



VILLAGE OF GRASS LAKE

---

# 2020 MASTER PLAN

---

DRAFT 11/05/2020

# ACKNOWLEDGMENTS

## VILLAGE COUNCIL

Joe DeBoe, President  
David Keener, President Pro-Tem  
Wes Shemwell, Trustee  
Joel Grimm, Trustee  
Gina Lammers, Trustee  
Carolyn Rees, Trustee  
Chandra Crandall, Trustee

## PLANNING COMMISSION

Rich Rabeler, Chair  
Estelle Mead, Secretary  
Susan Starrett, Commissioner  
Steve Moyer, Commissioner  
Joe DeBoe, Council Liaison

## GRASS LAKE DDA

Estelle Mead Secretary/Treasurer  
Britt Keene, Chair  
Tom Alig, Vice Chair  
Annie Lavergne, Director  
Mark Burnett, Director  
Paul Schmitt, Director  
Diane DeBoe, Director  
Joe DeBoe, Director

## VILLAGE STAFF

David Trent, Village Manager  
Doug Lammers, Zoning Admin.

## CONSULTANTS

# SMITHGROUP

Gibbs  
Planning Group

Support for this plan was provided by the Michigan Economic Development Corporation's Redevelopment Ready Communities (RRC) Program.



# TABLE OF CONTENTS

## CHAPTERS

---

<b>CHAPTER 1. INTRODUCTION</b>	<b>1-1</b>
<b>CHAPTER 2. EXISTING CONDITIONS</b>	<b>2-9</b>
<b>CHAPTER 3. MASTER PLAN GOALS</b>	<b>3-17</b>
<b>CHAPTER 4. DOWNTOWN PLAN</b>	<b>4-25</b>
<b>CHAPTER 5. FUTURE LAND USE</b>	<b>5-45</b>
<b>CHAPTER 6. IMPLEMENTATION</b>	<b>6-61</b>

## APPENDIX

<b>COMMUNITY PROFILE</b>	<b>A-77</b>
<b>COMMUNITY SURVEY RESPONSES</b>	<b>B</b>
<b>MARKET SURVEY</b>	<b>C</b>

*Appendices B and C are separate documents.*

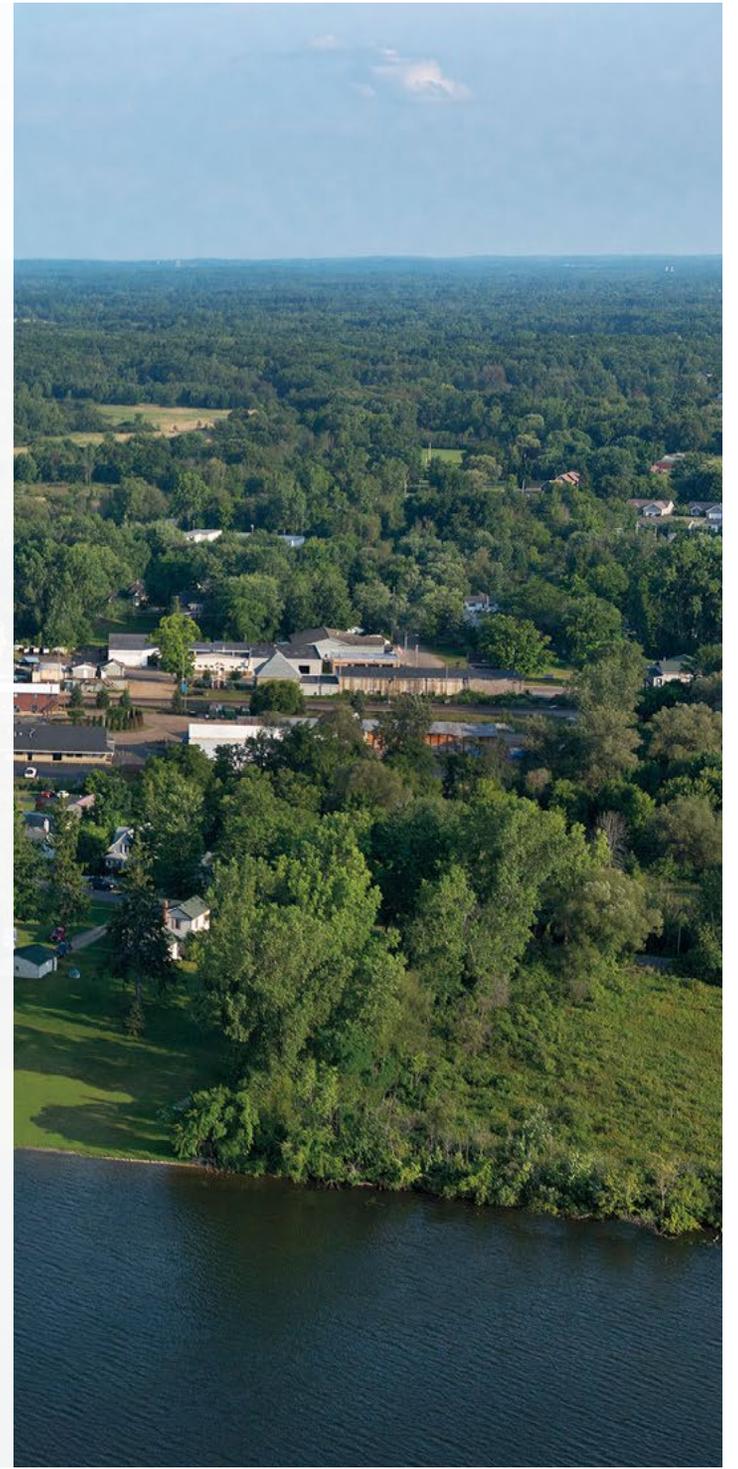
Page intentionally left blank.



**CHAPTER 1**

---

**INTRODUCTION**



# WHAT IS A MASTER PLAN?

A master plan is the official document used to guide the future growth and development of a community. The master plan should serve as a roadmap and foundation for future decision making, as well as the official policy guide for physical development. This master plan is intended to be a usable reference document, easily readable and accessible to all residents.



## MASTER PLAN INTENT?

The intent of the Village of Grass Lake Master Plan is to:

- Unify the community behind a common vision and set of goals and policies.
- Address the desires and needs of the residents, businesses, and property owners to preserve and enhance relevant qualities of the community and natural aesthetics.
- Provide a land use pattern which will result in a sustainable community with a diversified tax base and to support the desired facilities and services with reasonable tax rates.
- Present an urban framework and future land use map that illustrates how the city desires future development, redevelopment, and other land-based changes to occur.
- Ensure that the Village remains a highly desirable community in which to live, work, and visit.
- Provide a legal basis for zoning and other regulations for the type, intensity, and timing of development.
- Address the status and needs of infrastructure, recreational amenities, and public services.

## REDEVELOPMENT READY COMMUNITIES

This master plan update implements the Michigan Economic Development Corporation (MEDC) Redevelopment Ready Communities best practices to create a strong vision for redevelopment in the Village of Grass Lake.

The master plan is intended to take a long-term view of the community, guiding growth and development for the next 20 years and beyond, while providing flexibility to respond to changing conditions, innovations, and new information. Thus, planning is a process that involves the conscious selection of policies relating to land use and development in a community. Through the process of land use planning, it is intended that a community can preserve, promote, protect, and improve the public health, safety, and general welfare. By state law, the master plan must be reviewed every five years.

The Michigan Planning Enabling Act (MPEA), Public Act 33 of 2008, requires that the planning commission approve a master plan as a guide for development and review the plan at least once every five years after adoption. The master plan should serve as a roadmap and foundation for future decision making, as well as the official policy guide for community development.

## WHAT IS THE DIFFERENCE BETWEEN A MASTER PLAN AND A ZONING ORDINANCE?

The Master Plan is intended to guide land use and zoning decisions. The future land use map should be used in conjunction with the plan goals where reviewing rezoning applications. A Plan is a guide to development, but it is not a legally enforceable document.

<b>TABLE 1.</b>	
<b>MASTER PLAN VS. ZONING ORDINANCE</b>	
<b>Master Plan</b>	<b>Zoning Ordinance</b>
Provides general policies, a guide	Provides specific regulations, the law
Describes what should happen in the future, recommends land use for the next 10 to 20 years	Describes what is and what is not allowed today, based on existing conditions
Adopted under the Municipal Planning Act, Public Act 285 of 1931, as amended	Adopted under the Zoning Enabling Act of 2006, as amended
Includes recommendations that involve other agencies and groups	Deals only with development-related issues under city control
Flexible to respond to changing conditions	Fairly rigid, requires formal amendment to change

# HOW TO USE THE PLAN

## HOW THIS LAND USE PLAN WAS DEVELOPED

This Master Plan for the Village of Grass Lake was prepared with support from MEDC as part of the Redevelopment Ready Communities Technical Assistance Program.

## HOW THIS PLAN IS ORGANIZED

The master plan consists of six chapters. The community profile has been provided as an appendix to the plan document. Chapter 2. Existing Conditions summarizes the most pertinent information from the Community Profile. Chapter 3. Goals and Objectives provides the framework for the future land use recommendations and implementation strategies. Chapter 4. Downtown Plan encompasses an overall strategy for downtown development with specific redevelopment sites and public space and infrastructure improvements. Chapter 5. Future Land Use Chapter provides land use strategy and Future Land Use map. Chapter 6. Implementation include implementation tools, Zoning Plan, and Action Plan.

The master plan is divided into six chapters:

- Ch 1. Introduction
- Ch 2. Existing Conditions
- Ch. 3 Master Plan Goals
- Ch. 4 Downtown Plan
- Ch. 5 Future Land Use
- Ch. 6 Implementation

The Community Profile contained in Appendix A includes additional information on the following:

- Planning in the Village of Grass Lake
- Physical Setting
- Demographic Data
- Existing Land Use
- Community Facilities
- Planned Parks and Recreation Projects
- Transportation and Non-Motorized Facilities

## HOW THIS PLAN IS TO BE IMPLEMENTED

This plan sets forth policy guidelines for future land development within the Village of Grass Lake through the year 2040. The Future Land Use Plan is based upon an analysis of economic and population growth factors and projections over the next twenty-year period and the impact of these factors upon residential, commercial, and industrial land use within the Village.

This Plan establishes a well-defined land development policy, directing growth into areas of the Village which are or may be able to accommodate new development and encourages individuals and government bodies to find innovative approaches to continuing growth in established areas of the Village.

Finally this Land Use Plan is designed to ensure that, together with an ensuing zoning ordinance, growth does not occur in a haphazard fashion and that appropriate land uses are well-placed in the best interests of the community.

For this plan to serve as an effective tool in guiding new development within the Village of Grass Lake, it must be implemented. Primarily this responsibility resides with the Village Planning Commission and Village Council. Following are those steps which should be undertaken to assist in the successful implementation of this Master Plan.

- The Master Plan is primarily a tool created for extensive use by the Village Planning Commission. It is therefore essential that the Commission refers to the Plan's Future Land Use Map to determine appropriate areas for future developments, and perhaps more importantly, study the Community Goals and Strategies and intent of the existing/proposed land use categories before making land use decisions. While the map provides a guide, the detailed recommendations are to be found in the text.
- As previously mentioned, the Master Plan does not possess legal authority to regulate development. For this reason, it is imperative that the Village ensure that adequate regulatory measures which coincide with the Master Plan's goals and strategies exist within the Village Zoning Ordinance.

- Due to the constant change in our social and economic structure and activities, the Plan must be maintained through periodic review and revision in order to be responsive to new growth trends and current community attitudes. It is recommended that the Planning Commission schedule a work-session in the first quarter of each calendar year to review progress in implementing this Plan.
- Citizen participation and understanding of the general planning process and policies of the Plan are also critical to the success of the planning program. A well-organized public participation plan and outreach program is needed to foster and sustain community support for on-going implementation of the plan.

*More detailed information on implementation may be found in Chapter 6.*

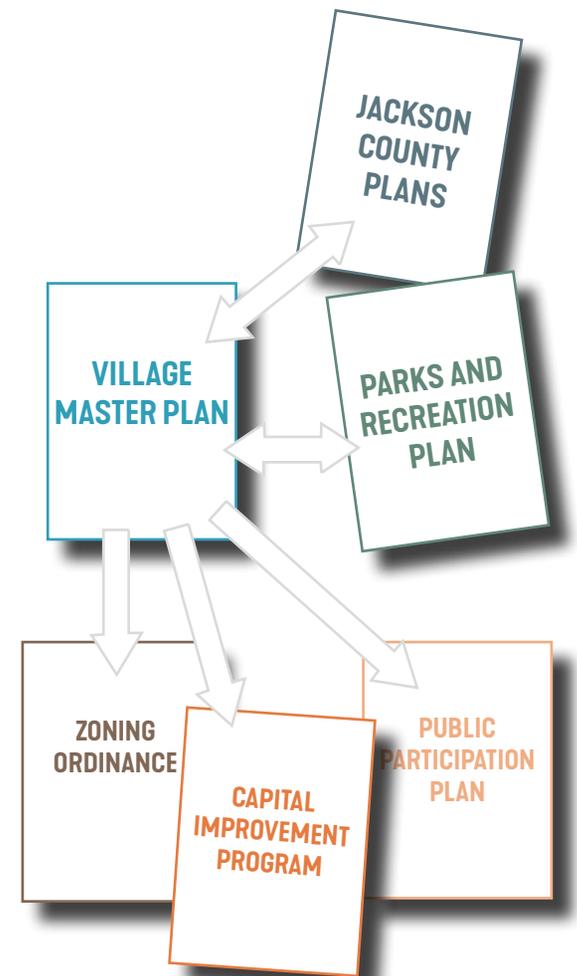


Figure 1: Relationship between the Village Master Plan and other planning and zoning documents

# PREVIOUS PLANNING EFFORTS

Planning is an iterative process; arriving at a land use and policy document by repeating rounds of analysis and engagement. Each planning effort builds on previous plans.

## **1990 MASTER PLAN (UPDATED IN 1996, 1999 & 2003)**

The 1996 Master Plan advocated for goals under topics such as downtown, residential use and institutional use. These goals pushed for things like adequate parking, sidewalks, curbs and streetscapes, the recruitment of new businesses, the promotion of civic events to attract visitors and locals alike, efforts to maintain the historic charm and sense of community, as well as zoning policies that delineate areas for industrial, commercial, and residential uses.

## **2006 MARKET ANALYSIS AND DOWNTOWN BLUEPRINT**

In collaboration with the Cool Cities Initiative, HyettPalma created the 2006 Grass Lake Downtown Blueprint which put forth recommendations based on historical

preservation, redevelopment sites, downtown enhancement, business recruitment, facade improvement, parking, wayfinding, and streetscape improvements.

## **2009 VILLAGE FORM-BASED ZONING**

The purpose of the Grass Lake Village form-based code is to provide specific form regulations to achieve code standards, prevent clustering of auto-oriented uses, maintain building form control, and promote a variety of uses within the downtown. The form-based code applies to the core area of the Village which is divided into the current zoning districts.

## **GRASS LAKE AREA RECREATION PLAN**

The 2015 Grass Lake Area Plan assesses the existing conditions of active lifestyles and provides recreational amenities in the Village of Grass Lake. The plan distinguishes future Parks and Recreation goals and implementation guidelines. These goals outline issues like maintenance of facilities, trail connectivity, future land use, park renovations, and healthy lifestyle programming.

## **DDA DOWNTOWN PLAN**

The first Downtown Development Authority (DDA) Board set out to establish a base plan for future development of the downtown area in the Village. The plan lays out a baseline report of basic needs that needed to be resolved before any plan for the future could proceed. These basic needs included a lack of central waste water treatment system, which was funded and installed in 1994.

# PUBLIC ENGAGEMENT

## KICKOFF PLANNING COMMISSION MEETING

The Master Plan kickoff meeting was held in September 2019 with the Planning Commission. The Planning Commission and the school superintendent were identified as the steering committee for this master plan process. The consultant team met with the steering committee and toured the downtown.

## STAKEHOLDER + PUBLIC INPUT DAY

In October 2019, the village hosted three stakeholder meetings including a partnership committee group, business owners/chamber representatives, and developers/finance/real estate individuals. The consultant team also met with the DDA. An public presentation and open house was held in the evening to engage the community at large.

## COMMUNITY SURVEY

The community survey was conducted from the beginning of September to November 1, 2019. The survey was distributed online and in-person, with 317 people responding online, and 70 people completing an in-person survey, with a total of 387 responses. The age of the respondents is

shown graphically in Figure 2, displaying that about 50% of respondents are between the ages of 35-54.

Looking at where most of the respondents live geographically, 29% of respondents live in the Village of Grass Lake, and 62% live in the Township, however those who live in the Township also hold strong ties to the Village. Out of the respondents who live in the Village of Grass Lake, approximately 74% of respondents are satisfied or very satisfied with the quality of life in Grass Lake. Additionally, out of the respondents living in both the Village and the Township, 85% of respondents visit downtown Grass Lake daily or weekly, which is shown graphically in Figure 3.

Due to the COVID-19, additional master plan engagement was limited to virtual platforms. Another online survey was made available during the plan review period in fall 2020 but only a few responses were received.

*More detailed information regarding public feedback may be found in Chapter 2. Existing Conditions and Appendix B. Community Survey responses.*

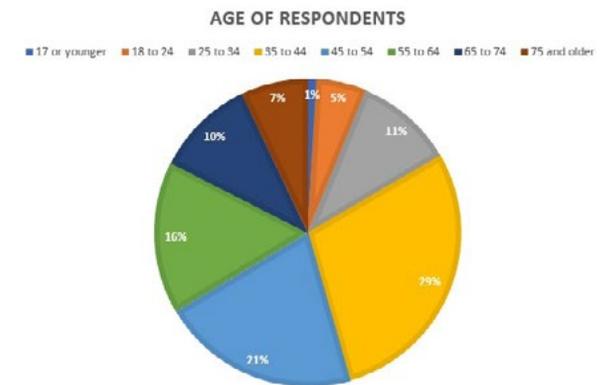


Figure 2. Age of respondents

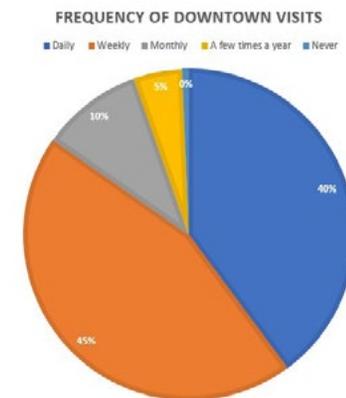
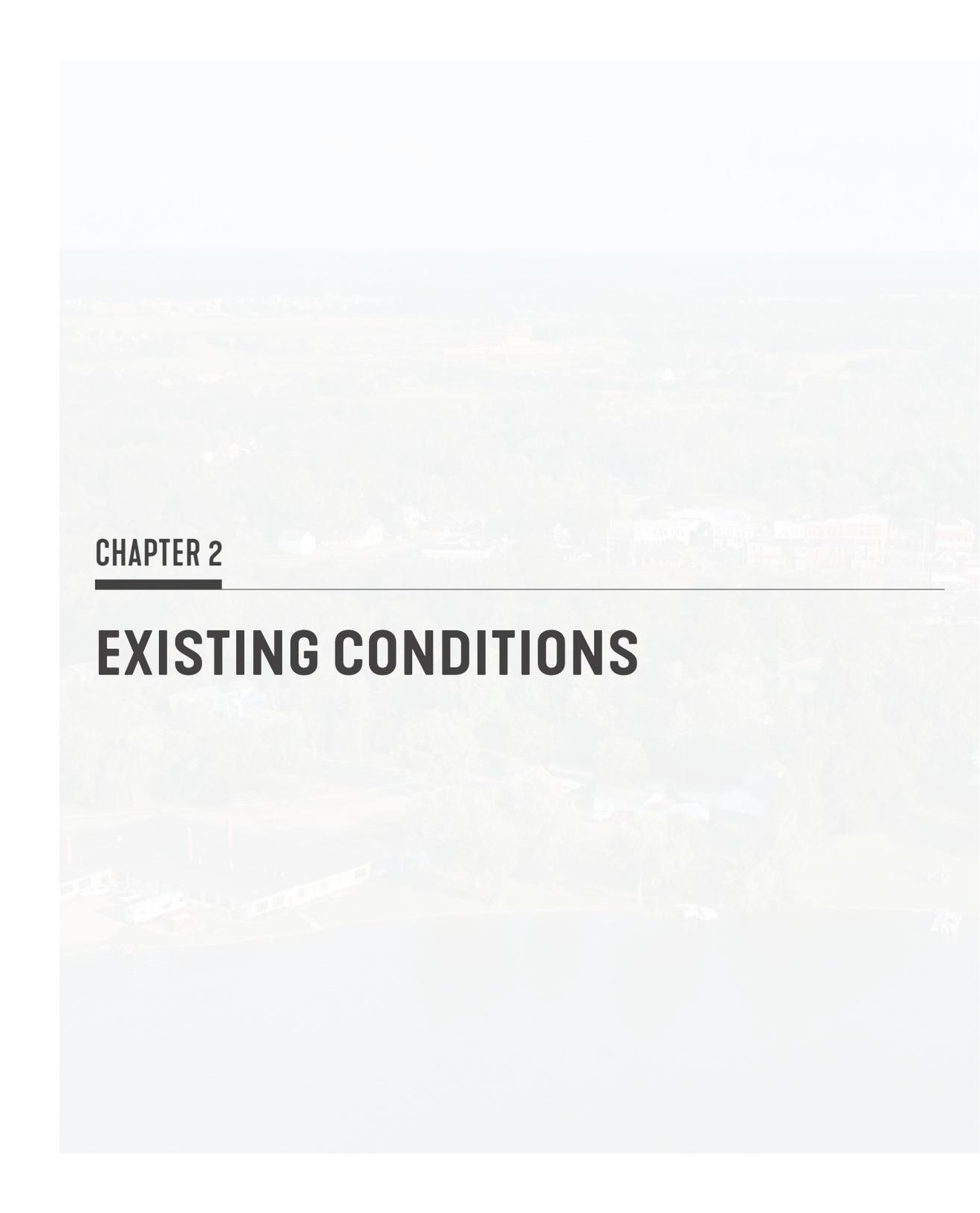


Figure 3. Frequency of Downtown Visits

Source: Survey Gizmo report data

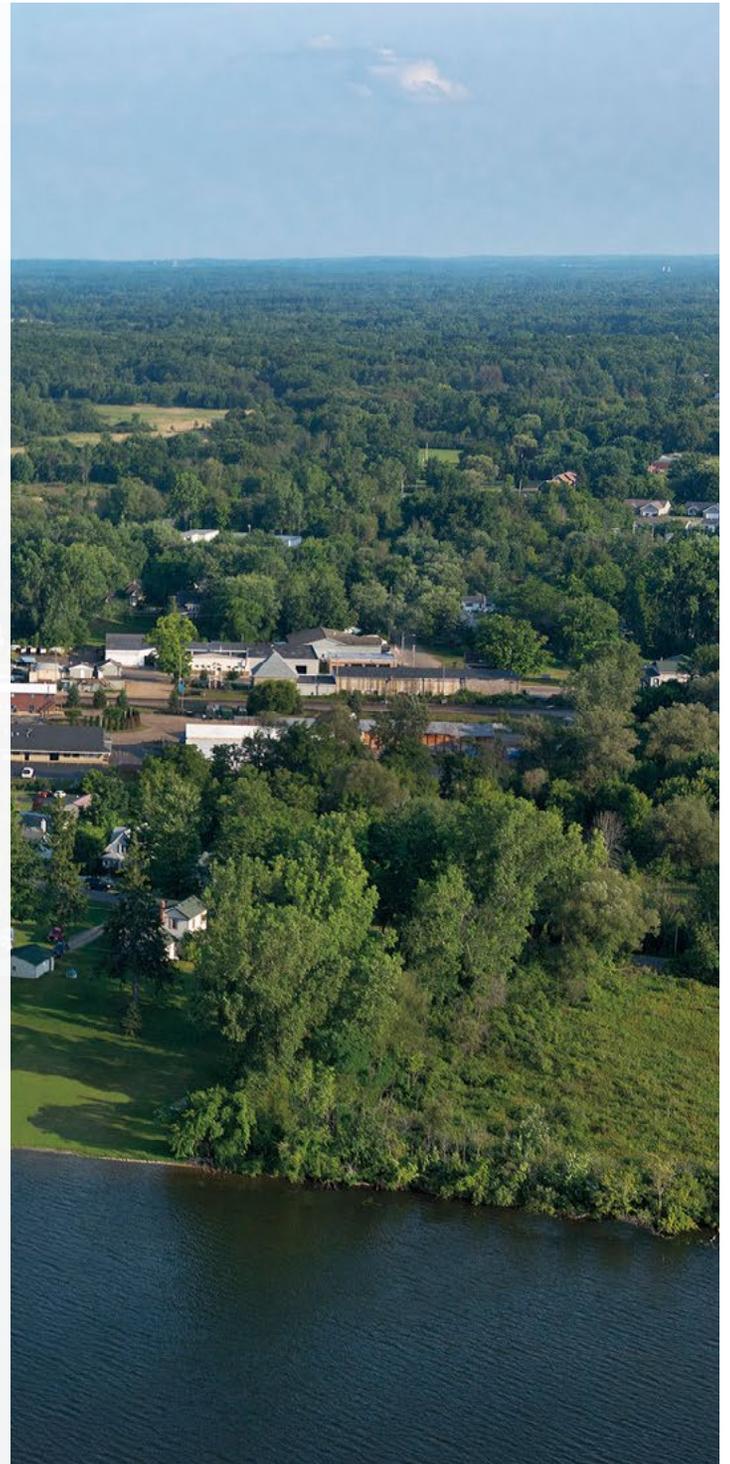
Page intentionally left blank.



