commission may wish to in the future address these sub-areas in addendums to the Master Plan.

Mineral Resource Extraction

The purpose of categorizing mineral resource lands as a sub-area of the Plan is to ensure that the long-term commercial significance of these areas are identified and conserved in order to provide continued and economical local access to valuable minerals, particularly those used for construction materials.

These areas should be identified as lands known or potential extractable resource in commercial quantities. In any review process to approve such areas for extraction, such resource should be verified by submittal of a geologic and economic report prepared by qualified professional.

Upon identification, these areas should be protected as mineral resource lands from incompatible land uses and land use patterns so that access to existing and potential resources is maintained. With appropriate design and performance standards, land uses such as agriculture, some industries, and low-intensity residential uses (average density at least ten acres per unit), are compatible with mineral extraction and processing while other uses such as medium to high intensity residential uses are not.

Existing and potential sources of sand, gravel, and rock vary in size and distribution. Those areas which are most likely to provide for long term production with only minimal impact on the environment should receive the highest priority for protection through the land use planning process. All areas that are subsequently utilized for extraction shall be subject to performance standards to minimize negative impacts on the surrounding area and developing a future reclamation and land use plan for mineral resource sites.

Wellhead Protection Areas

Areas that are identified as critical aquifer recharge areas should be protected from contamination to insure long-term recharge potential. Such areas should be restricted from intense development to preserve water recharge zones from contamination or disruption.

Areas should be designated and classified that have the geological characteristics associated with critical aquifer recharge areas. This can be done through existing plans adopted by the State or other unit of government. Within potential critical aquifer recharge areas, uses that could potentially have a significant negative impact on ground water quality and/or quantity should be regulated. Such uses include, but are not limited to, underground hazardous materials storage tanks, facilities which use or store significant amounts of hazardous materials or wastes, large on-site sewage disposal systems, petroleum pipelines, landfills, and surface mining operations.

Access Management

Access management is intended to regulate the number and location of access points, provide standards for shared drives and frontage roads, and anticipate future road improvement needs. The Sub-Area Plan would be utilized to demonstrate that regulations on the number and placement of access points can assist in preserving the traffic capacity of the roadway and lessen the potential for accidents.

Recognition of access management and future adoption of rules and regulations assist in:

1. Minimizing disruptive and potentially hazardous traffic conflicts reducing the frequency of fatalities, injury and property damage resulting from traffic accidents;
2. Separating traffic conflict areas by reducing the number of direct access points;
3. Providing efficient spacing standards between access points and between access points and intersections;
4. Establishing uniform access standards to ensure fair and equal application;
5. Protecting the substantial public investment in the roadway system by preserving capacity and avoiding the need for unnecessary and costly reconstruction that disrupts business;
6. Insuring reasonable access to properties, though the access may not always be direct access;

7. Coordinating Planning Commission and Board of Commissioners decisions on development proposals with access permit decisions by the Michigan Department of Transportation and the Shiawassee County Road Commission.

Wind and Other Alternative Energy Resources

There appears to exist some areas of Shiawassee County that are absent of extensive development, has proximity to energy distribution lines, and may have winds suitable for large scale development of wind energy conversions systems. These areas are primarily dedicated to agricultural uses. As provided in other sections of this Master Plan, agricultural land is sought to be protected from encroachment of non-agricultural uses that take away from areas uniquely situated to sustain farming as a prime industry in Shiawassee County.

Alternative types of facilities for renewable energy systems are being proposed and implemented nationally in response to economic, social and environmental concerns. Conditions have changed as national and regional economic, social and environmental needs have resulted in the proposal of new types of land uses and facilities. Public Act 110 of 2006, Michigan Zoning Enabling Act requires the consideration of all uses deemed reasonable and precludes the absolute prohibition of a land use.

Considering that the County must make reasonable accommodation for uses of land, it shall also be the goal of the County that this use of land also not infringe upon the goals of this Plan to preserve and foster the agricultural use of commercially productive farmland. In this, the County shall make every attempt to protect farmland, encourage farmland preservation and to adopt rules and regulations for the consideration of renewable energy resources and facilities to extract that resource to protect the public health, safety and welfare of the community.

Hazard Mitigation

Portions of the County are exposed to natural, environmental and man-made hazard that are location specific. These include such features as rivers where flooding could be an issue or near rail lines where derailment could occur. Utilizing the County's Hazard Mitigation Plan, the County Planning Commission should develop a sub-area plan to address future proposals for development to further assist the efforts of the County to prevent putting people and property in harm's way.