CHAPTER 2

---

**EXISTING CONDITIONS**



# COMMUNITY ASSETS



What do you like best about living in Grass Lake?



Downtown Grass Lake Farmers' Market

Local planning is a balancing act of preserving the existing character of a place while planning for the future growth and investment. It is important to protect the social and physical aspects of the community that give the village its identity. This chapter focuses on the existing assets that contribute to quality of life in the Village as well as the opportunities and challenges that need to be addressed to realize the community's vision for success.

## WHY GRASS LAKE?

When asked what do you like best about living in Grass Lake, people responded:

- Small town feel and sense of community
- Close to Ann Arbor, Chelsea, and Jackson
- Great community events
- Historic charm of downtown
- Excellent public school system
- Rural atmosphere and open spaces
- Part of the 5 Healthy Towns Initiative

## COMMUNITY FEEDBACK

The following is a summary of assets identified by the community and organized by topic.

### NEIGHBORHOODS AND HOUSING

- Located on the eastern edge of Jackson County, just 2.6 miles south of the I-94 corridor. The village offers a short commute to Ann Arbor and Jackson.
- Residents characterize neighborhoods as safe and walkable.
- Low-taxes and the proximity to surrounding towns/cities make Grass Lake a conveniently located place to commute from, raise a family, or retire.
- Grass Lake's housing stock is primarily single family detached (78.2%). Most of the residential units were built before 1939.

### DOWNTOWN

- Existing building facades are historic and rich with small-town character
- The Village hosts a number of annual festivals and seasonal events including the farmers' market, music in the park, football Friday

nights, 4th of July parade, Chili Cook-Off, Traffic Jam'in, Heritage Days, the Annual Wild Ones Regatta, Senior Center events, and more.

- Community gathering spaces such as the Whistlestop Depot and event pavilion.
- Existing retail and service establishments like the Copper Nail, Pharmacy, Roaming Goat, and local business owners care deeply about the community.
- Existing gathering spaces and heritage/ cultural amenities including the library, Lost Railroad Museum, the Whistlestop, Military Museum, and the Coe House.

### CORRIDORS

- Historic architecture along Michigan Avenue in the downtown and residential areas leading into the downtown.
- Streetscape along the Michigan Avenue corridor entryway contributes strongly to character.

### OPEN SPACE AND RURAL CHARACTER

- Beautiful lakes and gorgeous country roads with all the varied farms and wet lands.

- Ample access to wonderful locally grown produce and farm products.
- County park and recreational Lake access and nearby amenities such as hiking, camping, and mountain biking facilities.
- Clean air, clean water, quiet environment, country living, and relaxed ambiance.

### CONNECTIVITY AND TRANSPORTATION

- Walkability
- Proximity to the highway for commuters
- Low crime rates and safe neighborhoods for children and adults alike

### ECONOMIC DEVELOPMENT

- Friendly, locally-owned businesses
- Businesses supporting local community events and schools
- The lake makes Grass Lake a destination for recreation, creating an opportunity for travelers who want to stay in the area



County Park Open Space



The Copper Nail



Farmers' Market produce

# OPPORTUNITIES AND CHALLENGES

## WHAT NEEDS TO BE IMPROVED?

When asked what would you change to make the Village of Grass Lake better, people responded:

- Revitalize the downtown, specifically better utilization of ground floor commercial space
- More restaurants and retail shops
- Improve pedestrian crossings at railroad
- Limit new development. Development that does occur should fit the existing character and scale of the village
- Community wellness or recreation center
- Consistent code enforcement
- Better communication from the village
- Adequate parking needs to be identified to accommodate large scale rehabilitation or new mixed use development in the downtown

## COMMUNITY FEEDBACK

The following is a summary of opportunities and challenges identified by the community and organized by topic.

### NEIGHBORHOODS AND HOUSING

- Keep taxes low and housing affordable
- Increase housing options
- Limit subdivision development

### DOWNTOWN

- Rehabilitation of existing historic buildings. Consistent design guidelines for facade improvement program.
- Continue to promote small town business
- Activate vacant and underutilized store fronts
- Move industrial uses out of downtown
- Better parking downtown

### CORRIDORS

- Preserve the character of Michigan Avenue
- Limit chain retail and restaurant development, particularly auto-oriented uses.

## OPEN SPACE AND RURAL CHARACTER

- Improve connections to open space
- Maintain parks for health and safety
- Existing wetlands limit development potential in vacant areas

## CONNECTIVITY AND TRANSPORTATION

- Improve railroad crossings and connectivity between neighborhoods and downtown
- Improve handicap access

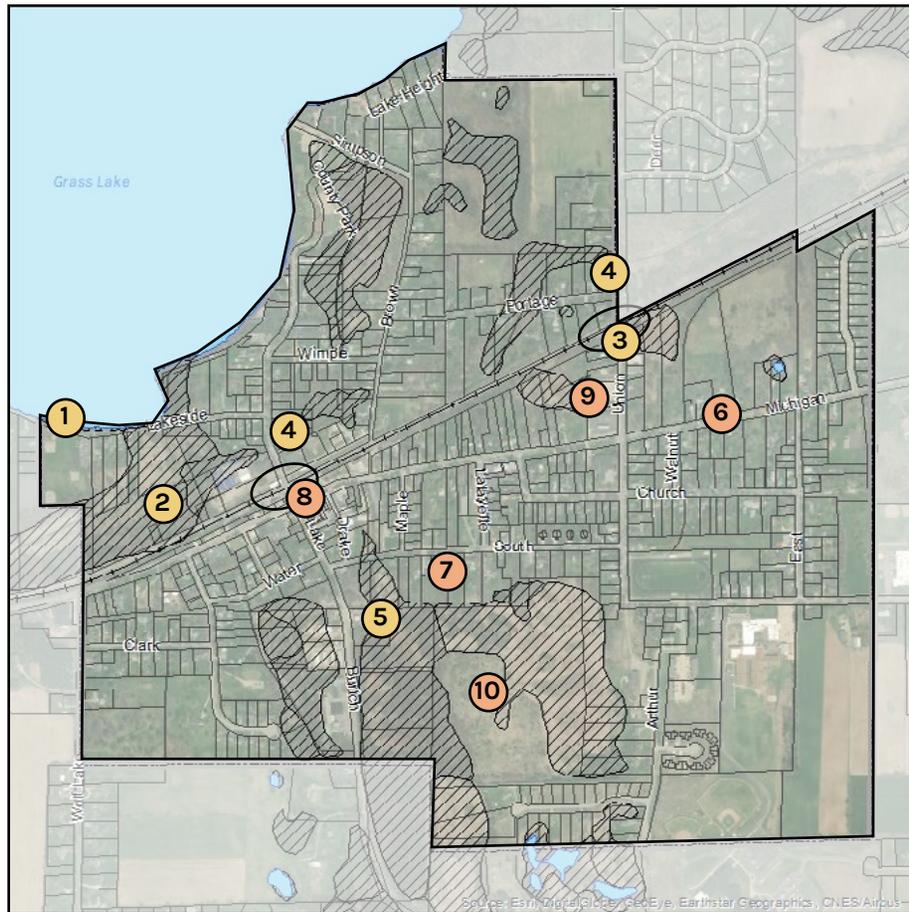
## ECONOMIC DEVELOPMENT

- Allow for Airbnb for travelers who want to stay in the area and enjoy cultural and recreational amenities
- Need additional support for local businesses to thrive in a challenging market

## LOCAL GOVERNMENT

- New village offices
- Consistent code enforcement
- Enforce park rules
- Better communication from the village, including an improved website and managing accuracy of social media

# OPPORTUNITIES AND CHALLENGES



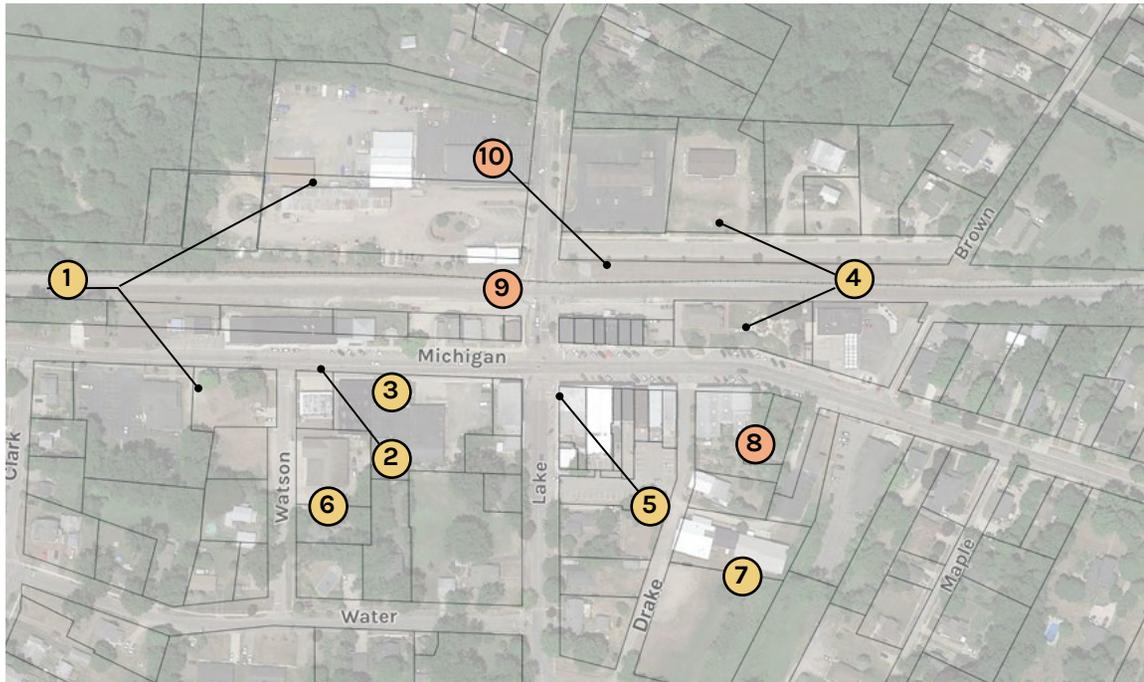
## OPPORTUNITIES

- 1 **Recreation.** Lakefront access opportunity
- 2 **Connectivity.** Rail to trail non-motorized path and Jackson City + County Non-Motorized Plan connecting the Township and surrounding areas
- 3 **Union Street Gateway.** The Henry Ford hospital development will draw in workers who are looking for a place to live/rent nearby. Using Union St as a connector street to the hospital facility is a great way to continue Grass Lake's scale and character through transitional mixed-use development such as townhomes, local restaurants, and office space
- 4 **Railroad Crossings.** To increase walkability and connectivity of uses north and south of the railway
- 5 **Design Standards.** Enforcing site design standards, particularly access, setbacks, and permitted uses in the front yard in commercial and Industrial districts, in order to preserve the character of surrounding neighborhood

## CHALLENGES

- 6 **Historical Preservation.** Preserving rural/historical character along Michigan Avenue
- 7 **Residential Maintenance.** Enforce rental maintenance in residential neighborhoods with rental inspection program
- 8 **Downtown Design Standards.** Integrate the village's zoning review and the DDA's facade improvement program in the downtown in order to maintain architectural character
- 9 **Large-scale Development.** Competition with box chain stores and supporting local businesses
- 10 **Limited Development Potential.** Existing wetlands limit development in vacant areas

# OPPORTUNITIES AND CHALLENGES



## OPPORTUNITIES

- 1 **Infill Development.** Promote reinvestment through mixed-use development that complements the existing character of downtown
- 2 **Multi-modal Transportation.** Support street connectivity, particularly on East Michigan Avenue, encouraging a walkable village with an emphasis on multi-modal safety
- 3 **Redevelopment Opportunities.** Establish a future vision for existing industrial site in the downtown that re-establishes the streetwall and traditional mixed use character
- 4 **Community Partnership.** Village and DDA to continue supporting local events at the Community Events park and Whistlestop Park

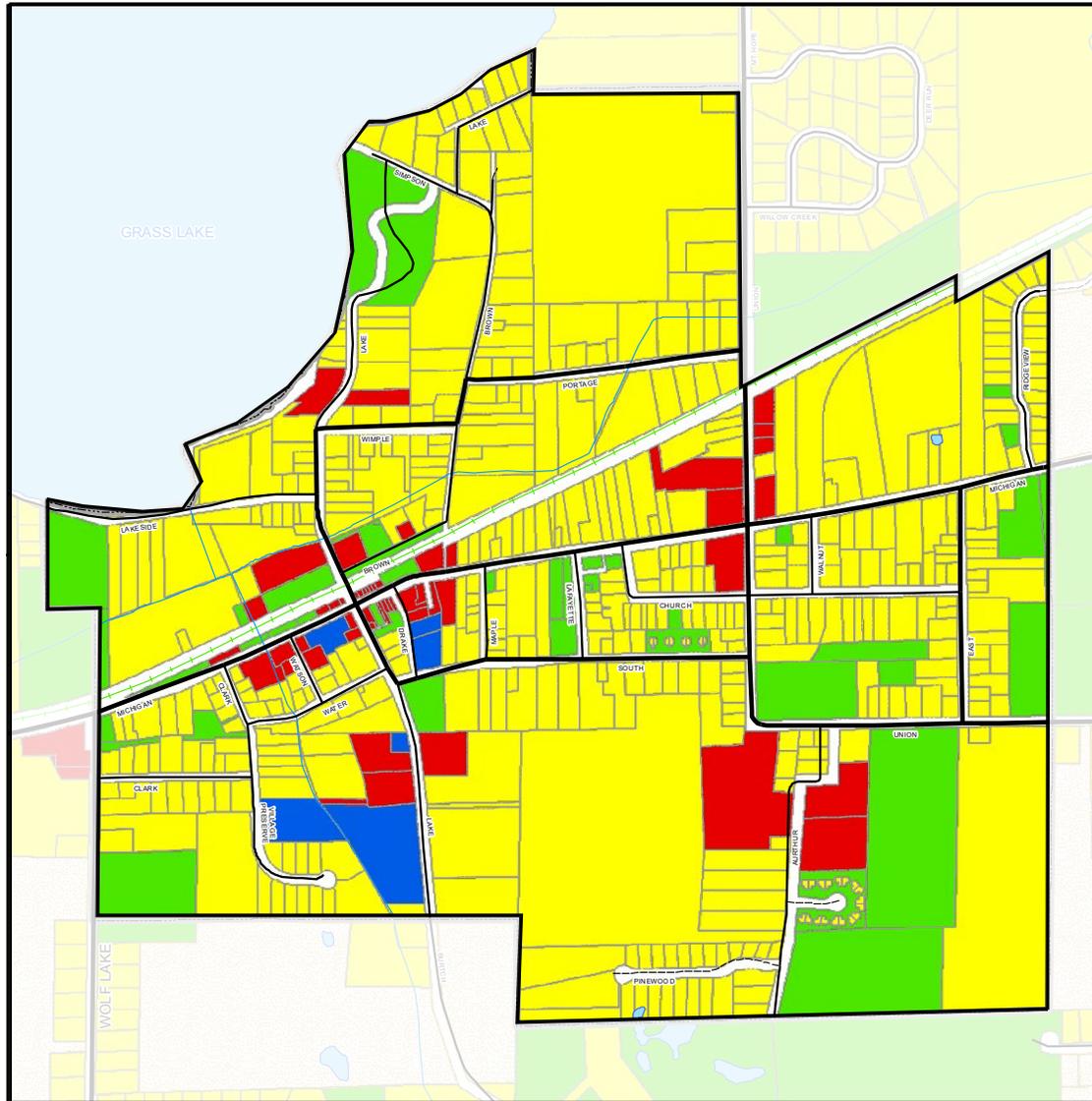
- 5 **Downtown Destinations.** Current demand for another family sit-down diner, gift shop, brew pub, and small boutiques
- 6 **Placemaking.** Opportunities for placemaking including street furniture, banners, planters, public art to complement existing wayfinding signage
- 7 **Highest and Best Use.** Opportunities for infill development that complement the activity and uses within the downtown and provide a connect to a potential future park

## CHALLENGES

- 8 **Underutilized Commercial Space.** Active groundfloor uses are essential to a vibrant and economically sustainable downtown
- 9 **Downtown Character.** Preserving the unique architectural character and promoting quality building rehabilitation of the downtown through a combination of regulations, policies, and incentives
- 10 **Parking.** Providing the parking infrastructure to support the new uses, explore purchase of right-of-way along Brown St

Source: Region 2 Planning Commission

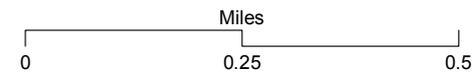
# EXISTING LAND USE



## VILLAGE OF GRASS LAKE Property Assessment (Existing Land Use)

### LEGEND

-  AGRICULTURAL
-  RESIDENTIAL
-  COMMERCIAL
-  INDUSTRIAL
-  PUBLIC/QUASI-PUBLIC



This map was generated by Region 2 Planning Commission based on assessing data and aerial imagery.

# EXISTING LAND USE

## AGRICULTURAL

There is no agricultural land in the village. No future agricultural uses are planned.

## RESIDENTIAL

The majority of residential land in the Village is devoted to single-family residential. Single family uses are found along most of the local and major streets. Within the residential land use category there are some two-family homes scattered throughout the neighborhoods. There are currently four multiple family units in the Village: at the corner of E Michigan Ave and Union St (Schoolhouse Square Apartments), on Arthur Drive south of Union Street and west of George Long Elementary School, and on Mt. Hope Road at the northern Village limits.

The Andover Manufactured Home Community is located directly outside the Village limits in the Township, north of East Michigan Avenue and west of Norvell Road.

## COMMERCIAL

There is a strong concentration of commercial uses in the Downtown central business district, along Michigan Avenue from Clark to Maple Streets. The downtown is comprised of a number of traditional 2-story commercial buildings with mixed-use potential. Other than this, only a few scattered commercial locations exist in the Village, including: Burtch Road south of South St.; Lake Street north of Wimple St., Lafayette St. south of South St.; and the northwest corner of Michigan and Mt. Hope Road.

## INDUSTRIAL

In general, light industrial uses are concentrated south of the central business district. Other industrial uses are located south of South Street on Burtch Road (storage facility and junkyard).

## PUBLIC/QUASI-PUBLIC

Public and semi-public land uses are scattered throughout the Village, including two neighboring churches on East Michigan Avenue at Lafayette Street and several school properties in the east-southeast section of the Village. Parks and recreation land uses include the Grass Lake County Park on the east side of the Lake, as well as the Grass Lake Community Events Park just north of the downtown on Brown Street.

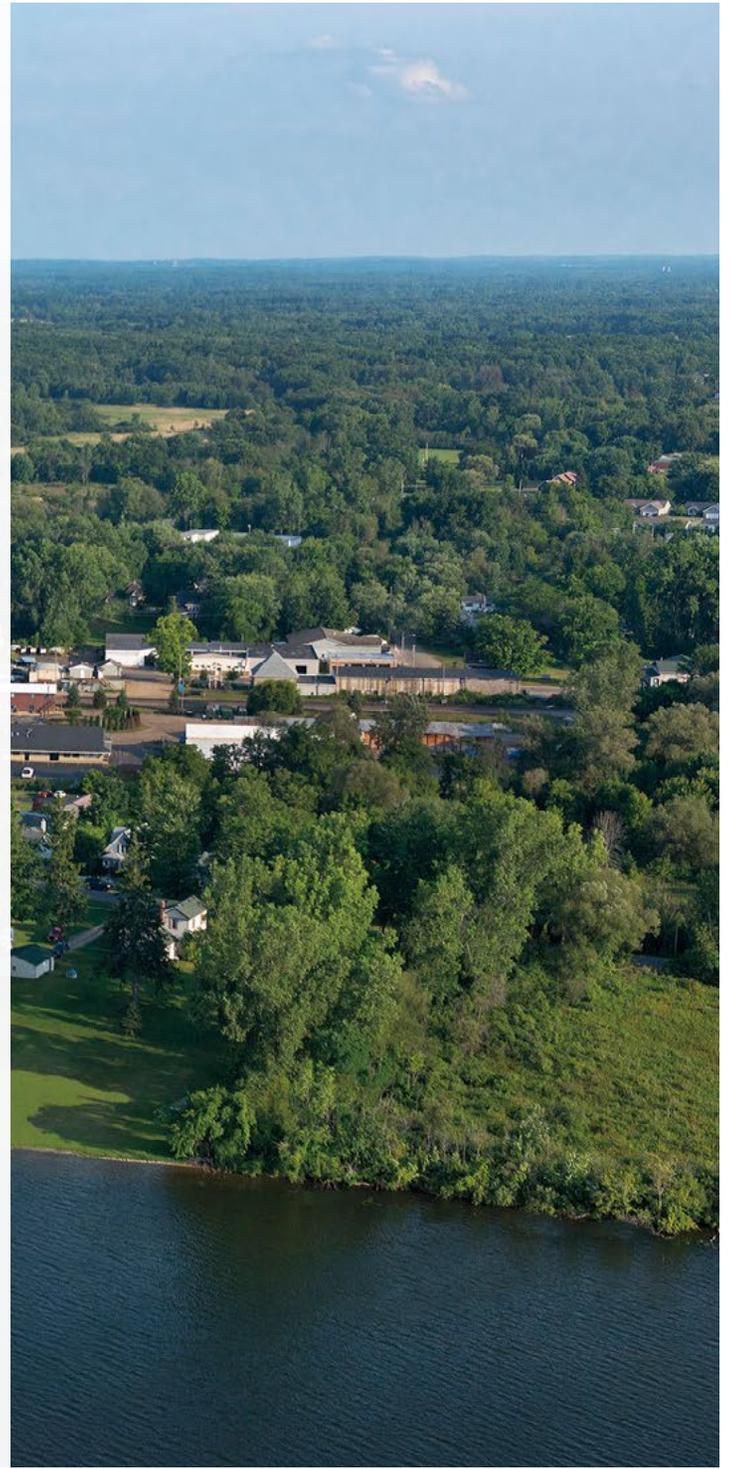
This area also includes Village of Grass Lake municipally owned properties (Department of Public Works facility near Clark and Lake Streets, the Village Hall and Maintenance Barn west of North Lake Street), Grass Lake Township properties (Township Hall on Lakeside Drive), as well as a privately-owned facility (Frontier Internet service facility) on the corner of South Lake Street and South Street.



**CHAPTER 3**

---

**MASTER PLAN GOALS**



# GOALS & POLICIES

## WHAT'S THE SIGNIFICANCE OF THE MASTER PLAN GOALS?

The master plan goals are an extremely integral part of the master plan process. They structure a vision for the future of Grass Lake and provide a framework for the implementable policies and action plans that will enable the village achieve this vision.

## GOAL 1. PROVIDE A GREAT QUALITY OF LIFE AND QUALITY OF PLACE

Village of Grass Lake residents and business owners deeply value "community pride" as a core value and way of life in the village. This value extends into volunteer efforts, various event programming, vibrant placemaking, and support of healthy lifestyles. It's also about being a good neighbor and making a positive lasting impression on visitors.

### OBJECTIVE 1.1. GROW THE VILLAGE OF GRASS LAKE'S IDENTITY AS "A GREAT PLACE TO CALL HOME"

- Coordinate branding efforts between the Village, DDA, and other events in the community.
- Invest in building and managing the village website and other social media platforms to provide accurate and timely information.

### OBJECTIVE 1.2. BUILD SENSE OF COMMUNITY

- Support and promote the arts & culture through events, public art installations, self-guiding tour resources, and marketing efforts.

- Coordinate planning and marketing for new and existing events to better utilize shared resources and knowledge.
- Engage local residents and businesses in public investment, including planning and sponsorship.
- Develop a public mural grant program including specific information on funding, location, artist selection, design, approval, contracts, and "installation" process.

### OBJECTIVE 1.3. CHAMPION HEALTH AND WELLNESS

- Continue active engagement in the 5 Healthy Towns program and broaden the mission and impacts of the Glass Lake Community Wellness Initiative (GLCWI).
- Enhance existing open space with interesting amenities such as public art, native plant/pollinator gardens, and outdoor musical play equipment to create a destinations along a walking or biking loop.
- Provide programming for all ages. Start with events and build up to more dedicated spaces for youth, teens, and older adults.

#### **OBJECTIVE 1.4. PRESERVE COMMUNITY CHARACTER THROUGH FORM BASED REGULATIONS**

- Continue to enforce the current zoning regulations and limit the use of variances.
- Hold predevelopment meetings to talk with potential developers about the master plan vision for the site and the surrounding area.
- Integrate Zoning Administrator into any public incentive programs (village or DDA) to ensure adherence to the Zoning Ordinance.

### **GOAL 2. THE VILLAGES IS KNOWN FOR HEALTH, SAFETY, AND GENERAL WELLBEING OF THE COMMUNITY**

The Master Plan provides a framework for protecting the health, safety, and general wellbeing of the community. Land use, public services, and local leadership.

#### **OBJECTIVE 2.1. INVEST IN PUBLIC SAFETY**

- Provide adequate resources for police, fire, and code enforcement.
- Coordinate with county departments regarding regional issues such as safety, public health, hazard mitigation, economic development, education, and transportation.

#### **OBJECTIVE 2.2. INVEST IN LOCAL INFRASTRUCTURE AND PUBLIC SERVICES**

- Maintain high-quality public water, sewer, and infrastructure. Consider a municipal waste and recycling program. May require regional collaboration.
- Ensure proactive communication to residents about any potential changes in service. Includes temporary and long-term changes.

#### **OBJECTIVE 2.3. SUPPORT LOCAL LEADERSHIP AND CIVIC ENGAGEMENT**

- Allocate resources for regular training for village staff as well as elected and appointed leadership and committee volunteers.
- Coordinate with Grass Lake Community Schools to develop a citizen academy for residents of all ages.

#### **OBJECTIVE 2.4. TRANSLATE LAND USE AND DEVELOPMENT POLICIES INTO REGULATIONS AND ENFORCEMENT**

- Proactively amend the zoning map to align with the long term vision for the community.
- Review current ordinances to ensure any new permit approvals bring existing businesses into greater compliance with site and design standards, as appropriate.

### **GOAL 3. PRESERVE AND PROTECT OPEN SPACE AND NATURAL FEATURES**

Existing natural features and dedicated open space greatly contribute to the community identity and quality of life in the Village of Grass Lake. Achieving this goal will require collaborating with the Grass Lake Area Parks & Recreation facilities to attract locals and tourists to the area.

#### **OBJECTIVE 3.1. PROTECT OPEN SPACE AND NATURAL FEATURES**

- Regularly review and update the Parks and Recreation Master Plan. Track implementation and proactively seek grant opportunities.
- Maintain existing facilities with adequate staff and appropriate use policies and enforcement.
- Expand open space with new parks. Creating a balance between active and passive recreation opportunities.

#### **OBJECTIVE 3.2. PROVIDE NON-MOTORIZED TRAIL CONNECTIONS**

- Partner with Jackson County and the Township in the implementation of the County's non-motorized plan.

- Coordinate with the Township and private property owners to establish a non-motorized connection between the downtown and the Glass Lake Sports & Trails Park.
- Establish a trailhead and small parking lot near downtown.

#### **OBJECTIVE 3.3. PROTECT SENSITIVE ENVIRONMENTAL AREAS**

- Initiate zoning text and zoning map amendments needed to protect wetlands, waterways, and other sensitive features.
- Encourage the use of conservation easements where appropriate to protect open space, while alleviating some of the tax burden. Accommodate public access when possible.
- Collaborate with MSU Extension and the Michigan Natural Feature Inventory (MNFI) to survey natural areas for information on species types and habitat quality.

### **GOAL 4. REVITALIZE DOWNTOWN PRESERVING HISTORIC CHARACTER**

The downtown is the heart of the village. The community supports a mixed-use downtown core that provide unique shopping and dining experiences and attracts new-economy industries while also enhancing the charming historic character of the village. In addition to programming, investment in the built environment is key to the success of downtown. This includes both public and private investments.

#### **OBJECTIVE 4.1. ENCOURAGE ADAPTIVE REUSE OF HISTORIC STRUCTURES**

- Continue to implement RRC Best Practices and leverage technical assistance to improve regulations and procedures.
- Support private investment with layered incentives, coordinated infrastructure upgrades, and
- Continue to fund the DDA facade improvement program.
- Review outdoor dining ordinances to encourage active ground floor uses.

#### **OBJECTIVE 4.2. SUPPORT QUALITY DESIGN AND APPROPRIATE HISTORIC REHABILITATION**

- Collaborate with Michigan Historic Preservation Network (MHPN) and the Michigan State Historic Preservation Office (SHPO) to provide historic preservation training for local residents and property owners.

#### **OBJECTIVE 4.3. PLAN FOR PUBLIC INVESTMENT TO ENCOURAGE PRIVATE INVESTMENT**

- Develop additional wayfinding signage within the downtown.
- Update site furnishings such as benches and trash receptacles.
- Work with railroad and MDOT to improve the pedestrian crossing at Lake Street.
- Expand public open space opportunities in the downtown.

## **GOAL 5. ACCOMMODATE FUTURE GROWTH WHILE MAINTAINING THE TRADITIONAL AND COMPACT CHARACTER**

The community feels strongly about providing opportunities for economic growth without losing the village's traditional scale and small town character. This means promoting continued reinvestment through quality mixed-use infill development that complements the preservation and character of older buildings.

### **OBJECTIVE 5.1. IDENTIFY, VISION, AND MARKET REDEVELOPMENT READY SITES**

- Pursue further study of the current municipal property and adjacent parcels for a new mixed-use project with higher density residential.
- Continue developer conversations regarding the potential for a new mixed-use building to house a village offices within the downtown.

### **OBJECTIVE 5.2. PROVIDE FOR A RANGE OF HOUSING OPTIONS**

- Identify gap funding for new residential development.

- Actively market potential sites for new housing, particularly missing middle housing types such as townhomes, apartments, cottage homes, or attached single family.
- Coordinate with regional and state agencies to increase affordable housing programs.

### **OBJECTIVE 5.3. SUPPORT HOME BUSINESSES AND PROFESSIONAL OFFICES**

- Allow home businesses and professional offices in certain residential districts.

## **GOAL 6. STIMULATE LOCAL ECONOMY**

Grass Lake is committed to supporting small business and attracting new development that is consistent with the community's vision. A critical step will be establishing priority redevelopment sites and marketing them to a mixture of businesses while also maintaining and expanding relationships with current employers, partner agencies, and other local organizations.

### **OBJECTIVE 6.1. CREATE AND BUILD A DOWNTOWN DESTINATION**

- Expand marketing and promotions for the village. Create a "passport" checklist highlighting local destinations to attract visitors.

- Pursue feasibility of a bed and breakfast in the village or other unique lodging opportunities such as vacation home rentals.
- Develop a retail/commercial strategy for the downtown.
- Formalize the village's heritage tourism strategy highlighting local museums.
- Formalize the village's recreation tourism strategy with connection to Grass Lake, Waterloo, Sharonville, Faholo, Greenwood Acres campground, and Holiday campground.

### **OBJECTIVE 6.2. INVEST IN LOCAL LEADERSHIP AND DOWNTOWN MANAGEMENT**

- Plan for network, resources, and continuing education for staff and volunteers (Michigan Downtown Association, Michigan Main Street)
- Plan for benchmarking / peer-to-peer learning opportunities including visits to other communities.
- Prioritize succession planning for boards and commission. Continue to get young people involved in leadership roles

### OBJECTIVE 6.3. TEAM WITH LOCAL PARTNERS

- Coordinate with major employers in the area including Henry Ford Allegiance, Grass Lake Schools, Jiffy Mix, Tenneco, and American Tooling Center

## GOAL 7. PROVIDE A SAFE, CONVENIENT, AND RELIABLE TRANSPORTATION SYSTEM

The Village is committed to providing a safe, convenient, and reliable transportation system that is accessible for all and connects Grass Lake to the larger regional area. This means continuing to support street connectivity, particularly on Michigan Ave, Lake St, and Union St and encouraging a walkable village with an emphasis on multi-modal safety.

### OBJECTIVE 7.1. COMPLETE STREETS

- Address sidewalk gaps, repair/new sidewalk pavement.
- Provide for bicycle parking within the downtown and other community gathering areas
- Pursue safe routes to school grant. Improve and install new 5' sidewalks.

### OBJECTIVE 7.2. DEVELOP A HOLISTIC APPROACH TO DOWNTOWN PARKING

- Construct on-street parking along Brown St
- Prepare a downtown parking study
- Explore local transit options
- Expand on-call senior transit service
- Explore shuttle service for events with parking at high school lot

### OBJECTIVE 7.3. CREATE, EXPAND, AND MAINTAIN AN INTEGRATED SYSTEM OF SIDEWALKS AND PATHWAYS

- Design sidewalks and pathways that connect with existing sidewalks, pathway systems and key destinations, activity centers throughout the village, including the lakefront, schools and parks.
- Discourage sidewalks that dead end or lead to nowhere.
- Incorporate pedestrian and landscaping elements along sidewalks and pathways.
- Pursue "Bicycle Friendly City" designation from the League of American Bicyclists.

### OBJECTIVE 7.4. IMPROVE SAFETY OF STREETS FOR ALL USERS

- Incorporate distinctive and clearly marked crosswalks at road crossings that align with existing sidewalks and pathways.
- Incorporate curb bulb outs and other traffic calming devices to reduce the distances of pedestrian crossings.
- Improve the appearance of key entryways into the community by incorporating unique and distinctive road treatments, structural amenities, landscaping, signage and lighting that compliments the character of the community.

## **GOAL 8. STRENGTHEN PUBLIC AND PRIVATE PARTNERSHIPS**

Community prosperity is the overall economic health of the community. Today, economic development means more than business attraction and retention. Economic development and workforce development go hand in hand. Regional collaboration works to eliminate overlapping responsibilities and competing visions of economic priorities, and address redundancies and gaps in services.

### **GOVERNMENT PARTNERS**

- MEDC
- Region 2 Planning Commission
- Jackson County
- Grass Lake Township

### **INSTITUTIONAL PARTNERS**

- Grass Lake Community Schools
- State colleges and universities

### **WORKFORCE AND ECONOMIC DEVELOPMENT**

- The Enterprise Group of Jackson
- South Central Michigan Works!

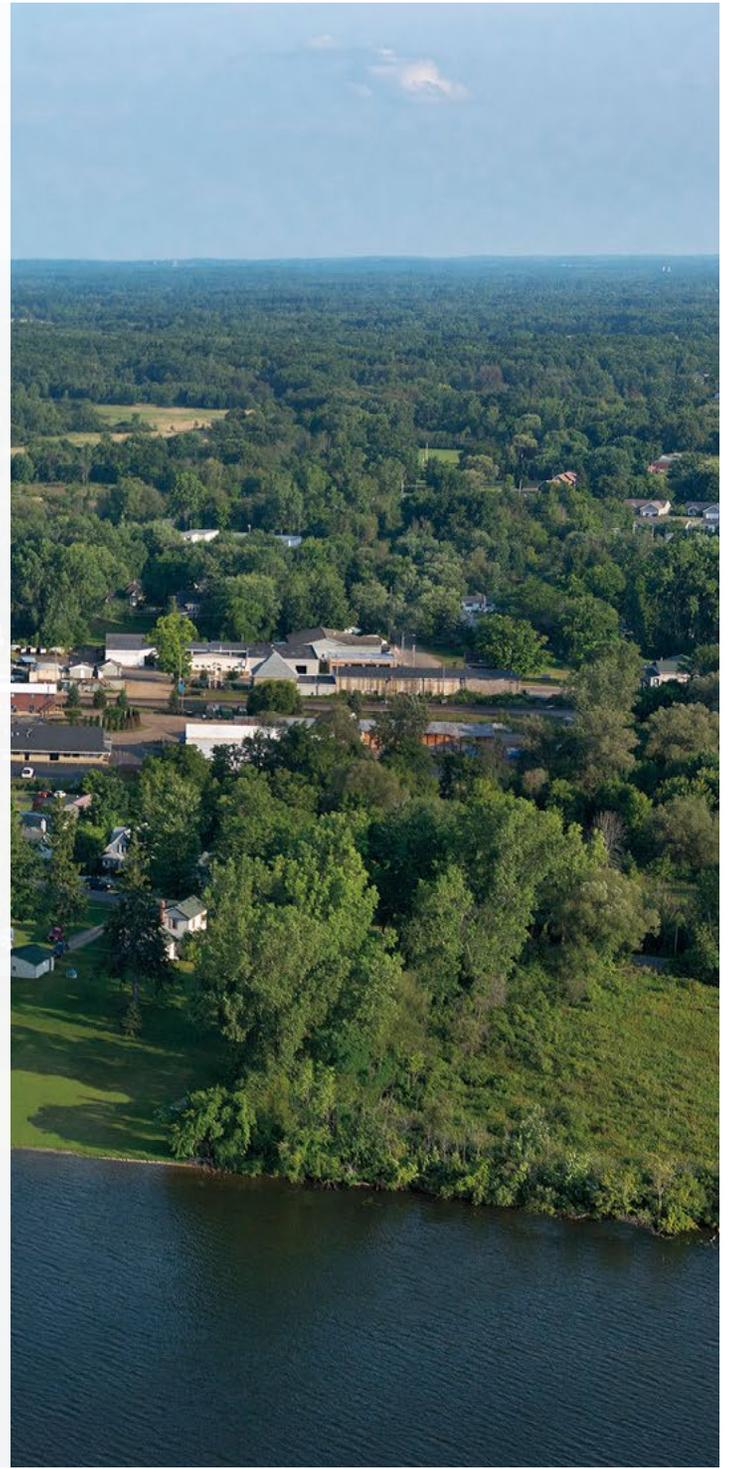
Page intentionally left blank.



CHAPTER 4

---

**DOWNTOWN PLAN**



# DOWNTOWN PLAN

Downtown Grass Lake is envisioned as an attractive, vibrant, pedestrian-friendly place that honors its local history through placemaking, events, and historic preservation, a place that supports and nurtures small business, and a place that provides a retail and restaurant destination welcoming to locals and visitors.

The downtown is often viewed as the focal point of a community; it is an indicator of economic health and serves as a gathering place. Thanks to the efforts of the Downtown Development Authority (DDA) and other devoted village stakeholders, the downtown has seen several improvements over the years from decorative lighting and banners to private investment in the restoration of historic buildings.

The Downtown Plan is illustrated on the following page and further detailed in the pages of this chapter.

These development activities should have the following as a focus:

- **Building:** Preservation and enhancement of the historic character of the downtown's architecture, so that in this central area of the township, the values and heritage of the Grass Lake community are enlivened
- **Public Realm:** Provision of adequate parking, sidewalks and curbs, landscaping, and other public and aesthetic enhancements in the downtown area which will make this district safe, convenient, and attractive to residents and guests
- **Local Economy:** Recruitment of new businesses to the central business district that will add value to the quality of life of Grass Lake Village and Township residents and will attract appropriate out-of-town traffic
- **Events:** Promotion of civic events that will attract visitors to the community





Conceptual Plan for  
**Downtown Grass Lake**  
 Grass Lake, Michigan  
 12 February 2020

Prepared For:  
 The Village of Grass Lake

LAND USE KEY

- HISTORIC ASSETS TO PRESERVE
- INFILL MIXED-USE COMMERCIAL
- INFILL MULTI-FAMILY RESIDENTIAL
- INFILL COTTAGE HOMES
- EXISTING COMMERCIAL
- EXISTING RESIDENTIAL

DEVELOPMENT SUMMARY

56,600 SF	INFILL MIXED-USE COMMERCIAL
56	APARTMENT BEDROOMS
10	COTTAGE LOTS
66	TOTAL HOMES

# DOWNTOWN STRATEGIES



## RECOMMENDATIONS

- HISTORIC REHABILITATION
- INFILL MIXED-USE COMMERCIAL
- INFILL MULTI-FAMILY RESIDENTIAL
- INFILL COTTAGE HOMES
- GREEN SPACE
- PARKING

## SITES

- B, J, O, N, T
- C, F, H, I, W
- E
- L, U
- G, R, S, T, X
- A, D, K, M

**THE 5-MINUTE WALK**, also known as the **pedestrian shed** is considered to be the distance people are willing to walk before opting to drive. Based on the average walking speed a five-minute walk is represented by a radius measuring  $\frac{1}{4}$  of a mile or about 400 meters. The pedestrian shed is usually placed around a downtown or neighborhood node, where social and commercial activity is focused.

# HISTORIC REHABILITATION

## PRIORITIZE HISTORIC PRESERVATION AND BUILDING REHABILITATION

Preserve Grass Lake’s historic character and small-town feel which strongly contributes to the community’s economic, cultural, architectural, and social strength. Recommendations include:

- Grass Lake should align the DDA’s Facade Improvement Program with the village’s current Form Based Code. The program information and application should include a condition that facade designs adhere to the Form Based Code’s design requirements and permitted building materials. The process should include a review by the Zoning Administrator provided for subcommittee design approval. Supplemental materials easily understood by users should be created to provide visual examples, ideally created by an architectural historian.
- It is recommended that the Village list the historically significant buildings in the downtown commercial district on the National Register of Historic Places. This would qualify the district to be eligible for a proven tool used as an incentive to restore historic properties, the federal historic preservation tax credit

(20% rehabilitation tax credit). The sites identified as historic assets in the plan are flagged as possible contributing structures to a future historic district.

- A substantial rehabilitation project in downtown Grass Lake would attract other activity and investment downtown while providing opportunity for public-private partnerships. \*Owners of private property listed in the National Register have no obligation to open their properties to the public, to restore them, or even maintain them, if they so choose. Owners have free rein provided that no federal license, permit or funding is involved. If the owner chooses to pursue the federal historic tax credit program, the work must comply with the Secretary of the Interior’s Standards for Rehabilitation to maintain historic character.



Historically accurate facade improvements



Improved ground floor transparency

# HISTORIC REHABILITATION



# INFILL OPPORTUNITY

## ENCOURAGE HIGH-QUALITY, APPROPRIATELY SCALED INFILL DEVELOPMENT

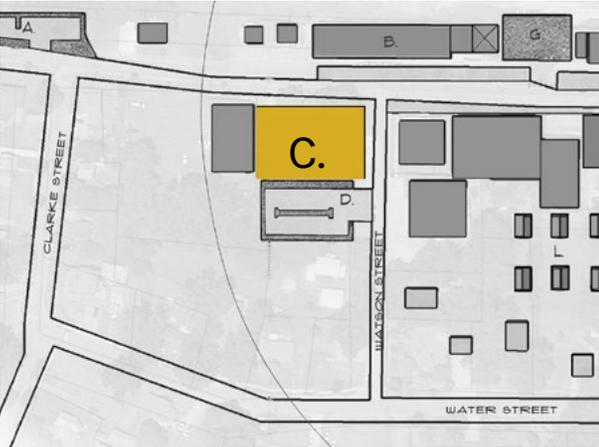
Stimulate the economy by increasing options for dining and shopping downtown and with compatible infill and growth that is consistent with Grass Lake's traditional form.

- It is recommended that Grass Lake prioritize its historic commercial assets for reactivation as well as the sites identified in the plan for infill mixed-use commercial to fulfill the estimated amount of supportable retail.
- To spur economic activity and vibrancy downtown, it is recommended that Grass Lake increase the residential population in the downtown area through redeveloping the underutilized lot behind the current Village offices into multi-family residential, encouraging loft conversion for upper floors of existing buildings and exploring the feasibility of developing underutilized lots with cottage homes.
- The Village Hall and other municipal services should have a higher profile Downtown and ideally would be located in infill development to occur on Michigan Avenue



# INFILL OPPORTUNITY

## MIXED-USE COMMERCIAL



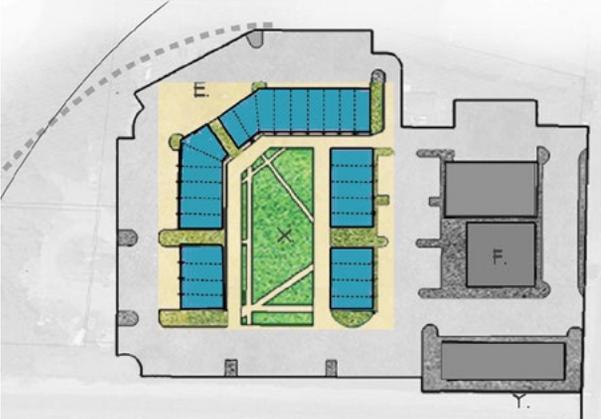
# INFILL OPPORTUNITY

## MIXED-USE COMMERCIAL



# INFILL OPPORTUNITY

## MULTI-FAMILY RESIDENTIAL



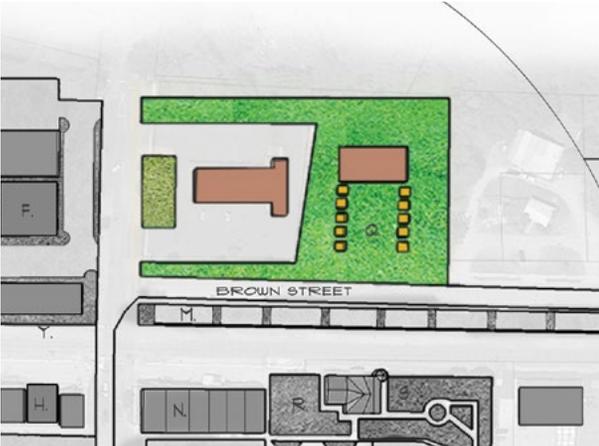
# INFILL OPPORTUNITY

## COTTAGE HOMES



# RETAIL STRATEGY

## POP-UP SHEDS



# PUBLIC REALM

Capitalize on existing public open space and create additional open space for parks, outdoor dining, parklets and flexible event spaces.

- It is recommended that the Village prioritize expanding Whistlestop Park to the west of the Depot and add green space along Michigan Avenue to the east of the Public Library.
- Additionally, it is recommended that pop-up retail sheds be added to the Community Events Park.
- Furthermore, the Village should support outdoor dining opportunities along Michigan Avenue.

To improve the pedestrian and bicyclist experience downtown, it is recommended that the Village:

- Maintain existing crosswalks
- Maintain sidewalks and ensure continuity of sidewalks to encourage safe pedestrian movement between Downtown, the Village and the lake
- Install street lighting in the west section of downtown
- Add mid-block painted crosswalks where necessary
- Add pedestrian crossing signals at Michigan Avenue and Lake Street
- New landscape treatments and street trees wherever possible
- Update sight furnishings such as benches and trash receptacles with models that are compatible with the historic architecture and the village environment

Grass Lake's existing wayfinding and branding should be maintained, and expanded wayfinding should:

- Welcome and direct motorists to the Village and Downtown
- Direct motorists to Downtown's key anchors, attractions and parking
- Connections to attractions outside of Downtown, such as the lake, schools
- Provide pedestrian directory to Downtown with map
- Identify public parks and municipal offices and services

# GREEN SPACE

## PARK EXPANSION



# GREEN SPACE

## OUTDOOR DINING OPPORTUNITY



# STREETScape IMPROVEMENTS: MICHIGAN AVENUE AND LAKE STREET



# STREETScape IMPROVEMENT PRIORITIES

The following streetscape improvements are recommended for downtown Grass Lake to improve the pedestrian experience. The recommended improvements, fixtures and street furniture were chosen to visually unify the downtown, add unique interest and compliment the authentic character of Grass Lake.

## BENCHES

Kingsley Bate Hyde Park Bench 6'



## TRASH RECEPTACLES

Victor Stanley Steelsites A-36

## TREES

Street trees increase retail sales and price flexibility by 12-20 percent. Wherever space and conditions allow, it is recommended that trees be planted. Street tree species should be oak and maple.

## WAYFINDING SIGNAGE

Downtown Grass Lake should maintain and expand its existing wayfinding signage for both pedestrian and vehicular traffic. Pedestrian wayfinding signage should include maps identifying the location of public facilities, local attractions and connections to other areas of the Village and Township.