CHAPTER 7

ACTION PLAN

The Master Plan for Shiawassee County is only worthwhile if it can be effectively implemented. Implementation is achieved through a variety of ordinances and capital improvements carefully coordinated by the County Board and Planning Commission. This implementation will require a commitment by the County Board of both financial resources and a commitment towards policy implementation. The following is a summary of implementation practices through ordinance enforcement and capital improvement projects which should be pursued by the Shiawassee County Board and Planning Commission.

Zoning Ordinance

One of the most effective ways of implementing the Future Land Use Plan and its recommended land use policies is through the County's Zoning Ordinance. The Zoning Ordinance represents day to day tools to enact the adopted policies as represented in the Future Land Use Plan. The Zoning Ordinance establishes, among other things, minimum lot sizes, setbacks and land use classifications. It is the most effective tool to implement adopted land use policies, and therefore must be current and accurately reflect the goals and wishes of the County.

Subdivision Control Regulations

Another means to control and implement the Future Land Use Plan is through the Subdivision Ordinance and Site Condominium Ordinance. These Ordinances should be reviewed to determine the adequacy and governing and controlling County residential growth. These Ordinances should be developed so that current design regulations regarding the construction of roads and utilities are also current and compatible with the Shiawassee County Road Commission standards. Coordination with the local cities and villages will be necessary in order to interface with annexation and PA 425 agreement areas.

Special Purpose Ordinances and Standards

Control of land use activities need not be confined to the Zoning Ordinance or Subdivision Ordinance. Special purpose ordinances which should be created or, if already in place, continuously monitored by Shiawassee County include the following:

- Wetlands Ordinance
- Woodlands Ordinance
- Private Road Ordinance
- Engineering Design Standards
- Sanitary Sewer Ordinance (Private Treatment Plants)
- Purchase and Transfer of Development Rights Ordinance

Capital Improvements

The Michigan Planning Enabling Act, Public Act 110 of 2006 ("Act") as amended, authorizes the County to develop Master Plans through its Planning Commission. Once a Planning Commission has adopted a Comprehensive Plan, the Act further dictates that the Planning Commission "shall annually prepare a capital improvement program of public structures and improvements." The Act further goes on to describe that a capital improvements program "shall show those public structures and improvements, in the general order of their priority that in the commission's judgment will be needed or desirable and can be undertaken within the ensuing 6-year period. The capital improvements program shall be based upon the requirements of the local unit of government for all types of public structures and improvements. Consequently, each agency or department of the local unit of government 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."

Economic Development

Economic development, industrial growth and an expansion of the County's tax base are stated goals for Shiawassee County. Successful implementation of economic development will be dependent upon a variety of local and county agencies. Their success in attracting new businesses or encouraging existing businesses to expand will be dependent upon State and regional economic trends, marketing and locational factors. The County must explore growth potential from existing local firms, attract new service industry employers, and promote commercial growth near denser populated areas and near major interchanges.

Agricultural Preservation

Shiawassee County has a long tradition of agriculture that continues to this day. The total county acreage is approximately 346,707. Approximately 234,788 acres (68 percent of the area of the county) are in farms as of 2002. The County's agricultural land consists primarily of cropland and pasture land.

Agricultural land accounts for a sizable share of the undeveloped land that defines the County's scenic beauty and rural character.

Residential development in the County's rural areas presents the greatest challenge to the future of the County's agricultural industry. A comparison of land in farms reveals that approximately 2,011 acres of land in Shiawassee County left agricultural use during the period from 1992 to 2002. Rural residential development usually requires much higher levels of public services and infrastructure than farmland and farmsteads, which traditionally have required the least services. Costs of providing those services to rural residential developments are much higher, and not evenly distributed to those who settle in the areas where the services are most expensive. Farmland preservation is an effective method of reducing the impact of rising urban service costs in rural areas.

There are a number of ways to preserve farmland. Techniques include zoning and development rights agreements such as Transfer of Development Rights. It is recognized however that zoning alone will not preserve farmland as residential development pressure rises, more and more land will be rezoned to other zoning districts such as residential, industrial, and commercial districts.

The Land Use Plan promotes the use of zoning approaches in the agricultural preservation area to encourage clustering and conservation design strategies that will minimize the impact of any residential development on agriculture. It will provide for buffers between agricultural and residential areas.

Future Land Use Plan Education

Citizen involvement and support will be necessary as the Plan is implemented. Local officials should constantly strive to develop procedures which make citizens more aware of the planning process and the day to day decision making which affects implementation of the Plan. A continuous program of discussion, education and participation will be extremely important as the County moves towards realization of the goals and objectives.