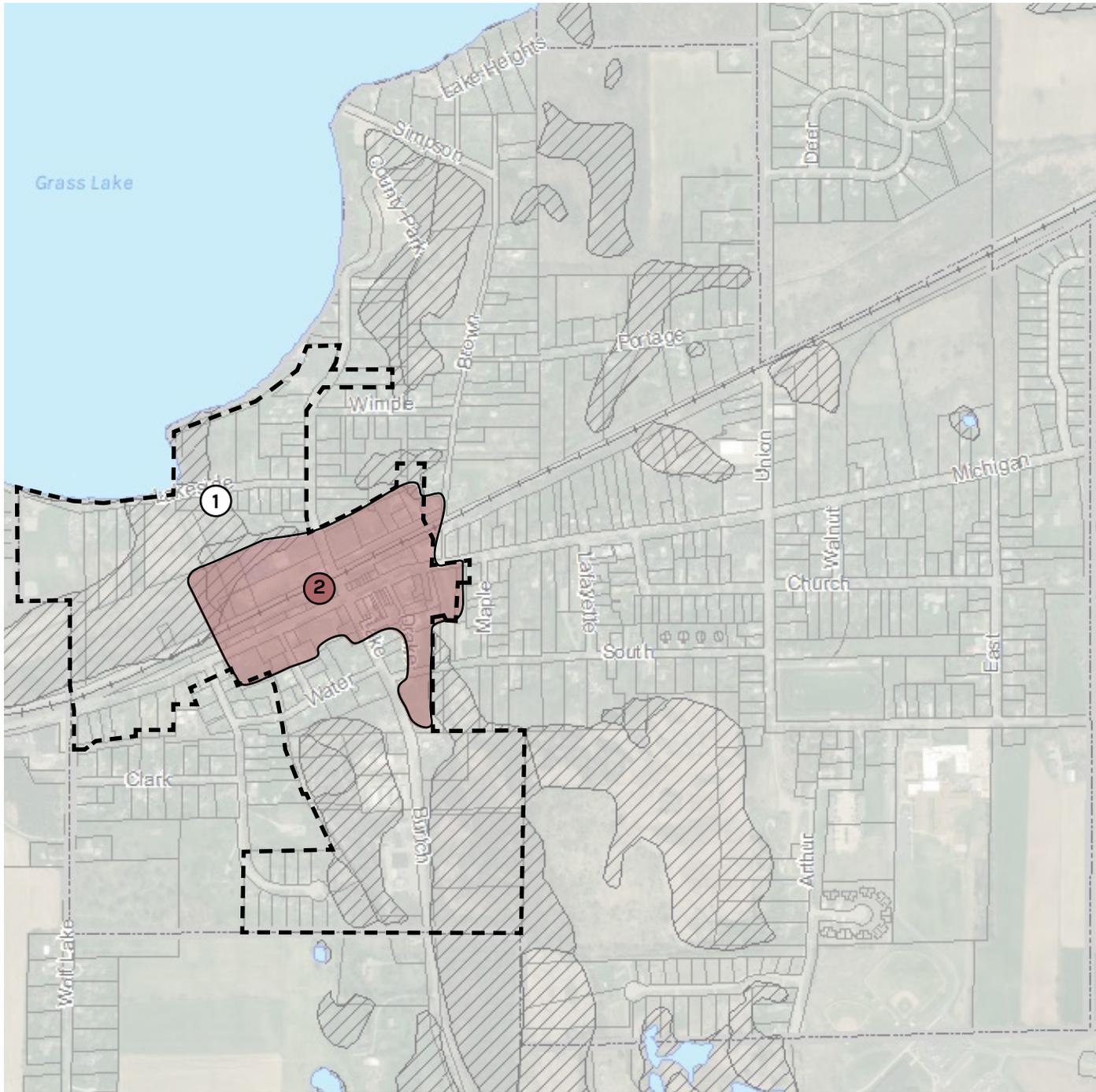


# CAPITAL PLANNING

Notes: These costs are provided for preliminary budgeting purposes only, and actual costs will vary based on a number of factors. Summary costs have been rounded to reflect the level of accuracy that can be expected at the conceptual design phase. Costs are provided for general budgeting purposes only. Actual costs will vary based on the specific results of preliminary and final design and engineering studies,

costs shown do not include fees for design and engineering. Actual quantities and costs will vary based on specific site conditions and final material selections. Costs do not account for work that may be necessary related to adjacent private properties to accommodate the proposed streetscape improvements.

Project	Area	Cost
Streetscape Improvements	3,310 linear feet	\$100 per linear foot= \$331,000
Wayfinding Signage		\$45,000
Pedestrian Crossing Signal		\$10,000-\$15,000 per signal
Parks/Green Space Expansions	Approx. 5,000 square feet	\$12 per sq. ft. = \$60,000



# DOWNTOWN

## VILLAGE OF GRASS LAKE

### LEGEND

- ① DDA / TIF Boundary
- ② Downtown / Commercial Area

Page is intentionally left blank.

**CHAPTER 5**

---

**FUTURE LAND USE**



# FUTURE LAND USE

The Future Land Use Plan and Map depicts the preferred, generalized composition of future land uses for the Village of Grass Lake. The Future Land Use Plan is the general framework upon which land use and policy decisions for the Village will be guided for the next 25 years. The Future Land Use Plan was developed after careful consideration of the existing context, the community vision and the master plan goals and several dynamic factors, including: redevelopment plans, community services and future growth.

The Future Land Use map is the generalized long-term vision. Zoning is the key mechanism for achieving the desired land use pattern and quality of development advocated in the plan. The Zoning Plan shows the relationship between the future land use categories and the regulatory zoning districts. The Village has developed another layer of "Character Districts" to inform Zoning standards, specifically the use of form based code to regulate mixed-use and non-residential areas.

## RESIDENTIAL DEVELOPMENT

Residential use will continue to be the dominant land use in the Village of Grass Lake. In the interest of maintaining the historic charm and sense of cohesive community in Grass Lake, the pattern of single-family neighborhoods should be maintained and encouraged. Any residential renovation or development should include elements that foster a sense of neighborhood, provide connectivity to activity nodes and community amenities, and protect natural features and environmentally sensitive areas.

The residential land use categories also include land devoted to governmental, institutional or similar activities generally deemed to be in the public interest, such as public buildings, schools, places of worship and public recreation areas. Schools and places of worship are expected to continue at their existing locations, but should they cease to exist in the future, adaptive reuse into housing is the preferred land use. If deconstruction is necessary, new infill housing should support the residential character of the neighborhood and provide an opportunity for housing choices. Redevelopment should incorporate open space and connectivity.

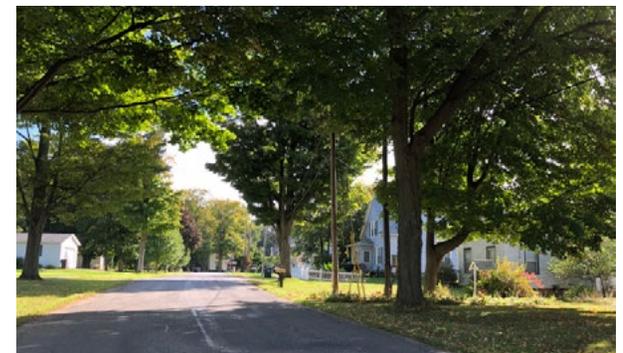
## LOW DENSITY RESIDENTIAL

**Intent.** The goal of the low density residential areas is to provide for larger single-family lots and preserve the rural residential character of the historic homes along Michigan Avenue.

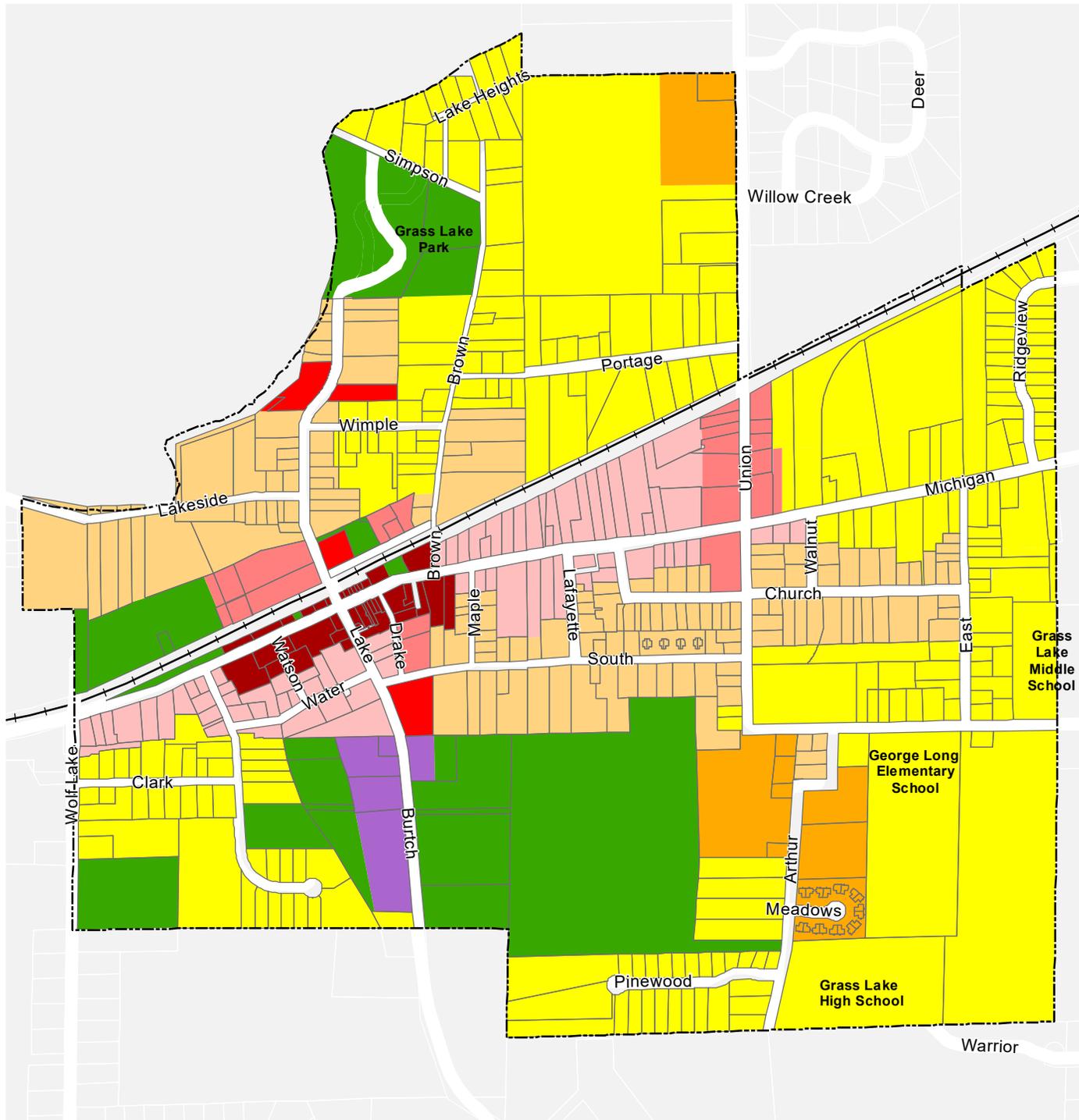
**Description.** Generally located along the perimeter of the Village, north of the railroad near Grass Lake Park, southwest of downtown near the Cemetery, and along the eastern edge of the Village.

**Appropriate Uses.** Appropriate land uses include detached single-family and accessory uses. "Cluster development" is recommended for new single family development. Other com

**Compatible Zoning Districts.** R-1, OS-W



Quiet residential street with mature trees



# FUTURE LAND USE

## VILLAGE OF GRASS LAKE

(Draft)

- Low Density Residential
- Moderate Density Residential
- High Density Residential
- Mixed Use-Residential/Office
- Mixed Use-Residential/Office/Commercial
- Mixed Use-Traditional
- Commercial
- Industrial
- Open Space/Conservation
- Water



0 0.1 0.2 Miles

Source: Village of Grass Lake GIS  
Draft Date: 02/27/2020

**SMITHGROUP**

# FUTURE LAND USE



New single family construction



Potential new multiple family or attached single family

## MEDIUM DENSITY RESIDENTIAL

**Intent.** Medium density residential areas are intended to act as a buffer between low density residential areas and higher intensity land uses. They are characterized by smaller lots and located closer to the heart of village and along the lakefront.

**Description.** Medium density areas are located just off the major thoroughfares, along Lakeside, South, Church, and Brown.

**Appropriate Uses.** Medium density residential areas are intended to accommodate both one- and two-family residential uses.

**Compatible Zoning Districts.** R-2

*For more information see Moderate/High Density Residential, Lake Shore, and Church/Maple Streets.*

## HIGH DENSITY RESIDENTIAL

**Intent.** High density residential areas are intended to provide a variety of housing options for village residents.

**Description.** There are two areas planned for high density residential. There is an area of existing high density residential along Arthur, adjacent to the school sites and another proposed area along the west side of Union Street near the northern village limits.

**Appropriate Uses.** Appropriate uses include multiple family apartments, townhomes, and other attached single-family development.

**Compatible Zoning Districts.** RM-1

*For more information see Moderate/High Density Residential Character District.*

## MIXED USE

The downtown currently serves as the only existing mixed use area within the village. In order to encourage economic growth without jeopardizing the existing character, the village has developed three mixed use categories that provide for a range of uses and intensity, from a generally residential character with some office use to the vibrant downtown core.

### MIXED USE - RESIDENTIAL/OFFICE

**Intent.** The intent of these areas is to retain existing residential areas and the protection of these neighborhoods from conflicting and higher-intensity uses while at the same time allowing compatible home-oriented office uses.

**Description.** Planned for the areas adjacent to the downtown, specifically located along Water St and Michigan Ave.

# FUTURE LAND USE

**Appropriate Uses.** Medium-density residential/ office areas are intended to allow both one- and two-family residential uses in addition to allowing offices as a permitted use.

**Compatible Zoning Districts.** MA, Michigan Avenue and WS, Water Street

*For more information see Michigan Avenues and Water Street Character Districts.*

## MIXED USE - RESIDENTIAL/OFFICE/COMMERCIAL

**Intent.** Mixed Use - residential/office areas will also serve as a buffer between low-density residential and higher-intensity areas.

**Description.** Planned for Union Street between Michigan Avenue and the railroad.

**Appropriate Uses.** Uses include attached residential, live/work units, restaurants, retail.

**Character Districts/Compatible Zoning Districts.** USG, Union Street Gateway

*For more information see Union Street Character District.*

## MIXED USE - TRADITIONAL

**Intent.** Mixed use - traditional is the heart of the community, providing for a mixed of pedestrian oriented uses, active storefronts, and upper story residential units.

**Description.** Planned for the historic downtown core, centered around Michigan Ave and Lake St.

**Appropriate Uses.** Mixed-use traditional areas are intended to allow retail, offices, entertainment, live/work spaces, public spaces, mixed-use buildings and related activities.

**Compatible Zoning Districts.** CBD

*For more information see Downtown Character District.*

## COMMERCIAL DEVELOPMENT

**Intent.** A primary goal is the clustering of retail businesses in an intelligent and innovative manner, such that the limited commercial zones are wisely used and are viable and desirable economic additions to the Village.

**Description.** Clustered along Lake St, north and south of the downtown district.

**Appropriate Uses.** Commercial areas are intended to allow for mixed-use, live/work



Traditional mixed use buildings



Potential new infill development

# FUTURE LAND USE

developments, personal service establishments, office space, bed and breakfasts, parks and playgrounds, food and drink establishments and civic uses.

**Compatible Zoning Districts.** GC

## INDUSTRIAL DEVELOPMENT

**Intent.** While most residents do not work within the Village, a reasonable proportion of commerce within the Village should consist of job-producing business activities, whether light manufacturing or retail enterprises.

**Description.** Industrial development should be located in areas which have access to appropriate major streets and which avoid conflicts with residential and commercial land use.

**Appropriate Uses.** Warehouse, storage, light manufacturing

**Compatible Zoning Districts.** LI

## OPEN SPACE/CONSERVATION

**Intent.** To preserve the natural environments that attract new residents and keep long-time residents in the area, the Village, along with the Township, should act together to promote the preservation of open spaces.

Open spaces and wetlands in the Village should be protected from development and used to identify and define neighborhood areas and to promote the quality of life in the Village.

**Description.** Located along natural features and wetland areas. Also include publicly owned land scattered throughout the village.

**Appropriate Uses.** Uses for these areas include natural open spaces, agriculture, parks, and recreation facilities.

**Compatible Zoning Districts.** OS-1, OS-W, MU-1

## TRANSPORTATION

The existing traffic pattern in the Village should be maintained. This pattern consists of using East and West Michigan Avenue and Mount Hope/North Union Street as the primary traffic arteries, as well as Norvell Road to the east and Wolf Lake Road to the west; using collector streets to channel traffic to these arteries; and using local streets to serve residential areas.

Enhancements to existing transportation should be encouraged, including parking, roadside landscaping and aesthetics, an integrated signage program, and improved drainage in the Village via the addition of curbs and gutters. Applications for state and/or federal grants to defray costs is encouraged.



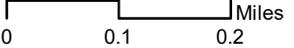
# OPEN SPACE & CONNECTIVITY

## VILLAGE OF GRASS LAKE

(Draft)

- Open Space/Conservation
- Water
- Wetlands
- Planned Connections\*
- Existing Connections\*
- Proposed Sidewalks\*

\* Proposed/Existing Connections are sourced from the Jackson City + County Nonmotorized Plan (May 2020)



Source: Village of Grass Lake GIS  
Draft Date: 02/27/2020

# CHARACTER DISTRICTS

The Village of Grass Lake has identified the following character districts to supplement the traditional land use recommendations and provide a foundation for form-based regulations with the intent of:

1. Developing a fully integrated, mixed use, pedestrian-oriented environment with historic residential neighborhoods and a traditional downtown
2. Creating a synergy of uses within the downtown with buildings that contain commercial, residential, and office uses
3. Calming traffic traveling through the village to create a more pedestrian-friendly environment
4. Regulating building height and placement to frame a well-defined public realm comprised of human-scale streets, neighborhoods, and public spaces, all of which contribute to creating a safe, comfortable and livable environment



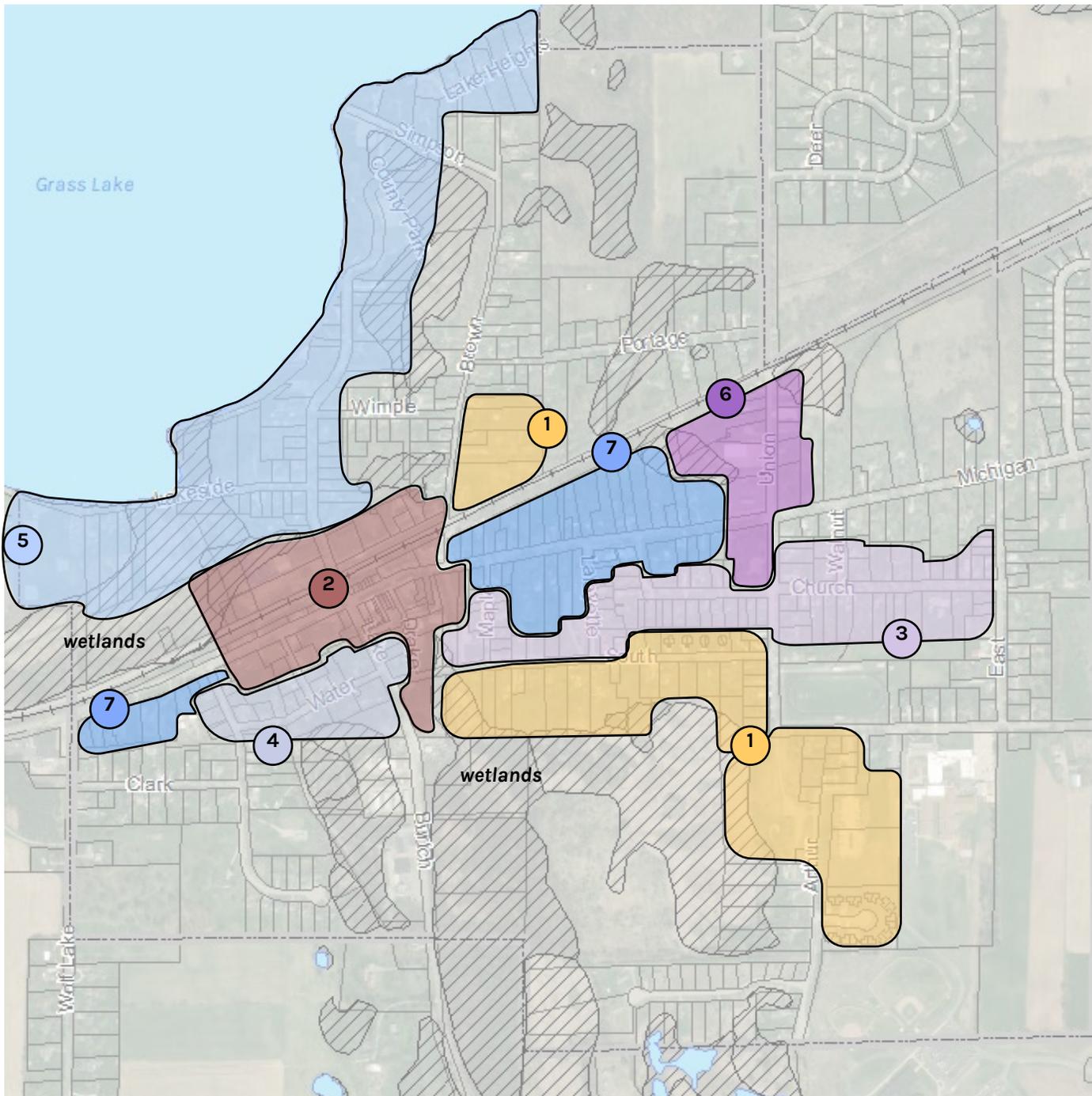
**Moderate / High Density Residential:** Higher density residential uses provide a variety of housing choices in the village for all age and income groups. Renter and owner-occupied tenure is available, in the form of townhouses, two family residential, and detached single family residential, with parks and civic uses intermixed.



**Downtown / Commercial Area:** The downtown is characterized as a historic, small town with traditional, pedestrian-oriented buildings and public open space. It is surrounded by general commercial uses. Desire to provide for a mixture of retail stores, offices, entertainment, and residential uses.



**Church / Maple Street:** Characterizes as a quiet single family residential setting, with a desire to preserve historic character of the neighborhood. Other public services like churches, cemeteries, schools, community centers, parks, playgrounds, and plazas are disbursed throughout.



# CHARACTER DISTRICTS

## VILLAGE OF GRASS LAKE

(Draft)

### LEGEND

- ① Moderate / High Density Residential
- ② Downtown / Commercial Area
- ③ Church / Maple Street
- ④ Water Street
- ⑤ Lakeshore
- ⑥ Union Street
- ⑦ Michigan Avenue

# CHARACTER DISTRICTS



**Water Street:** A transitional area on the edge of downtown that is primarily residential, but also allows for infill development that would help support the downtown.



**Lakeshore:** Primarily a residential setting along the lake. Desire to protect waterfront and lake resources and preserve historic character of the neighborhood. Provide recreational opportunities and open space near the lake to promote public gathering.



**Union Street:** Union Street connects downtown to the I-94 corridor. This area is likely to experience development pressure. Desire to create a gateway district around the key Michigan Avenue/Union Street intersection, that is compatible with the surrounding residential character.



**Michigan Avenue:** An important historic gateway into the village that creates a sense of arrival into the downtown and calms traffic. Desire to allow for mixed-use development that is primarily residential in nature and preserves the rural character.

## BUILDING CHARACTER OBJECTIVES

Ensure infill development and building improvements are compatible with the surrounding natural and built environment:

- Consider building height, scale, orientation, architecture, landscaping, building materials and roof lines
- Consider the relationship of buildings to the street and public realm
- Establish design regulations that address site setting, natural resource protection, open space, and specific elements of building and site design
- Preserve and support the sensitive adaptive reuse of historic buildings, especially on Michigan Avenue.
- Strengthen mixed use development opportunities in areas within the downtown
- Preserve the small town feel of Grass Lake

# REDEVELOPMENT STRATEGY

Communities must think strategically about redevelopment of properties. Investments should be targeted in areas that have the potential for positive future development. Focusing on the redevelopment and reuse of a single property or a specific node can catalyze further development around it. By engaging the public and formulating a framework of desired outcomes for priority sites, the village is creating a predictable environment for development projects.

As redevelopment is planned and occurs in the village, it will be critical as opportunities arise to evaluate their potential for redevelopment. When Grass Lake becomes Redevelopment Ready Certified, the Village will be encouraged to continually identify redevelopment sites (in addition to those highlighted in this chapter) and package them for marketing and solicitation of developers.

To prioritize and evaluate the likelihood of redevelopment, the following criteria should be used:

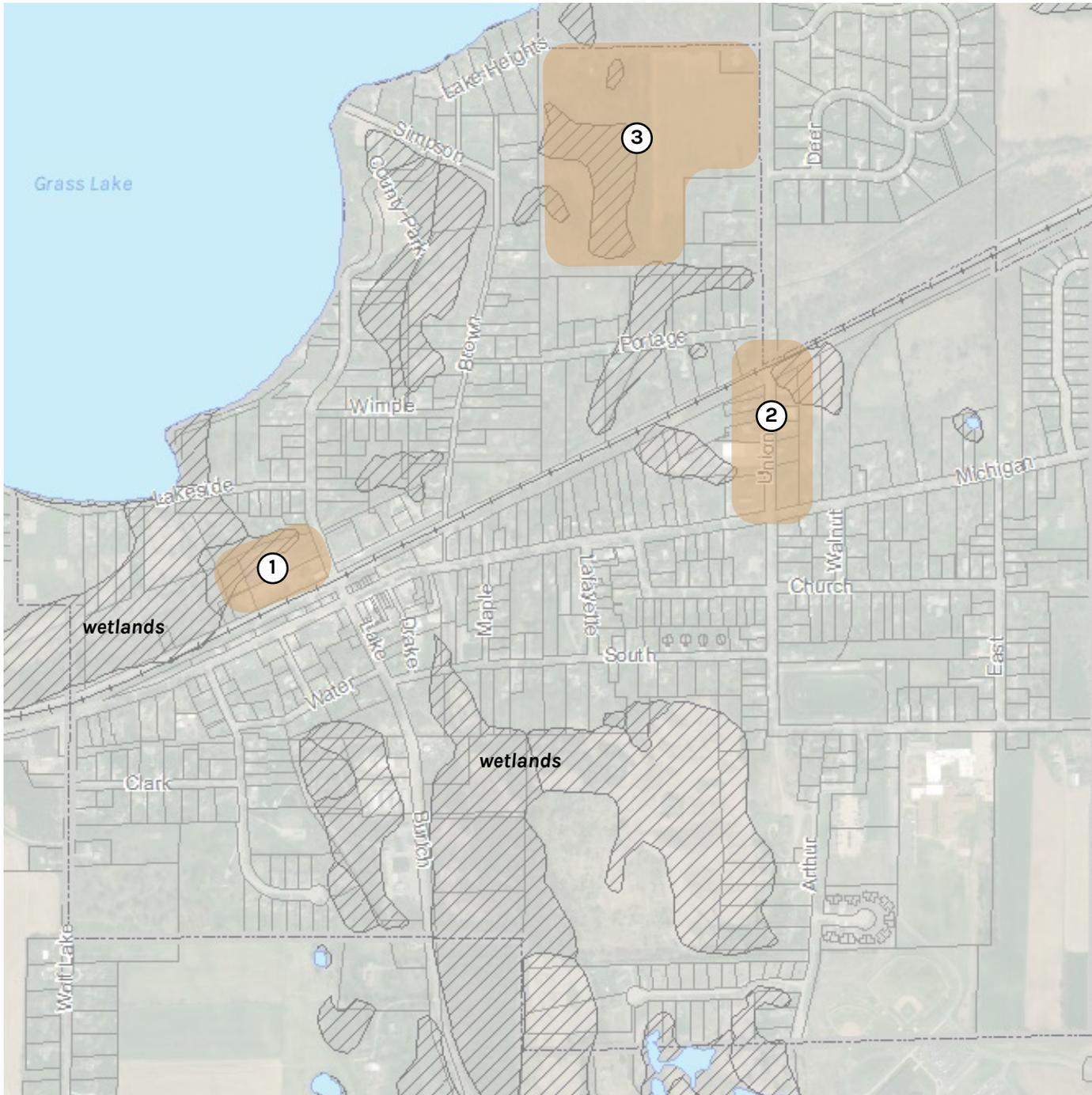
- Size (if there are several parcels, the ability to easily assemble)
- Vacant/building (amount of rehabilitation or demolition needed)
- Rebuild/rehabilitation (whether incentives may be required to make the project feasible)
- Public/private ownership (if private, willing owner)
- Contamination (remediation could be a challenge to redevelopment)
- Potential to spur further redevelopment
- Obstacles to redevelopment
- Parking availability

## REDEVELOPMENT ACTION PLAN

- Regularly update the Village Capital Improvement Program (CIP) plan in order to establish priority projects
- Establish property acquisition strategies
- Consider providing development incentives and look for ways to provide for parking off-site
- Explore special funding programs like CRP, CDBG, or tax-based programs

*For more information on Implementation Tools, visit Chapter 6, Implementation*





# REDEVELOPMENT READY SITES

## VILLAGE OF GRASS LAKE

(Draft)

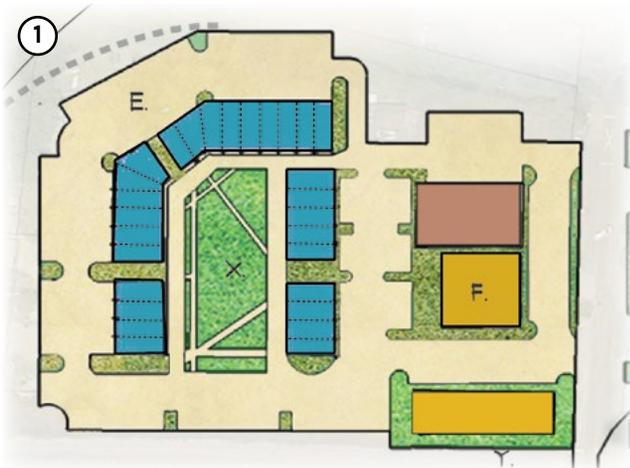
### LEGEND

- ① Downtown Mixed Use
- ② Union Street Mixed Use
- ③ Cluster Development

 Water

 Wetlands

# REDEVELOPMENT STRATEGY



## DEVELOPMENT READY SITES

The following sites were identified as potential redevelopment opportunities.

### DOWNTOWN MIXED USE

Located just north of the railroad tracks, within walking distance of the downtown core, this site currently underutilized. There is an opportunity to enhance vibrancy and introduce more foot traffic and people living downtown with a mixed use development. See *Downtown* chapter for more information.

### UNION STREET MIXED USE

The Union Street corridor is an important north-south connection to I-94 and future development at the Henry Ford Allegiance site. Access management is critical to achieving this long-term vision of a walkable pedestrian corridor.

### CLUSTER DEVELOPMENT

There are few vacant development sites within the village. If in the future this existing agricultural property redevelops, a cluster type redevelopment is recommended. There is an opportunity to provide a mix of housing options as part of a single development proposal.

# ZONING PLAN

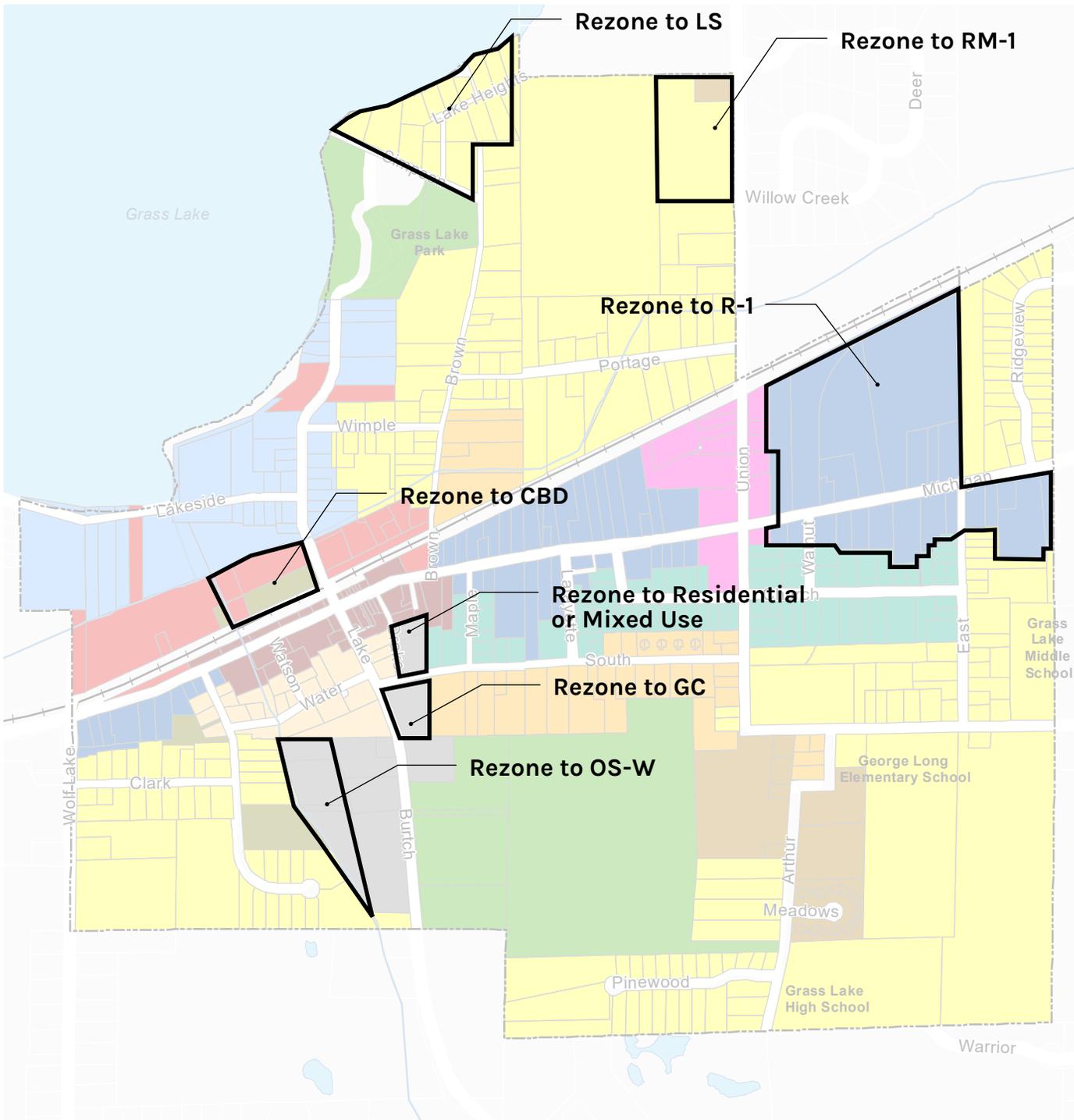
Zoning is a key mechanism for achieving the desired land use pattern and quality of development advocated in the plan. This section provides a useful guide to relate current zoning patterns and proposed future land use designations.

The Future Land Use Plan is intended to serve as a guide for land use decisions over a longer period of time (5+ years). Zoning changes in accordance with the plan should be made gradually and strategically so that change can be managed.

The Future Land Use map as well as the plan's goals and strategies should be consulted to judge the merits of a rezoning request. The plan categories correspond to zoning districts, but there is some generalization. The following table provides a zoning plan indicating how the future land use categories in this Master Plan relate to the zoning districts in the zoning ordinance. In certain instances, more than one zoning district may be applicable to a future land use category.

Select Zoning Map Amendments are shown on the following map.

ZONING	FUTURE LAND USE	Open Space/ Conservation	Low Density Residential	Moderate Density Residential	High Density Residential	Mixed Use - Residential/Office	Mixed Use - Residential/Office/Commercial	Mixed Use - Traditional	Commercial	Industrial
TRADITIONAL	R-1, Single-Family Residential	X	X							
	R-2, Two-Family Residential			X						
	RM-1, Multiple-Family Residential				X					
	OS-1, Open Space	X	X							
	OS-W, Wetlands	X	X							
	MU-1, Municipal Utilities	X								
FORM BASED CODE	LS, Lakeshore			X						
	CM, Church/Maple Street			X						
	MA, Michigan Avenue					X				
	WS, Water Street					X				
	USG, Union Street Gateway						X			
	CBD, Central Business District							X		
	GC, General Commercial								X	
	LI, Limited Industrial									X
	PUD, Planned Unit Development	X	X	X	X					



# ZONING MAP AMENDMENTS

## VILLAGE OF GRASS LAKE

(Draft)

### TRADITIONAL ZONING DISTRICTS

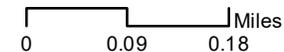
- R-1 Single Family Residential District
- R-2 Two Family Residential District
- RM-1 Multiple Family Residential District
- OS-1 Open Space District
- MU-1 Municipal Utilities District

### FORM-BASED DISTRICTS

- LS Lakeshore District
- CM Church/Maple Street District
- MA Michigan Avenue District
- WS Water Street District
- USG Union Street Gateway
- GC General Commercial District
- CBD Central Business District
- LI Light Industrial District



Source: Village of Grass Lake GIS  
Draft Date: 02/27/2020



**SMITHGROUP**

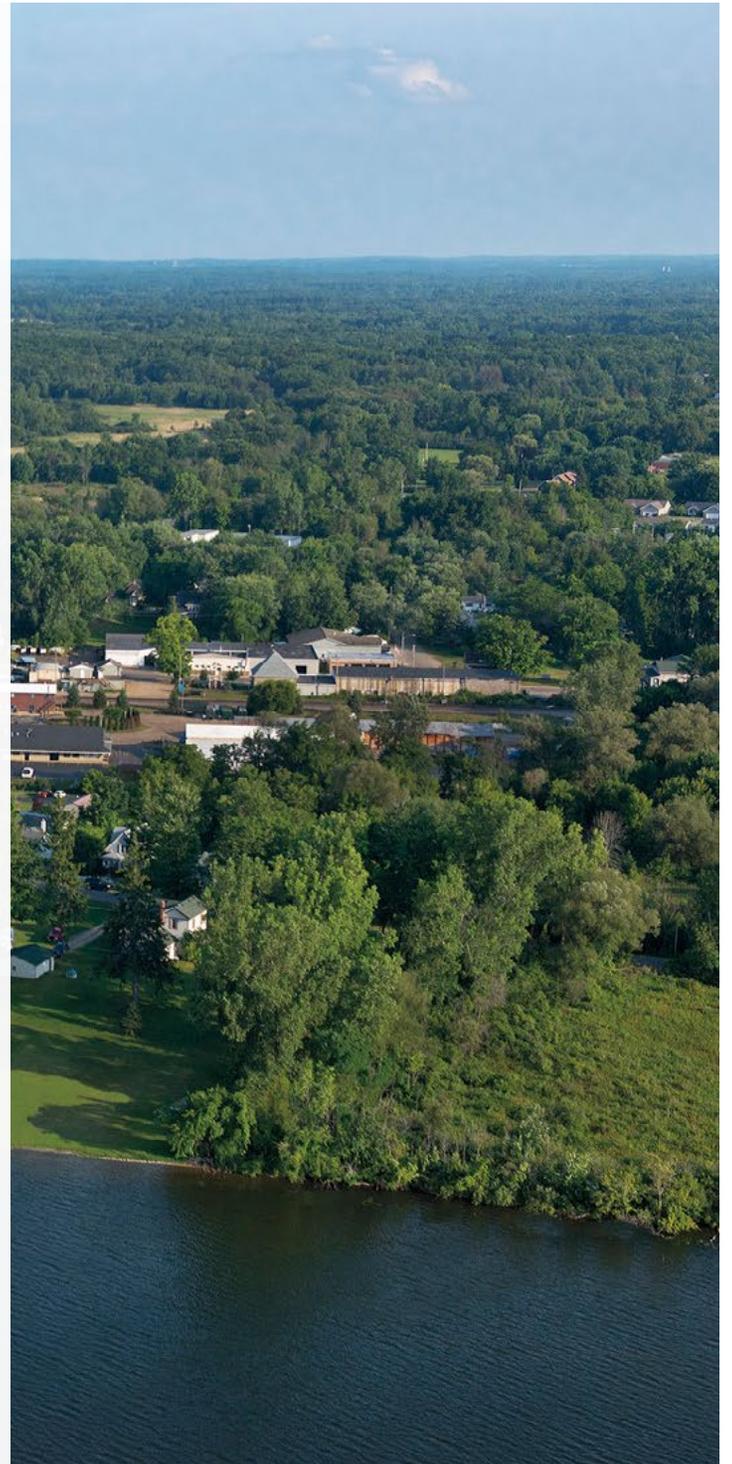
Page intentionally left blank.

A faded, light-colored aerial photograph of a town and a lake, serving as a background for the text.

## CHAPTER 6

---

# IMPLEMENTATION



# IMPLEMENTATION

The Master Plan is intended to serve as a guide for land use and redevelopment of the village for the next 10 to 20 years. Goals, objectives, and actions noted throughout the Plan should be carefully considered during decisions on rezonings, zoning text amendments, other regulations, capital investments for improvements to streets, “complete streets” bikeways/ walkways, utilities, public facilities, land acquisition, and development proposals. Recommendations in this Plan apply to both public land (parks, sites, and right-of-way) and guidance for development and redevelopment of privately-owned property.

Some Plan recommendations may involve the need for changes to land use regulations and/ or potential new programs. Others may involve partnerships with other municipalities, agencies, organizations, or groups. Since the Plan is a long-range guide, refinements or additional studies may also be appropriate in the future to reflect new information, respond to unanticipated factors or to address changes in village policies.

To that end, this chapter provides a summary of the recommendations described in the previous sections of the plan. It also acts as a quick reference for the village staff, planning commission, and the village council to evaluate its progress toward implementation of the Plan.

**Tools to implement the Master Plan generally fall into six categories and some strategies may include more than one:**

- 1. Land use regulations**
- 2. Capital improvement programs, such as streets, village buildings, or other major purchases**
- 3. Property acquisition programs**
- 4. Special Funding Programs (CDBG for example)**
- 5. Programs or additional studies**
- 6. Partnerships, such as working with other organizations on planning, education, funding, or delivery of cost-efficient services.**

**Each tool has a different purpose toward Plan implementation and may suggest specific immediate changes, long-term policies and others involve ongoing activities.**

# IMPLEMENTATION TOOLS

## 1. LAND USE REGULATIONS

The primary tool for Plan implementation, which includes the Zoning Ordinance and other land use regulations, is summarized below. The village also has several other codes and ordinances to ensure that activities remain compatible with the surrounding area, such as noise, blight and nuisance ordinances.

### ZONING REGULATIONS

Zoning regulations control the intensity and arrangement of land development through standards on lot size or units per acre, setbacks from property lines, building dimensions and similar minimum requirements. Various site design elements discussed in this Plan are also regulated through site plan review and address landscaping, lighting, driveways, parking and circulation, pedestrian systems and signs. Zoning can also be used to help assure performance in the protection of environmentally sensitive areas such as floodplains, state regulated wetlands, woodlands and wellhead areas.

### ZONING MAP

Over time, changes to the zoning map should become more consistent with the land use pattern identified on the Future Land Use Map. In some cases, the village may wish to initiate certain rezonings as part of an overall zoning map amendment. Other changes to the zoning map can be made in response to requests by landowners or developers. In those cases, village officials will need to determine if the time is proper for a change. It is important that the future land use plan be understood as a long-range blueprint: Implementation is expected, but gradually in response to needs, conditions and availability of infrastructure. The Zoning Plan included in Chapter 4. Future Land Use outlines how the proposed future land use categories relate to zoning districts.

### SUBDIVISION, LAND DIVISION AND CONDOMINIUM REGULATIONS

Subdivision, land division and condominium regulations control the manner in which property is subdivided in the village and the public improvements required to support the development. The distinctions are not always apparent once a project is built, but the approval procedures are different due to separate state statutes that govern these types of land development approaches in Michigan.

### PUBLIC INFRASTRUCTURE STANDARDS

Public infrastructure refers to the basic facilities and services needed for the functioning of the village such as village streets, water, sanitary sewer, storm sewer, among others. Standards to ensure consistency and uniformity have been adopted so that each facility is designed and constructed to support existing and future development.

# IMPLEMENTATION TOOLS

## 2. CAPITAL IMPROVEMENT PLAN (CIP)

The Capital Improvement Plan (CIP) serves as the village's multi-year planning instrument used to identify needs and financing sources for public infrastructure improvements.

Capital projects identified help support and promote desired development, and to meet the needs of residents and businesses in the village. The number of projects and project timing are influenced by several factors, in particular, the cost, need for environmental clearance or approval by other agencies, and funds available.

The CIP process precedes the budget process and is used by Village Council when developing the annual budget. Recommending approval of the CIP by the Planning Commission does not mean that they grant final approval of all projects contained within the plan. Rather by recommending approval of the CIP, the Planning Commission acknowledges that these projects represent a reasonable interpretation of the upcoming needs for the community and that projects contained in the first year of the plan are suitable for inclusion in the upcoming budget, if funding is available.

Capital Improvement Review Committee includes the village manager, village clerk, director of public services, director of public safety, DDA director

## 3. PROPERTY ACQUISITION PROGRAMS

Like all municipalities, the Village of Grass Lake has the authority to acquire private property for a public purpose. This may include outright purchase acceptance of land donated by another party or acquisition through eminent domain. In addition to the ability to acquire private property for public infrastructure or facilities such as roads, sewers, public buildings and parks, the village may acquire private property to facilitate redevelopment and to eliminate nonconforming uses or structures.

## 4. FUNDING PROGRAMS

Some of the recommendations may be funded locally, some through outside funds, and many through a combination. The village monitors new federal and state funding programs that may be available to assist in implementation. In addition, foundations and other organizations may provide contributions.

## TAX INCREMENT FINANCING (TIF)

In addition to traditional sources, the village can raise revenues within a specific geographic area for specific purposes, or to capture the new increment of tax revenues in a specific geographic area for specific purposes. The Village of Grass Lake has the following authorities:

- **Downtown Development Authority (DDA).**  
The DDA is funded primarily through a TIF mechanism which has been in place since 1990.

## TRANSPORTATION ALTERNATIVES PROGRAM (TAP)

The Michigan Department of Transportation (MDOT) administers the federal Transportation Alternatives Program (TAP) in Michigan, where regional trail connections and safe routes to school are among the highest priorities for funding. TAP is a competitive grant program that uses federal transportation funds designated by Congress for specific activities that enhance the intermodal transportation system and provide safe alternative transportation options. Projects are selected on a competitive basis for funding in a future fiscal year. Competitiveness is primarily established by project concept and project constructability.

# IMPLEMENTATION TOOLS

- **Project Concept** - Two types of highly competitive concepts are projects that develop/connect regional trails and projects that make walking/biking routes to school safer.
- **Project Constructability** - Applications are reviewed by a team of technical experts to gauge the ability of the proposed projects to be constructed using all current federal and state standards, constructed on time, and constructed on budget. The items that typically are most important for this review are:
  - High level of positive public involvement
  - Reasonable cost estimate (based on similar recent federal aid projects)
  - Industry design standards used without exceptions
  - Demonstrated high likelihood of all permits to be secured
  - Demonstrated high level of coordination with all necessary agencies

## 5. OTHER PROGRAMS

A variety of housing, economic development, informational and other programs may be used by the Village to assist with implementation of recommendations in this Plan. Many of these are through state programs as identified in the preceding chapters such as the following:

- Michigan State Housing Development Authority (MSHDA)
- MSHDA MiPlace
- Michigan Economic Development Corporation (MEDC)
- MEDC Redevelopment Ready Communities
- Michigan Department of Transportation (MDOT) and Complete Streets Coalition
- Michigan Department of Natural Resources (MDNR)
- Housing and Urban Development (HUD) Community Development Block Grants (CDBG)

## 6. PARTNERSHIPS

While the village can coordinate many of the plan's implementation tasks, responsibility should not solely rest on the government. Instead, the vast array of stakeholders having key roles in either the village or region should all participate. Partnerships with the public and private sector, including neighboring municipalities, local businesses, and large land owners will also lead to success implementing the plan's initiatives. Partnerships may range from sharing information to funding and shared promotions or services. The spirit of cooperation through alliances and partnerships will be sustained to benefit everyone in the region. Village government cannot and should not do it all. Only through public/private collaboration can the plan's vision be realized.

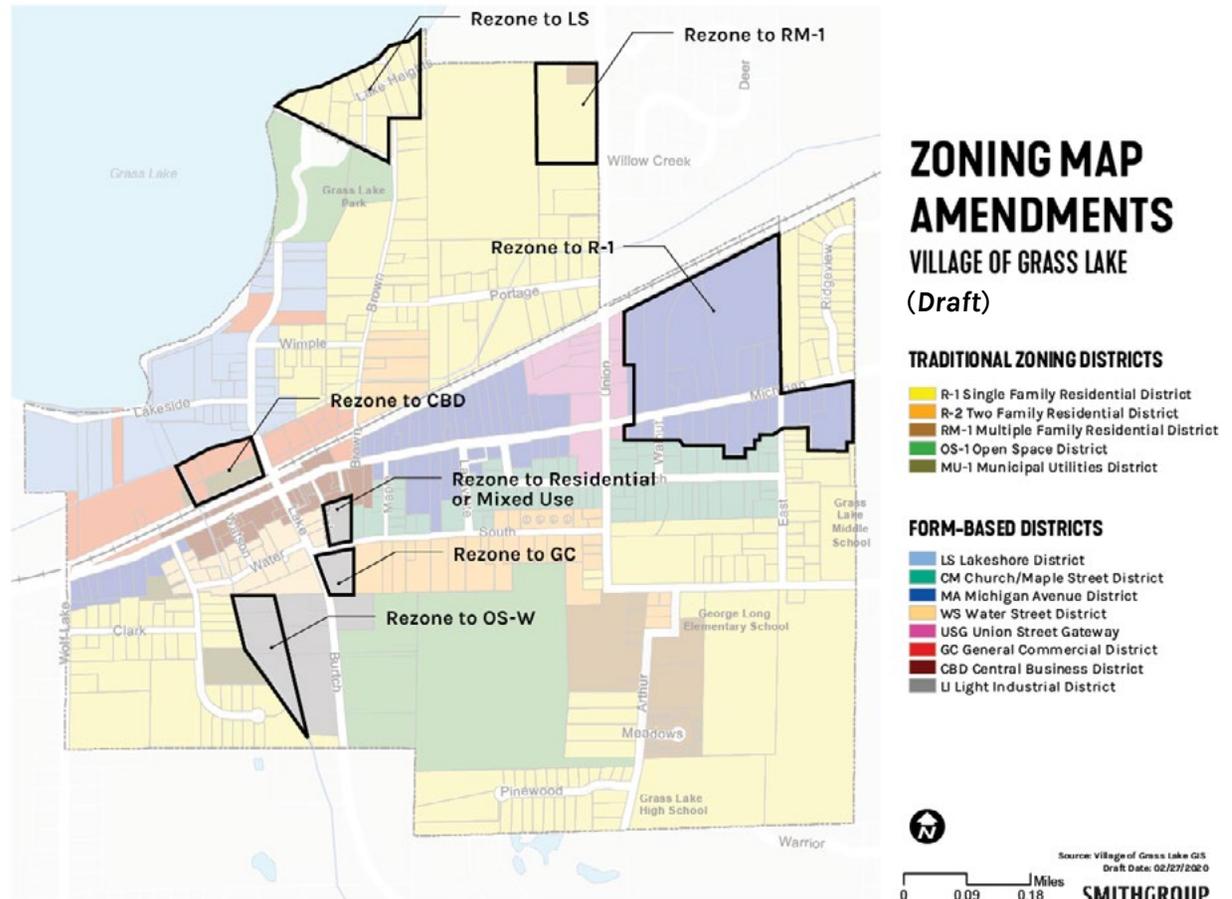
# ZONING RECOMMENDATIONS

As one of the primary tools to implement this plan, the zoning ordinance and accompanying map should be amended to align the strategies in this plan with the zoning districts and administrative procedures. The recommendations below should be taken into consideration with a more comprehensive audit of the ordinance during the amendment process.

## RRC REPORT OF FINDINGS RECOMMENDATIONS (2018)

As part of the RRC-certification process, the village should undertake a comprehensive review of the zoning ordinance and ensure it aligns with the master plan goals. The following recommendations were included in RRC's report of findings from September 2018.

- Expressly list permitted new economy uses in the zoning code. These include: medical research labs/offices; film/recording studios; heavy arts; 3-D printing studios; breweries; distilleries; alternative energy; and catering services



See Chapter 4. Future Land Use for Zoning Plan and proposed Zoning Map Amendments

# ACTION PLAN

The implementation tools outlined above are available and should be used to achieve the goals and objectives of the Master Plan. Comprehensive implementation actions have been developed to organize and apply these tools. Under each topic, specific actions, tools, and a timeframe for implementation are identified. The details of the strategies to implement the Master Plan are specified in the table below.

## TIMEFRAME

- Ongoing: annually
- Immediate: 1-2 years
- Short: 3-4 years
- Long: 5+ years

## RESPONSIBLE PARTY

- Manager: Village Manager
- ZA: Zoning Administrator
- VC: Village Council
- DPW: Dept. Public Works
- PC: Planning Commission
- DDA: Downtown Development Authority
- P&R: Parks & Rec Steering Committee
- Partnership Committee
- TWP: Grass Lake Township
- County: Jackson County
- Chamber: Grass Lake Regional Chamber of Commerce
- Enterprise Jackson
- Region 2 Planning
- JCDOT: Jackson County Dept. of Trans.
- MDOT: Michigan Dept. of Trans.
- Consultants & agencies
- Committees, clubs, non-profits & individuals

## TOOL

- Reg: Regulatory
- Policy: Policy/Program
- CIP: Capital Improvement
- Partner: Partnership

# ACTION PLAN

Goal	Objective	Action	Ongoing	Immediate	Short-term	Long-term	Responsible Parties	Tool
<b>Goal 1. Provide a great quality of life and quality of place</b>								
1	1	Coordinate branding efforts between the Village, DDA, and other events in the community.	X				Partnership Committee; VM; DDA, Chamber	Hire branding consultant
1	1	Invest in building and managing the village website and other social media platforms to provide accurate and timely information.		X			Doug Lammers to investigate township FB	VC policy; guidelines
1	2	Coordinate planning and marketing for new and existing events to better utilize shared resources and knowledge.	X				Partnership Committee; VM; DDA, Chamber	Social media, website
1	2	Develop a public mural grant program including specific information on funding, location, artist selection, design, approval, contracts, and “installation” process.			X		TBD	Zoning amendment
1	2	Engage local residents and businesses in public investment, including planning and sponsorship.	X				VM; DDA	Brown Street Parking; Pavilion RR
1	2	Support and promote the arts & culture through events, public art installations, self-guiding tour resources, and marketing efforts.			X		TBD - Dale Fisher input	
1	3	Continue active engagement in the 5 Healthy Towns program and broaden the mission and impacts of the Glass Lake Community Wellness Initiative (GLCWI).	X				GLCWI; VC; GLCT	

# ACTION PLAN

Goal	Objective	Action	Ongoing	Immediate	Short-term	Long-term	Responsible Parties	Tool
1	3	Enhance existing open space with interesting amenities such as public art, native plant/pollinator gardens, and outdoor musical play equipment to create a destinations along a walking or biking loop.	X				VC; Depot; Master Gardeners	Vacant land by county park
1	3	Provide programming for all ages. Start with events and build up to more dedicated spaces for youth, teens, and older adults.			X			
1	4	Continue to enforce the current zoning regulations and limit the use of variances.		X				
1	4	Hold predevelopment meetings to talk with potential developers about the master plan vision for the site and the surrounding area.	X					
1	4	Integrate Zoning Administrator into any public incentive programs (village or DDA) to ensure adherence to the Zoning Ordinance.	X				ZA; VM; DDA	Facade grant review sign off

# ACTION PLAN

Goal	Objective	Action	Ongoing	Immediate	Short-term	Long-term	Responsible Parties	Tool
<b>Goal 2. The Villages is known for health, safety, and general wellbeing of the community</b>								
2	1	Coordinate with county departments regarding regional issues such as safety, public health, hazard mitigation, economic development, education, and transportation.	X				Region 2; JCDOT, Deputy, Enterprise J	
2	1	Provide adequate resources for police, fire, and code enforcement.	X				VC, TWP, ZA, VM	
2	2	Ensure proactive communication to residents about any potential changes in service. Includes temporary and long-term changes.		X			VM	Newsletter, social media, DOD
2	2	Maintain high-quality public water, sewer, and infrastructure. Consider a municipal waste and recycling program. May require regional collaboration.	X	X			DPW, VM, Jackson County	Chelsea, Emmons, Local haulers
2	2	Allocate resources for regular training for village staff as well as elected and appointed leadership and committee volunteers.	X				VC, VM	Budget, Videos, virtual training
2	3	Coordinate with Grass Lake Community Schools to develop a citizen academy for residents of all ages.						
2	4	Proactively amend the zoning map to align with the long term vision for the community.	X				PC, ZA	
2	4	Review current ordinances to ensure any new permit approvals bring existing businesses into greater compliance with site and design standards, as appropriate.	X				PC, ZA	

# ACTION PLAN

Goal	Objective	Action	Ongoing	Immediate	Short-term	Long-term	Responsible Parties	Tool
<b>Goal 3. Preserve and protect open space and natural features</b>								
3	1	Expand open space with new parks. Creating a balance between active and passive recreation opportunities.		X			Brown Street vacant land	Grants, CIP
3	1	Maintain existing facilities with adequate staff and appropriate use policies and enforcement.	X				Jackson County Parks, DPW	
3	1	Regularly review and update the Parks and Recreation Master Plan. Track implementation and proactively seek grant opportunities.		X			VC, Twp Board, School District	Establish Committee to update
3	2	Coordinate with the Township and private property owners to establish a non-motorized connection between the downtown and the Glass Lake Sports & Trails Park.		X			Parks & Rec Committee	
3	2	Establish a trailhead and small parking lot near downtown.		X			VM, VC, TWP	DNR Grant, CIP
3	2	Partner with Jackson County and the Township in the implementation of the Jackson City + County Non-Motorized Plan				X	Region 2, 5HT, County	CIP, Grants
3	3	Collaborate with MSU Extension and the Michigan Natural Feature Inventory (MNFI) to survey natural areas for information on species types and habitat quality.		X			Bob Hamil suggested as a local resource	

# ACTION PLAN

Goal	Objective	Action	Ongoing	Immediate	Short-term	Long-term	Responsible Parties	Tool
3	3	Encourage the use of conservation easements where appropriate to protect open space, while alleviating some of the tax burden. Accommodate public access when possible.						
3	3	Initiate zoning text and zoning map amendments needed to protect wetlands, waterways, and other sensitive features.						
<b>Goal 4. Revitalize downtown preserving historic character</b>								
4	1	Continue to fund the DDA facade improvement program.	X				DDA, VM	
4	1	Continue to implement RRC Best Practices and leverage technical assistance to improve regulations and procedures.	X				DDA, VM	
4	1	Review outdoor dining ordinances to encourage active ground floor uses.		X			PC, ZA	Wade Trim Consultant Review
4	1	Support private investment with layered incentives, coordinated infrastructure upgrades, and	X				PC, ZA, DDA, VM	
4	2	Collaborate with Michigan Historic Preservation Network (MHPN) and the Michigan State Historic Preservation Office (SHPO) to provide historic preservation training for local residents and property owners.				X	TBD	
4	3	Develop additional wayfinding signage within the downtown.		X			DDA, VM	Evaluate digital mapping

# ACTION PLAN

Goal	Objective	Action	Ongoing	Immediate	Short-term	Long-term	Responsible Parties	Tool
4	3	Expand public open space opportunities in the downtown.			X		VC	CIP trailhead, events park
4	3	Update site furnishings such as benches and trash receptacles.	X				DPW	
4	3	Work with railroad and MDOT to improve the pedestrian crossing at Lake Street.			X		VM, MDOT, JCDOT	
<b>Goal 5. Accommodate future growth while maintaining the traditional and compact character</b>								
5	1	Continue developer conversations regarding the potential for a new mixed-use building to house a village offices within the downtown.			X		PC, ZA, VM	
5	1	Pursue further study of the current municipal property and adjacent parcels for a new mixed-use project with higher density residential.			X		PC,ZA, VM	
5	2	Actively market potential sites for new housing, particularly missing middle housing types such as townhomes, apartments, cottage homes, or attached single family.			X		PC, ZA, VM	
5	2	Coordinate with regional and state agencies to increase affordable housing programs.						
5	2	Identify gap funding for new residential development.						
5	3	Allow home businesses and professional offices in certain residential districts.	X				PC	Zoning Map/Land Use Plan

# ACTION PLAN

Goal	Objective	Action	Ongoing	Immediate	Short-term	Long-term	Responsible Parties	Tool
<b>Goal 6. Stimulate local economy</b>								
6	1	Develop a retail/commercial strategy for the downtown.		X			VM, Gibbs, DDA	
6	1	Expand marketing and promotions for the village. Create a “passport” checklist highlighting local destinations to attract visitors.	X				Chamber, DDA, VM	Branding initiative
6	1	Formalize the village’s heritage tourism strategy highlighting local museums.		X			Chamber, MFEA, DDA	
6	1	Formalize the village’s recreation tourism strategy with connection to Grass Lake, Waterloo, Sharonville, Faholo, Greenwood Acres campground, and Holiday campground.		X			Chamber, Scott Willis, Tom Brennan	
6	1	Pursue feasibility of a bed and breakfast in the village or other unique lodging opportunities such as vacation home rentals.		X			Susan Starrett investigate B&B, STR	Zoning
6	2	Plan for benchmarking / peer-to-peer learning opportunities including visits to other communities.	X				VM	
6	2	Plan for network, resources, and continuing education for staff and volunteers (Michigan Downtown Association, Michigan Main Street)	X				VM, Council	Budgeted funds for training
6	2	Prioritize succession planning for boards and commission. Continue to get young people involved in leadership roles	X				VM, DeBoe, Kizer, Chamber	

# ACTION PLAN

Goal	Objective	Action	Ongoing	Immediate	Short-term	Long-term	Responsible Parties	Tool
6	3	Coordinate with major employers in the area including Henry Ford Allegiance, Grass Lake Schools , Jiffy Mix, Tenneco, and American Tooling Center	X				Sesquicentennial, Non Profits, Chamber	
<b>Goal 7. Provide a safe, convenient, and reliable transportation system</b>								
7	1	Address sidewalk gaps, repair/new sidewalk payment.		X			VM, DDA, SR2S	CIP
7	1	Provide for bicycle parking within the downtown and other community gathering areas	X				VM	5 bike racks in inventory
7	1	Pursue safe routes to school grant. Improve and install new 5' sidewalks.		X			5HT	
7	2	Construct on-street parking along Brown St		X			VM, Ripstra, MDOT	CIP
7	2	Expand on-call senior transit service				X	Jackson Area Transportation	
7	2	Explore local transit options				X	Jackson Area Transportation	
7	2	Explore shuttle service for events with parking at high school lot	X				Traffic Jam'In Committee	
7	2	Prepare a downtown parking study		X			VM, Ripstra, Gibbs Planning Group	Studies completed
7	3	Design sidewalks and pathways that connect with existing sidewalks, pathway systems and key destinations, activity centers throughout the village, including the waterfront, schools, and parks.				X	VM, Ripstra	CIP

# ACTION PLAN

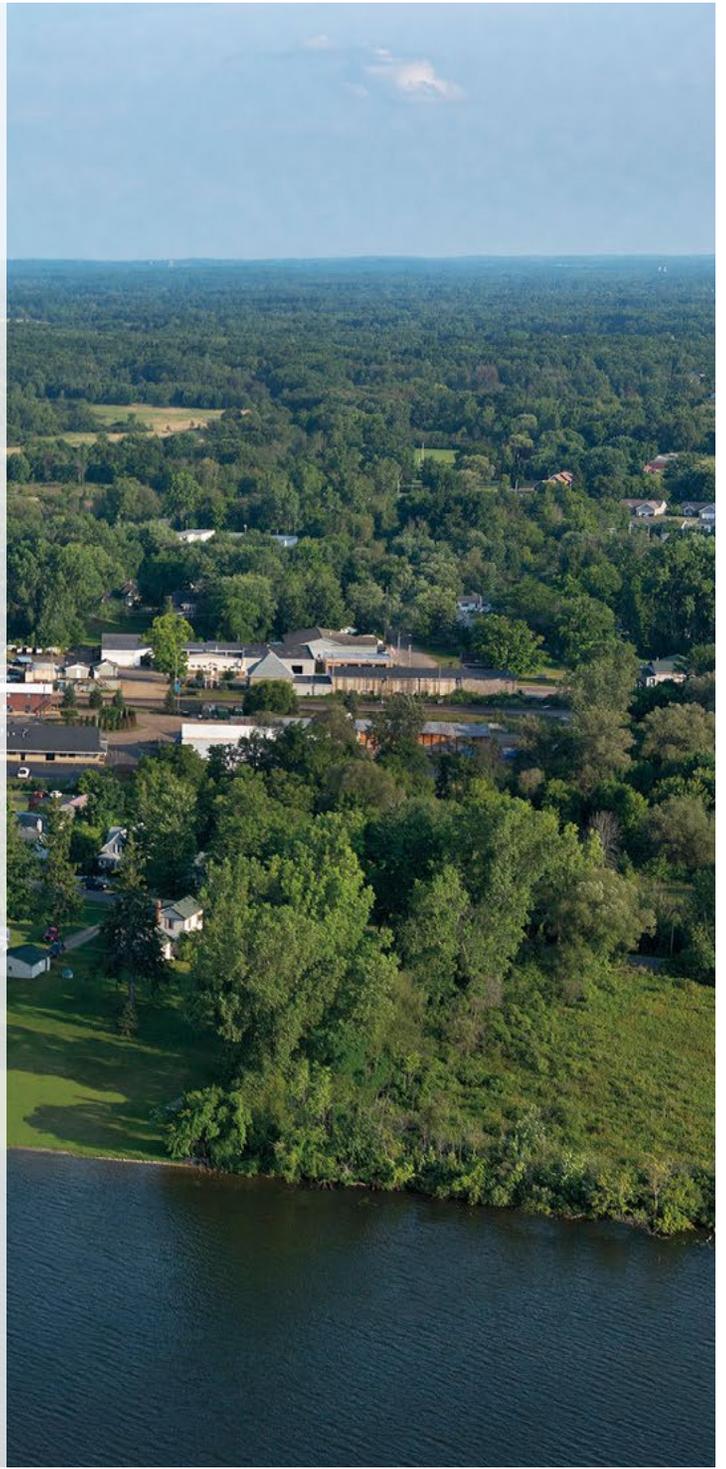
Goal	Objective	Action	Ongoing	Immediate	Short-term	Long-term	Responsible Parties	Tool
7	3	Discourage sidewalks that dead end or lead to nowhere.		X			Evaluate with SR2S project	
7	3	Incorporate pedestrian and landscaping elements along sidewalks and pathways.	X				DPW; DDA	
7	3	Pursue "Bicycle Friendly City" designation from the League of American Bicyclists.		X			Joe DeBoe contact Bicycle Club	
7	4	Improve the appearance of key entryways into the community by incorporating unique and distinctive road treatments, structural amenities, landscaping, signage and lighting that compliments the character of the community.	X				DDA, DPW	
7	4	Incorporate curb bulb outs and other traffic calming devices to reduce the distances of pedestrian crossings.		X			VM, Ripstra	3 crosswalks identified
7	4	Incorporate distinctive and clearly marked crosswalks at road crossings that align with existing sidewalks and pathways.		X			SR2S, VM, Ripstra	

An aerial photograph of a community, likely a resort or retirement community, featuring a large lake in the foreground, several buildings, and a dense forest of trees. The image is overlaid with a semi-transparent white box containing text.

**APPENDIX A**

# **COMMUNITY PROFILE**

**DRAFT 11/04/2020**



# INTRODUCTION

## TABLE OF CONTENTS

- Introduction
- Planning in the Village of Grass Lake
- Physical Setting
- Demographic Data
- Existing Land Use
- Community Facilities
- Planned Parks & Recreation Projects
- Transportation
- Non-Motorized Facilities

An important prerequisite to preparing an update to the Village of Grass Lake Master Plan is to develop a common understanding of the current state of the community as well as anticipated trends. Information gathered through the planning process is critical to the accurate projection of future needs, capital projects and redevelopment priorities. The Community Profile is intended to synthesize and communicate conditions and trends, as well as the dynamic economic, social, and environmental forces in effect.

The Village's ultimate goals is to preserve and enhance quality of life within the community, and this qualitative and quantitative data provides a solid footing for the formulation of goals, policies, and strategies designed to help the community move forward.

The Community Profile was prepared with assistance from Region 2 Planning Commission and provides an inventory of existing conditions including population and household demographics, housing, local economy, community facilities and services, natural

features, land use patterns, and transportation. A common understanding of the community leads to a clearer vision, stronger support, improved decision making, and better coordination between public agencies, developers, and citizens towards achievement of common goals.

Demographic data was provide by Region 2 Planning Commission and includes 2010 Census data and American Community Survey (ACS) estimates. The use of estimates provided by the ACS provides more up-to-date demographics than the decennial census. Reporting jurisdictions the size of the Village of Grass Lake are provided five-year average estimates on a regular basis. The reporting period available and utilized for this plan is 2012-2016

# PLANNING IN THE VILLAGE OF GRASS LAKE

## 1990 MASTER PLAN (UPDATED IN 1996, 1999 & 2003)

The 1996 Master Plan advocated for goals under topics such as downtown, residential use and institutional use. These goals pushed for things like adequate parking, sidewalks, curbs and streetscapes, the recruitment of new businesses, the promotion of civic events to attract visitors and locals alike, efforts to maintain the historic charm and sense of community, as well as zoning policies that delineate areas for industrial, commercial, and residential uses.

## 2006 MARKET ANALYSIS AND DOWNTOWN BLUEPRINT

In collaboration with the Cool Cities Initiative, HyettPalma created the 2006 Grass Lake Downtown Blueprint which put forth the following recommendations:

- Adopt historical preservation guidelines including infill and restoration
- Assess all application and review processes related to development

- Collaborate with all entities involved in the Downtown's enhancement
- Encourage business recruitment while also retaining old businesses
- Implement facade improvements by providing design guidelines
- Implement wayfinding throughout the downtown
- Street and streetscape improvements
- Establish redevelopment opportunities/ unmaintained buildings
- Implement upper story housing
- Expand parking behind buildings on the south side of Michigan Ave

## 2009 DOWNTOWN FORM-BASED ZONING

The purpose of the Grass Lake Village form-based code is to provide specific form regulations to achieve code standards, prevent clustering of auto-oriented use, maintain building form control, and promote a variety of uses within the

downtown. The form-based code applies to the core area of the Village which is divided into the current zoning districts.

## PARKS & RECREATION PLAN

The 2015 Grass Lake Area Plan assesses the existing conditions of active lifestyles and provides recreational amenities in the Village of Grass Lake. The plan distinguishes future Parks and Recreation goals and implementation guidelines. These goals outline issues like maintenance of facilities, trail connectivity, future land use, park renovations, and healthy lifestyle programming.

## DDA DOWNTOWN PLAN

The first Downtown Development Authority Board set out to establish a base plan for future development of the downtown area in the Village. The plan lays out a baseline report of basic needs that needed to be resolved before any plan for the future could proceed. These basic needs included a lack of central waste water treatment system, which was funded and installed in 1994.

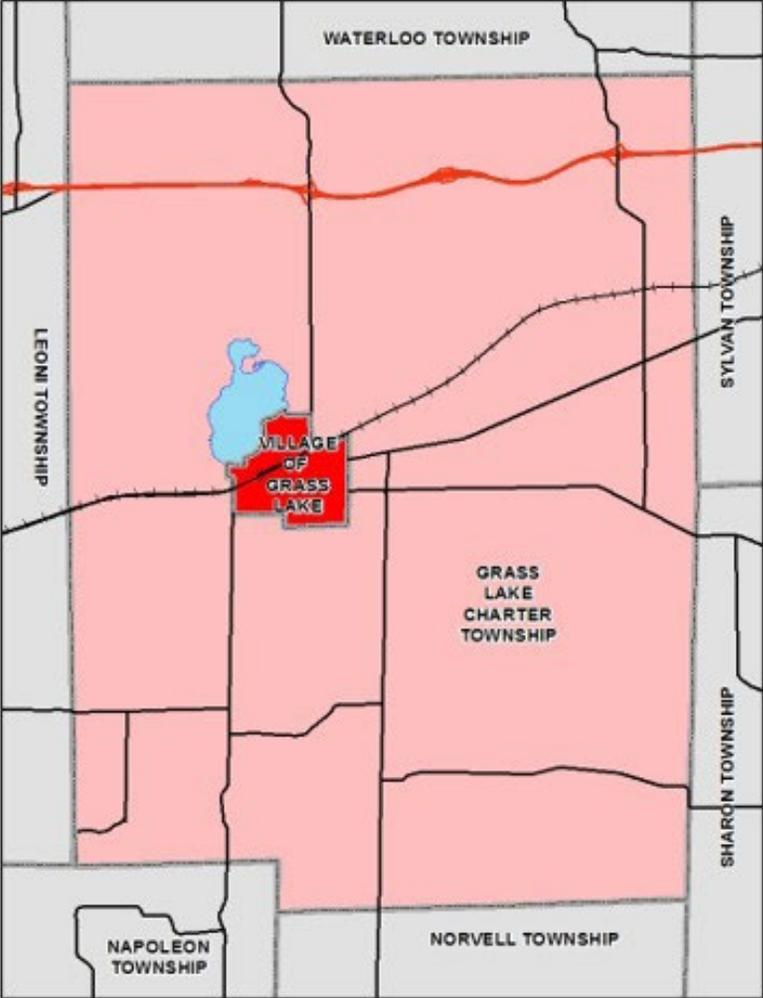
# PHYSICAL SETTING

## LOCALE

the Village of Grass Lake is located in eastern Jackson County surrounded entirely by Grass Lake Township.

Grass Lake Village lies 2.6 miles south of I-94, which leads to points east and west and provides access to routes which provide north and south access. The Village’s main street, Michigan Avenue, is an important county road that provides access to nearby Jackson and environs.

While to some degree the Village is self-sufficient, many residents are dependent upon neighboring urban areas for employment, shopping, and cultural activities. Table 1 shows the distance between the Village of Grass Lake and nearby urban areas.



Source: Region 2 Planning Commission



## VILLAGE OF GRASS LAKE & THE GRASS LAKE AREA

- For the purposes of the Master Plan, the Grass Lake Area is comprised of the Village of Grass Lake and Grass Lake Charter Township
- The Village of Grass Lake is located completely within Grass Lake Charter Township
- Residents, property owners, and business owners within the Village of Grass Lake are also residents, property owners, and business owners in Grass Lake Charter Township

## ROAD DISTANCE TO NEIGHBORING URBAN CENTERS

Urban Center	Miles from Village	Direction from Village	Principal Routes
Jackson	10	West	I-94 and Michigan Ave.
Ann Arbor	25	East	I-94 via Mt. Hope I-94 via Michigan Avenue
Lansing	45	Northwest	US-127 I-94 via Mt. Hope

## AIR TRAVEL

The Village has access to Jackson County Municipal Airport at Reynolds Field, a regional facility which lies approximately 20 miles to the west and offers charter air flights. Approximately 50 miles to the east, Detroit Metropolitan Airport provides domestic and international air travel.

## TRAIN TRAVEL

Amtrak provides access to its trains at its Jackson and Ann Arbor stations. This railway gives access to cities along the line to Detroit and Chicago, with connections to other destinations from these stations.

# PHYSICAL SETTING

## TOPOGRAPHY

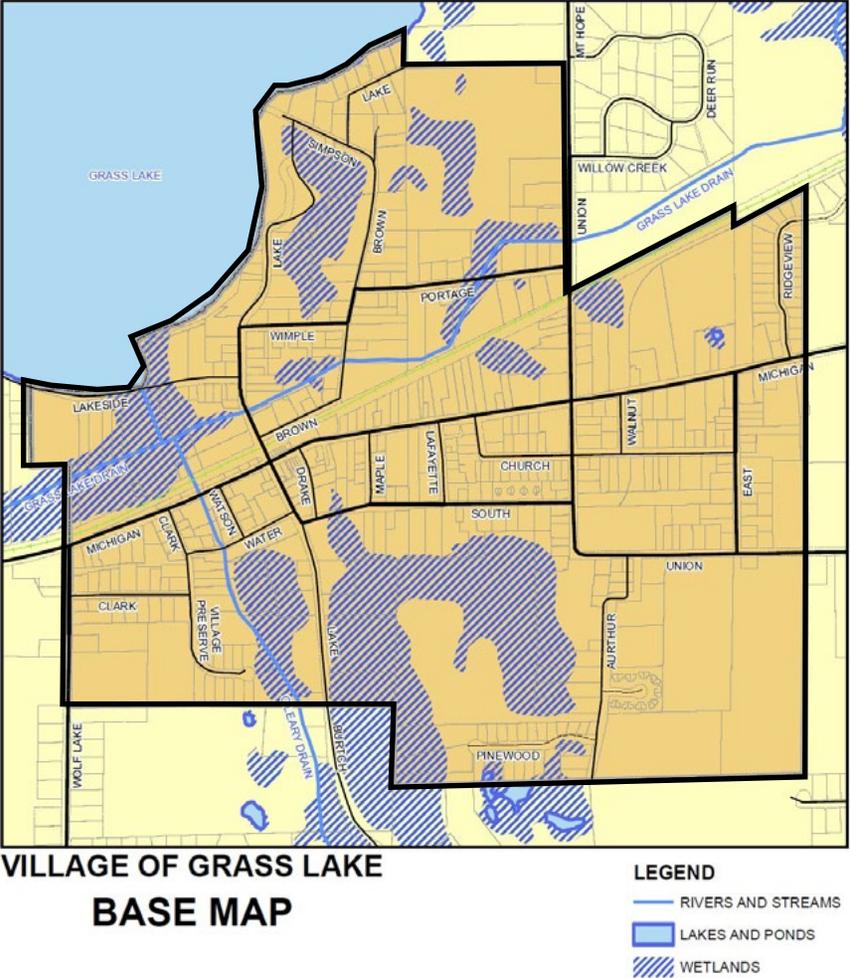
In general, the Village has a gently-rolling topography. The Village tends to slope downward from the southeast section, which is the Village's highest points- about 985 feet above sea level. The range of altitude in the Village is approximately 35 feet.

## SOILS

The Jackson County Soils Conservation Service divides soil limitations into three categories of suitability for site development- slight, moderate, and severe. The soils in the Village are generally of the Spinks-Ormas-Houghton association of soils, which is wide-ranging in its capabilities for site development.

In general, the eastern portions of the Village contain the highest concentration of areas with only slight and moderate limitations for building site development. Other areas with soils well-suited for development are in the northern portion and the southwest corner of the Village.

The rest of the Village is composed of soils with severe limitations for building site development. These soils are found along drainage ditches and in areas where wetlands exist.



Source: Region 2 Planning Commission

## WETLANDS

Much of the area that has severe limitations for site development is wetland. According to the 1981 National Wetlands Inventory, large areas of wetlands exist in the Village on currently vacant land.

The wetland areas tend to be near drains and in areas of low topography, and most of the Village's wetlands lie west of Mt. Hope Road and Union Street. The largest wetland area lies south of South Street along the south edge of the Village between Arthur Drive and Burtch Road.

Two other wetland areas are near the lake. One lies west of Lake Street, south of Grass Lake. It runs along the lake shore and leaves the Village via the Grass Lake drain. The other wetland near Grass Lake lies between Simpson and Wimple Streets and straddles Brown Street in a fairly symmetrical pattern. Two other minor wetlands lie south of the railroad tracks on either side of Union Street.

## SUMMARY OF PHYSICAL SETTING

Areas of wetland in the Village have diminished over the years, as a result of building construction in and near wetland, and re-routing of drains as a result of county maintenance of drains.

It would appear that in the past the above factors have had little effect on development patterns within the Village. Significant development in the past has taken place in areas deemed to be fragile in nature. For instance, much of the downtown lies upon former wetlands.

Future development should occur in remaining areas of undeveloped land which are not environmentally sensitive. Leaving areas with poor physical attributes undeveloped is beneficial; these areas act as natural greenbelts buffering other land uses.



Wetlands just South of the railroad on Union St.



Entryway into Grass Lake Park

# DEMOGRAPHICS

## POPULATION HISTORY

- The Village was home to 1,173 people in 2010, according to the U.S. Census
- The adjacent figure shows that the population decreased between 1970 and 1990, but is showing recent growth from 1990-2010, increasing by 28.2%.

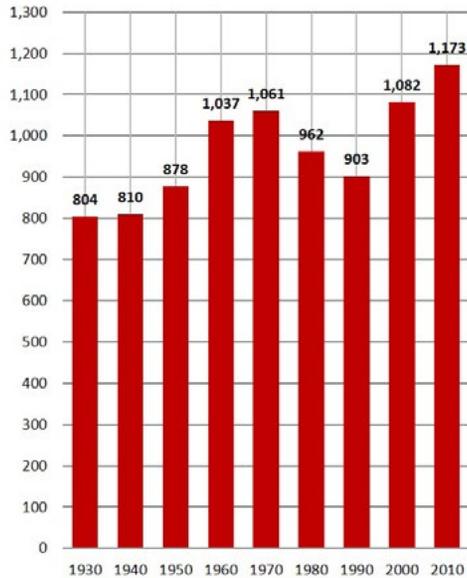


Table 1: Population History

## POPULATION PROJECTIONS

- The population projections utilized in this plan were developed for the Jackson Area Comprehensive Transportation Study (JACTS)
  - The 2014-2045 projections are grounded on historic census trends and Regional Economic Models Inc. (REMI) forecasts
- Utilizing that information, it is reasonable to expect that:
  - The population will increase 9.9% between 2010 and 2045
  - The 2014 population for the Village is estimated to decrease by -0.8% to 1,164 residents
  - The 2025 population is projected to be 1,218 people, a 4.6% increase from 2014
  - The 2035 population is projected to be 1,269 people, a 4.2% increase from 2025
  - The 2045 population is projected to be 1,289 people, a 1.6% increase from 2035

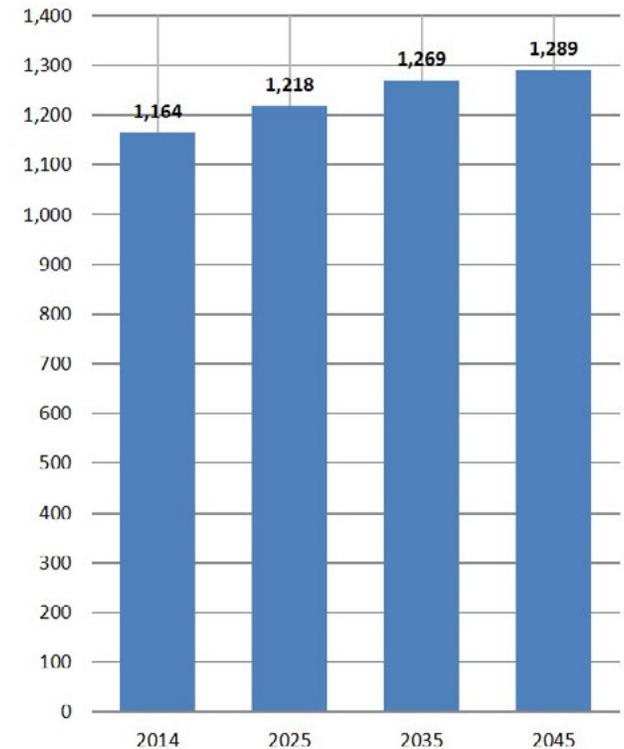


Table 2: Population Projections

## COMPARATIVE HISTORIC POPULATION GROWTH

- Grass Lake Township grew much faster than the Village of Grass Lake between 1930 and 2010
- Only 20.6% of Grass Lake Township residents lived in the Village of Grass Lake in 2010, compared to 48.5% in 1930.

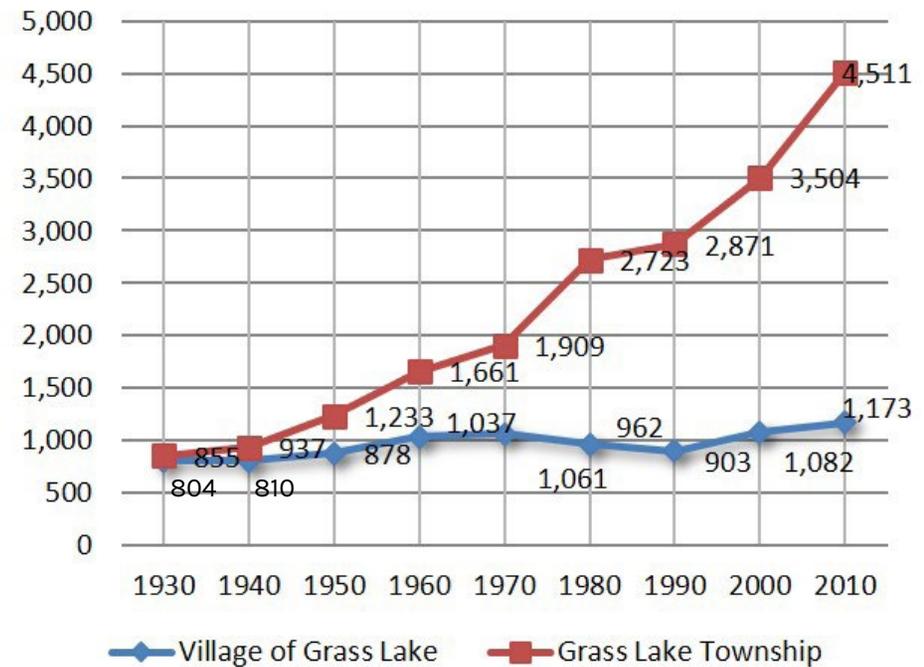


Table 3: Historic Population Growth

Municipality	1930	1940	1950	1960	1970	1980	1990	2000	2010
<b>Village of Grass Lake</b>	<b>804</b>	<b>810</b>	<b>878</b>	<b>1,037</b>	<b>1,061</b>	<b>962</b>	<b>903</b>	<b>1,082</b>	<b>1,173</b>
Grass Lake Twp.	855	937	1,233	1,661	1,909	2,723	2,871	3,504	4,511
Grass Lake Area	1,659	1,747	2,111	2,698	2,970	3,685	3,774	4,586	5,684
<b>% in Village</b>	<b>48.5%</b>	<b>46.4%</b>	<b>41.6%</b>	<b>38.4%</b>	<b>35.7%</b>	<b>26.1%</b>	<b>23.9%</b>	<b>23.6%</b>	<b>20.6%</b>

Table 4: Historic Population Growth

# DEMOGRAPHICS

## RACE & ETHNICITY: 2012-2016

- The population of Grass Lake was homogeneous in 2016, but racial and ethnic minorities comprised portions of the Village's 1,211 residents
  - An estimated 93.3% of the Village's population was white and 6.7% were members of some other race (or two or more races)
  - An estimated 1.7% of the Village's residents considered themselves Hispanic

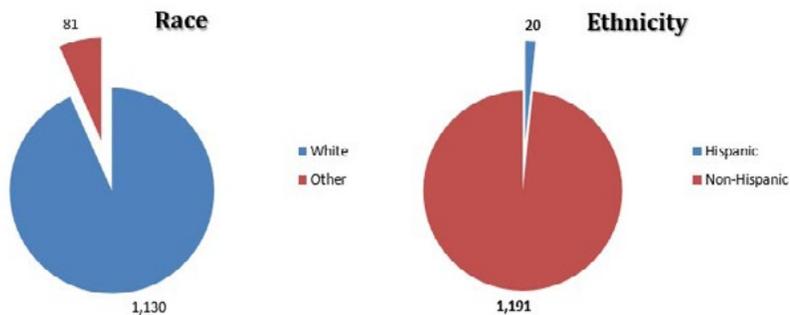


Table 5: Race & Ethnicity

## HOUSEHOLD & FAMILIES: 2012-2016

- The Village had an estimated 1,211 residents in 2016
  - Families comprised an estimated 63.3% of those households
  - An estimated 6.7% of households were comprised of a single person
  - Other non-family households comprised the remaining estimated 30.0% of households
  - The estimated average household and family size was 2.39 people and 3.00 people, respectively (please see the ACS note)
- It is estimated that no Villagers lived in group quarters (e.g., nursing homes, etc.)

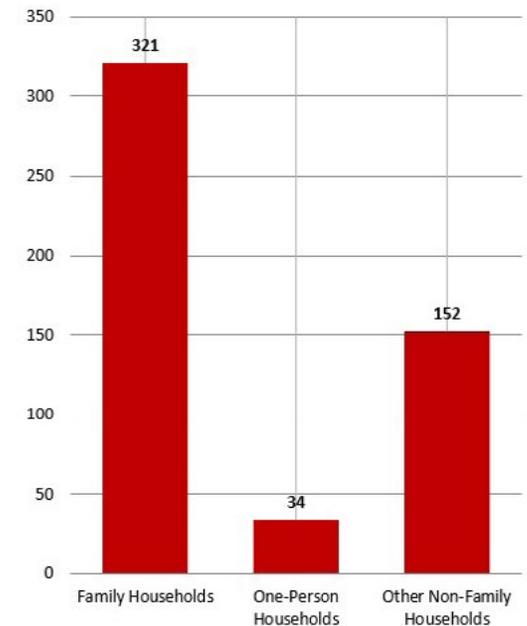
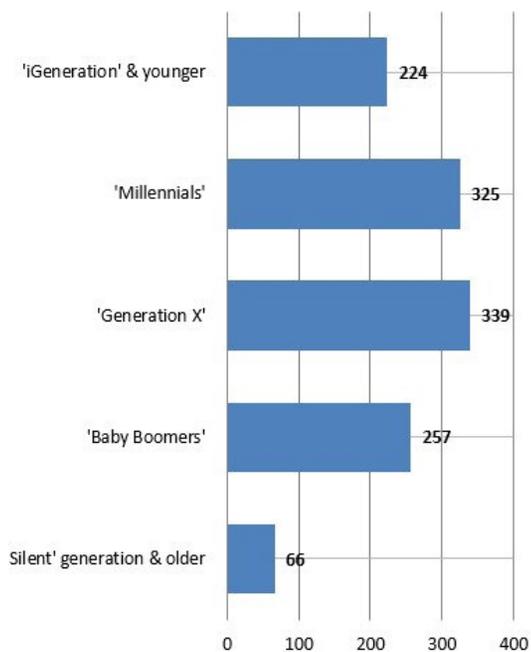


Table 6: Households & Families

## GENERATIONS & GENDER: 2012-2016

- The estimated median age of the Village of Grass Lake’s 1,211 residents was 40.3 years in 2016
- Table 7 illustrates the generations to which those residents belonged in 2016. While the specific years are often disputed, the generations include “The Silent Generation” (1925-1945), “Baby Boomer” (1946-1964), “Generation X” (1965-1981), “Millennial” (1981-1996), and iGeneration or Generation Z (1997-2012). Millennial and Generation X generations comprised almost 55% of the population in 2016.
- Finally, it is estimated that males comprised 52.4% of the Village’s population in 2016

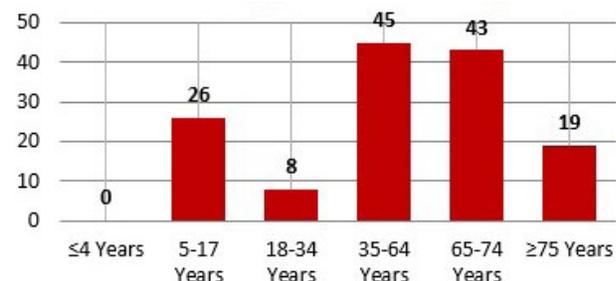


**Table 7:** Generations & Gender

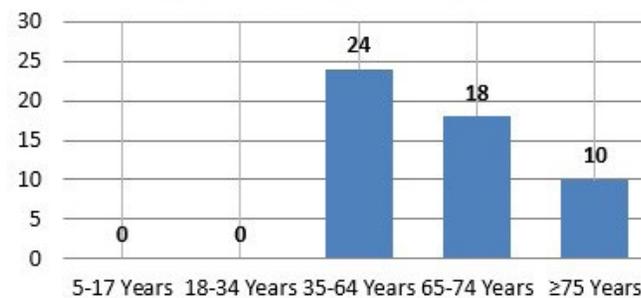
## DISABILITIES: 2012-2016

Disabled residents were a significant component of the Village of Grass Lake’s estimated 1,211 non-institutionalized civilian residents in 2016

- An estimated 11.6% of those residents were disabled in some way (i.e., hearing, vision, cognitive, ambulatory, self-care, or independent living ) and 4.4% had an ambulatory disability



**Table 8:** Some Type of Disability



**Table 9:** Ambulatory Disability

# DEMOGRAPHICS

## EDUCATIONAL ATTAINMENT: 2012-2016

The estimated educational attainment of the 797 residents 25 years old or older in 2016 is shown on Table 10. 59.8% of the population were high school graduates or had some college education, no degree.

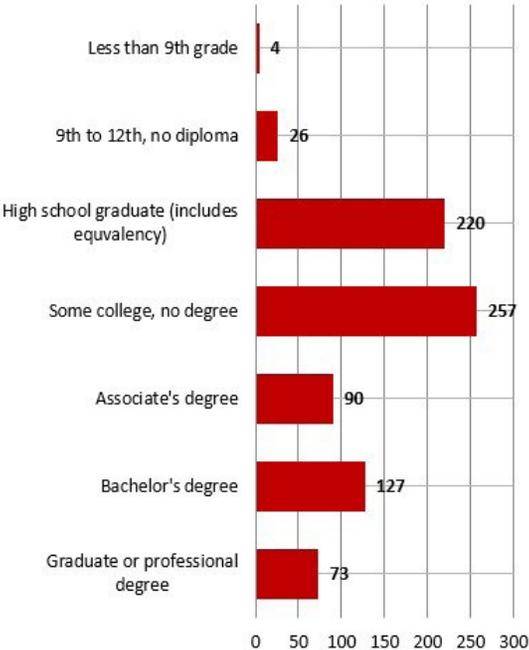


Table 10: Educational Attainment, 2012-2016

## SCHOOL ENROLLMENT: 2012-2016

The estimated school enrollment of the 292 people estimated to be 3 years old and older in 2016 is shown on table 11, with 50.7% of the population being in elementary school.

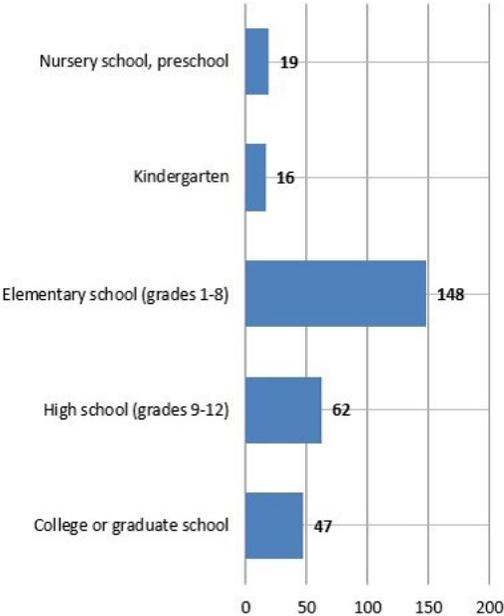


Table 11: School Enrollment, 2012-2016

## INCOME: 2012-2016

- Households with an income of \$25,000-\$49,999 comprised an estimated 47.7% of Village households
- Families with an income of \$50,000-\$99,999 comprised an estimated 41.4% of Village households
- Median Incomes:
  - Household -- \$54,566
  - Family -- \$65,673
  - Non-Family -- \$32,778
  - Per Capita -- \$27,729

### U.S. Census Bureau definitions:

- A **family** consists of two or more people (one of whom is the householder) related by birth, marriage, or adoption residing in the same housing unit
- A **household** consists of all people who occupy a housing unit regardless of relationship

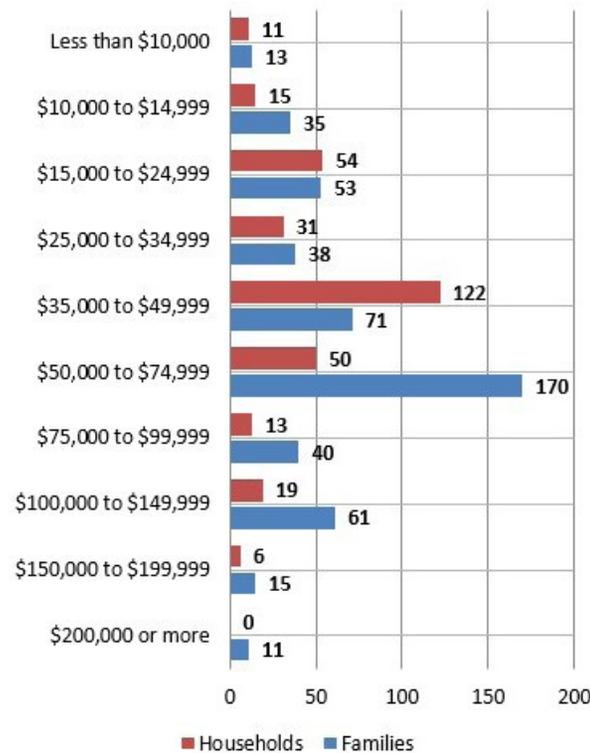


Table 12: Income, 2012-2016

## EMPLOYMENT BY INDUSTRY

The estimated employment by industry of the 594 civilian employees 16 years old or older living in the Village of Grass Lake in 2016 is shown on Table 13. 25.4% of the population works in the Educational Services, Health Care, and Social Assistance industries.

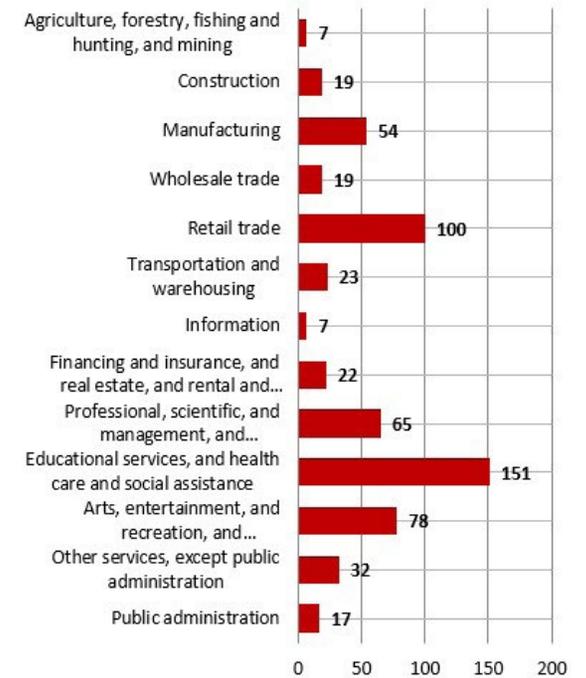


Table 13: Employment by Industry

# DEMOGRAPHICS

## EMPLOYMENT BY OCCUPATION: 2012-2016

The estimated employment by occupation of the 594 civilian employees 16 years old or older living in the Village of Grass Lake in 2016 is shown in Table 14. 38% of civilian employees have occupations relating to management, business, science, and arts.

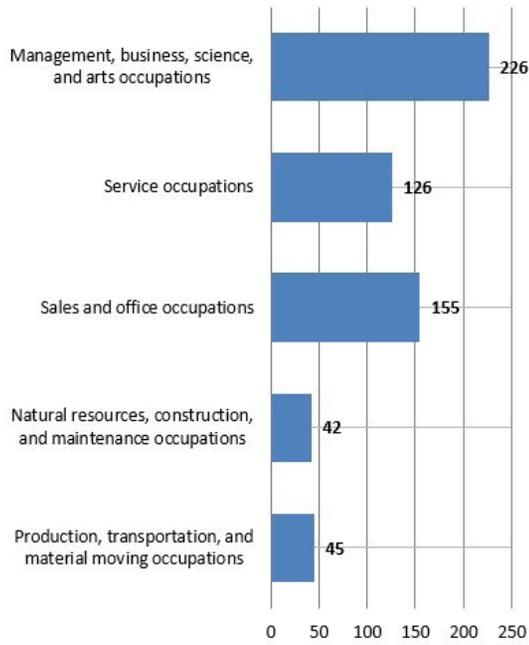


Table 14: Employment by Occupation, 2012-2016

## DWELLINGS & VACANCY RATES: 2012-2016

The Village of Grass Lake had an estimated 545 dwelling units in 2016:

- An estimated 93.0% of those dwellings were occupied
- An estimated 7.0% of those dwellings were vacant

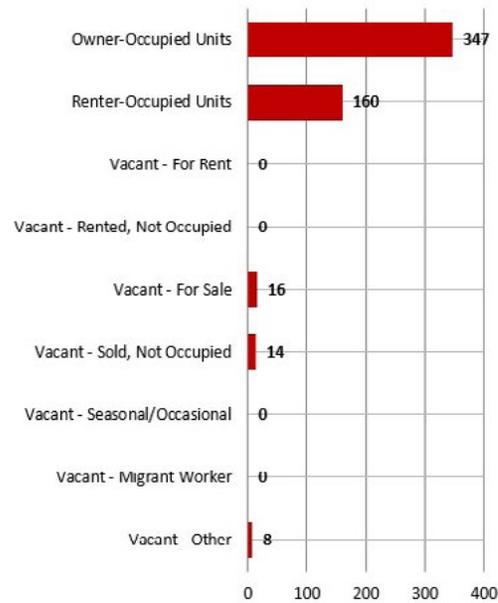


Table 15: Dwellings & Vacancy Rates, 2012-2016

## HOUSING TYPES: 2012-2016

The Village of Grass Lake had an estimated 545 dwelling units in 2016:

- An estimated 79.3% of dwellings were single units
- An estimated 20.7% of dwellings were in multi-unit buildings
- No mobile homes were used as dwellings

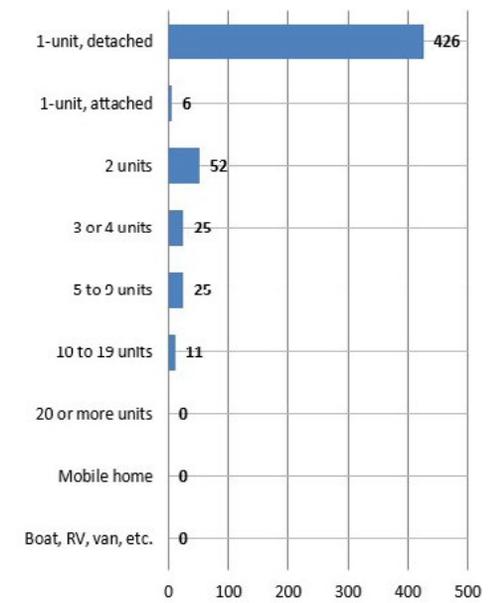


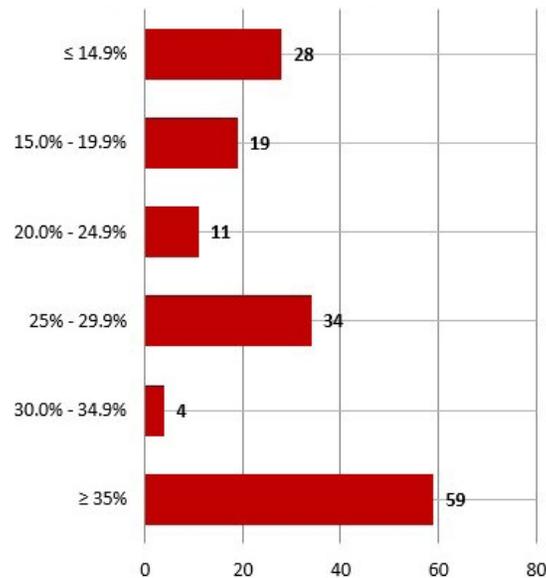
Table 16: Housing Types, 2012-2016

## HOUSING COSTS: 2012-2016

The Village of Grass Lake had an estimated 155 renter occupied households in 2016 for which gross rent as a percentage of household income was determined:

- An estimated 40.7% of households who rented spent  $\geq 30\%$  of household income on rent
- The estimated median monthly rent paid by the 155 rental households for which rent was charged was \$732.00 in 2016

The Village of Grass Lake had an estimated 347 owner occupied households in 2015.

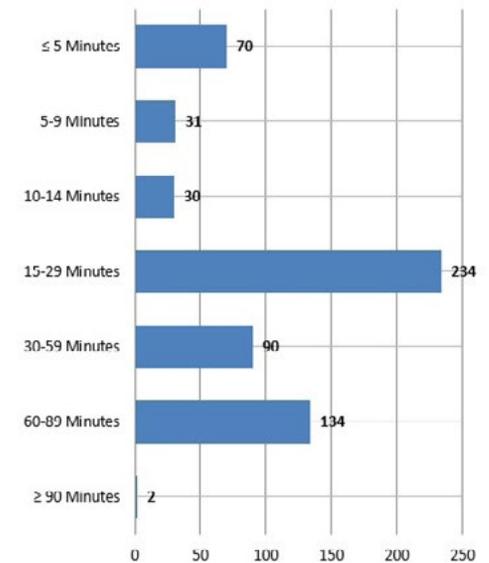


**Table 17:** Gross Rent as a Percentage of Household Income

## TRAVEL TO WORK: 2012-2016

The Village of Grass Lake had 591 residents, 16 years or older, for whom travel to work data was estimated in 2016

- An estimated 90.2% of people drove alone (80.6%) or carpoled (9.6%)
- An estimated 9.8% used some other means of travel
- An estimated 0.0% worked at home

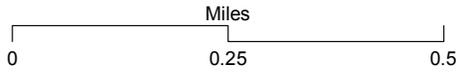
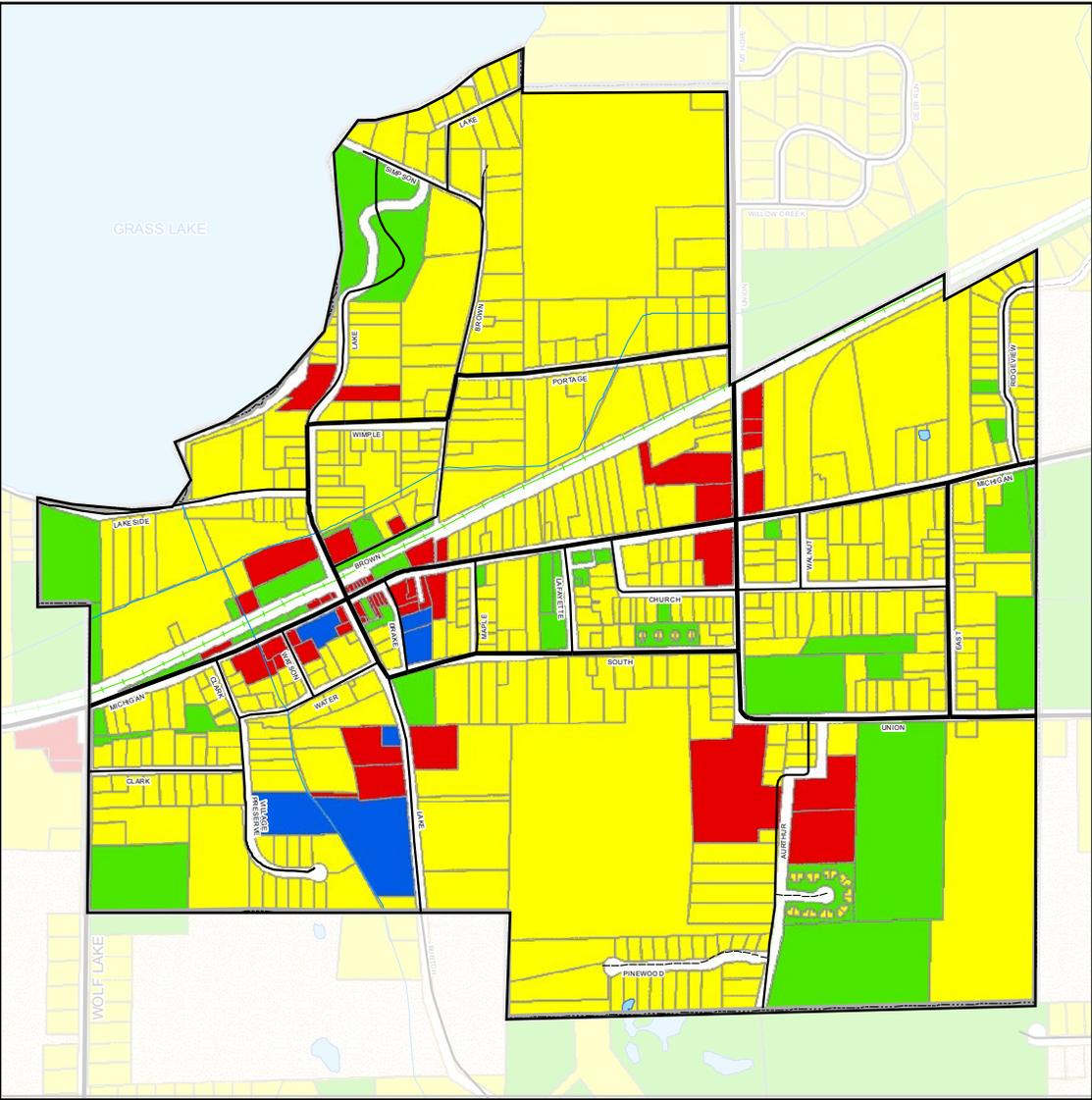


**Table 18:** Travel to Work, 2012-2016

# EXISTING LAND USE

## VILLAGE OF GRASS LAKE Property Assessment (Existing Land Use)

- LEGEND**
-  AGRICULTURAL
  -  RESIDENTIAL
  -  COMMERCIAL
  -  INDUSTRIAL
  -  PUBLIC/QUASI-PUBLIC



Source: Region 2 Planning Commission

## **AGRICULTURAL**

There is no agricultural land in the village.

## **RESIDENTIAL**

The majority of residential land in the Village is devoted to single-family residential. Single family uses are found along most of the local and major streets. Within the residential land use category there are some two-family scattered throughout the neighborhoods. There are currently four multiple family units in the Village: at the corner of E Michigan Ave and Union St (Schoolhouse Square Apartments), on Arthur Drive south of Union Street and west of George Long Elementary School, and on Mt. Hope Road at the northern Village limits.

The Andover Manufactured Home Community is located directly outside the Village limits in the Township, north of East Michigan Avenue and west of Norvell Road.

## **COMMERCIAL**

There is a strong concentration of commercial uses in the Downtown central business district, along Michigan Avenue from Clark to Maple Streets. The downtown is comprised of a number of traditional 2-story commercial buildings with mixed-use potential. Other than this, only a few scattered commercial locations exist in the Village, including: Burtch Road south of South St.; Lake Street north of Wimple St., Lafayette St. south of South St.; and the northwest corner of Michigan and Mt. Hope Road.

## **INDUSTRIAL**

In general, light industrial uses are concentrated south of the central business district. Other industrial uses are located south of South Street on Burtch Road (storage facility and junkyard).

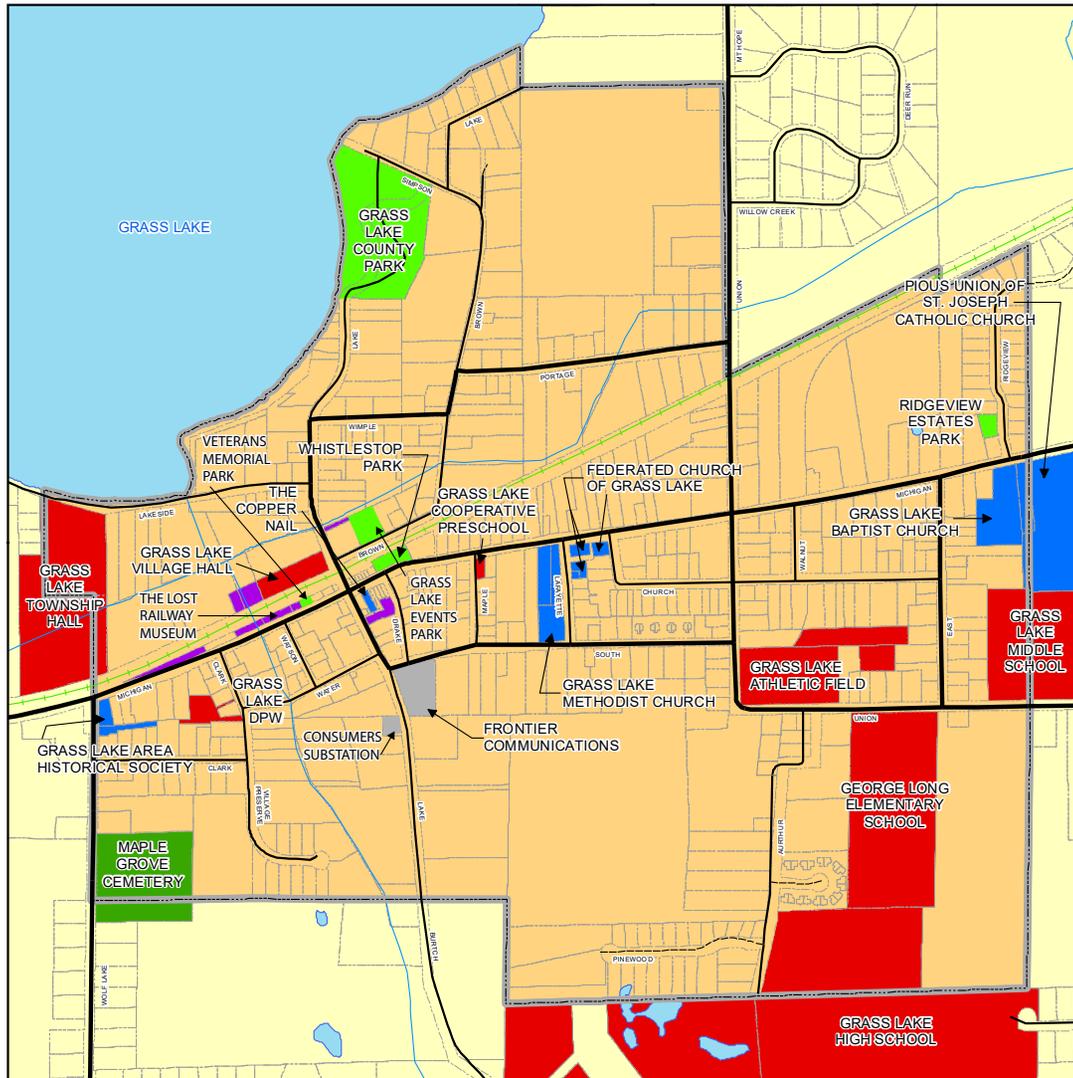
## **PUBLIC/QUASI-PUBLIC**

Public and semi-public land uses are scattered throughout the Village, including two neighboring churches on East Michigan Avenue at Lafayette Street and several school properties

in the east-southeast section of the Village. Parks and recreation land uses include the Grass Lake County Park on the east side of the Lake, as well as the Grass Lake Community Events Park just north of the downtown on Brown Street.

This area also includes Village of Grass Lake municipally owned properties (Department of Public Works facility near Clark and Lake Streets, the Village Hall and Maintenance Barn west of North Lake Street), Grass Lake Township properties (Township Hall on Lakeside Drive), as well as a privately-owned facility (Frontier Internet service facility) on the corner of South Lake Street and South Street.

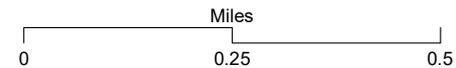
# COMMUNITY FACILITIES



## GRASS LAKE AREA Community Facilities

### LEGEND

- SCHOOLS AND GOVERNMENTAL INSTITUTIONS
- RELIGIOUS AND OTHER SERVICE ORGANIZATIONS
- UTILITIES AND TRANSPORTATION
- PUBLIC AND PRIVATE PARKS
- CEMETERIES
- GRASS LAKE OWNED PROPERTIES



Source: Region 2 Planning Commission

# COMMUNITY FACILITIES



Grass Lake Community Events Park



Grass Lake High School

## SCHOOLS, PARKS, AND RECREATION

The George Long Elementary School lies in the southeast corner of the Village and serves the entire Grass Lake School District for students from kindergarten through sixth grade. Grass Lake Middle School lies east of George Long Elementary School and outside the Village limits. The new Grass Lake High School is South of the Elementary School, along Warrior Trail.

The Village has several parks, two of which are located on Michigan Avenue in the downtown area. VFW Memorial Park lies just east of the Village Offices and district library. Whistlestop Park, a restored railroad depot and surrounding park, is used for private and community events. Grass Lake County Park, on 8.9 acres south of Simpson Street next to the lake, has facilities for boating and picnicking.

The largest concentration of parks and recreational uses is associated with the George Long Elementary School and its accessory playgrounds and ball fields. Tennis courts, a baseball field, and exercise area are located behind the Grass Lake Township Hall on Lakeside Drive.

In addition, Village residents have easy access to nearby parks, including Waterloo Recreation Area, lying 5 miles to the north; W.J. Hayes State Park in the Irish Hills Area, 15 miles to the southwest; Dahlem Environmental Center, Cascades Park, and Ella Sharp Park and Museum, approximately 15, 10 and 10 miles respectively to the southwest and west; and the Sharonville State Game Area, which lies 5 miles to the southeast.

## FIRE AND POLICE PROTECTION

The Village receives its fire protection from the Grass Lake Township Fire Department- a 25-member, volunteer crew. The Fire Station is located in the township on East Michigan Avenue, just 1/2 mile east of the village limits

Police protection is contracted with the Jackson County Sheriff's Department, which provides one full-time officer to the Village. When this officer is off-duty, police protection is provided on an on-call basis by the Sheriff's office and the Michigan State Police.

# COMMUNITY FACILITIES

## HEALTH CARE

Located half a mile east of the Village on East Michigan Avenue, Grass Lake Medical Center provides family practice services, with three doctors and several allied health professionals on its staff. Grass Lake Chiropractic Center is located on West Michigan Avenue, and a dental facility serving the Grass Lake area is currently located on East Michigan Ave.

The Village lies nearly equidistant between Chelsea Community Hospital, approximately 12 miles to the east, and Henry Ford Allegiance in Jackson, approximately 10 miles west of Grass Lake. Major surgical operations and specialized care are also available in Ann Arbor at the University of Michigan Medical Center, St. Joseph Mercy Hospital, and the V.A. Hospital.

Henry Ford Allegiance Health plans to build an outpatient surgery center along the I-94 corridor in the area of Mt. Hope and Knight roads in Grass Lake Township. The development will include multiple phases. The first phase includes a 17,800 SF facility to be completed in July 2020.

## SEWER AND WATER SERVICES

In 1995 two new wells and pumping stations were installed in the Village's water system, which services the entire Village area. In 1994, a sanitary sewer system was installed within the Village boundaries, Individual hookups were mandatory by December 1995.

## LIBRARY

The Village is served by the Grass Lake branch of the Jackson District Library. The library is located on West Michigan Ave, west of South Lake Street. The building is owned by the Village, and leased by the library.

## HIGHER EDUCATION

Village residents have access to many private and public institutions within 50 miles, including Jackson College, Washtenaw Community College, Baker College, University of Michigan, Eastern Michigan University, and Michigan State University.

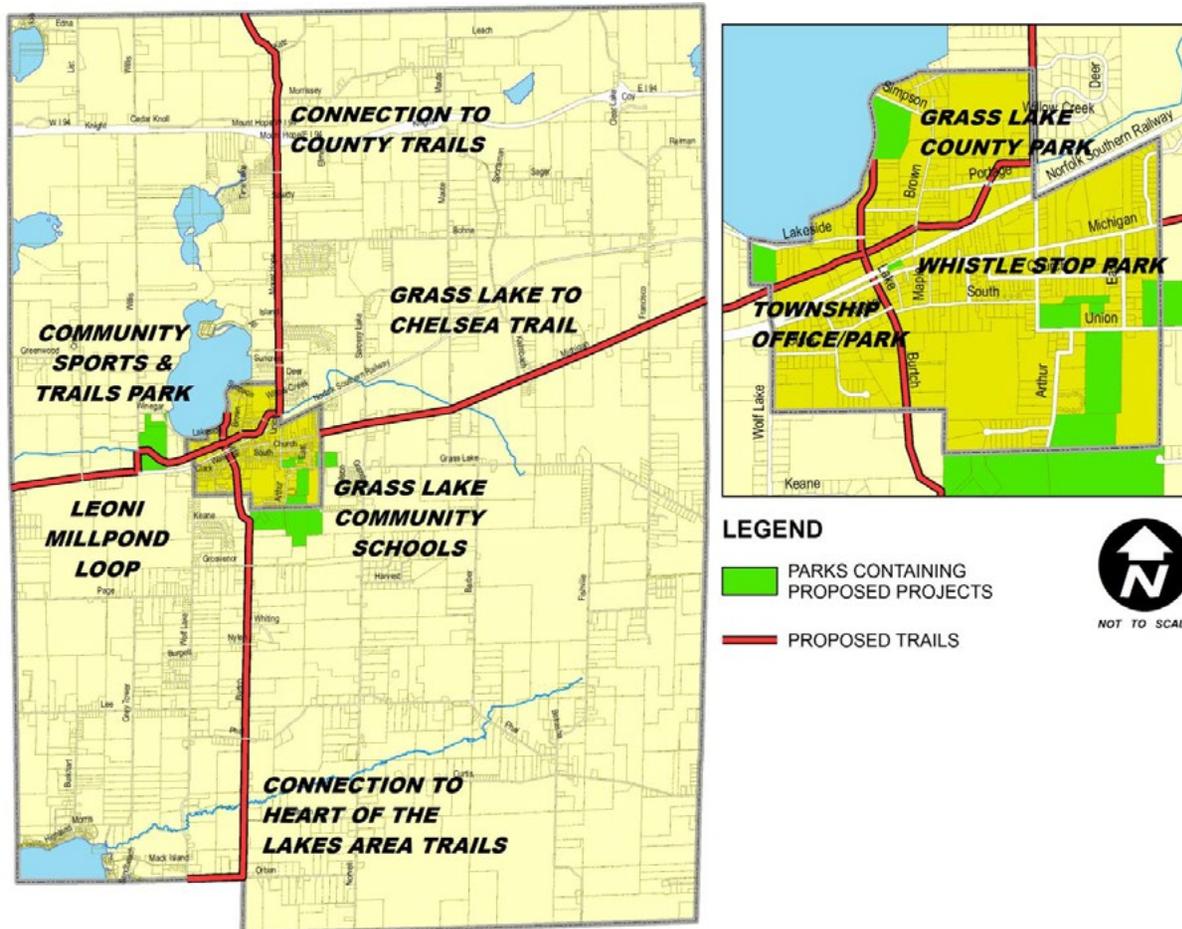


Grass Lake Park



Jackson District Library- Grass Lake Branch

# PLANNED PARKS AND RECREATION PROJECTS



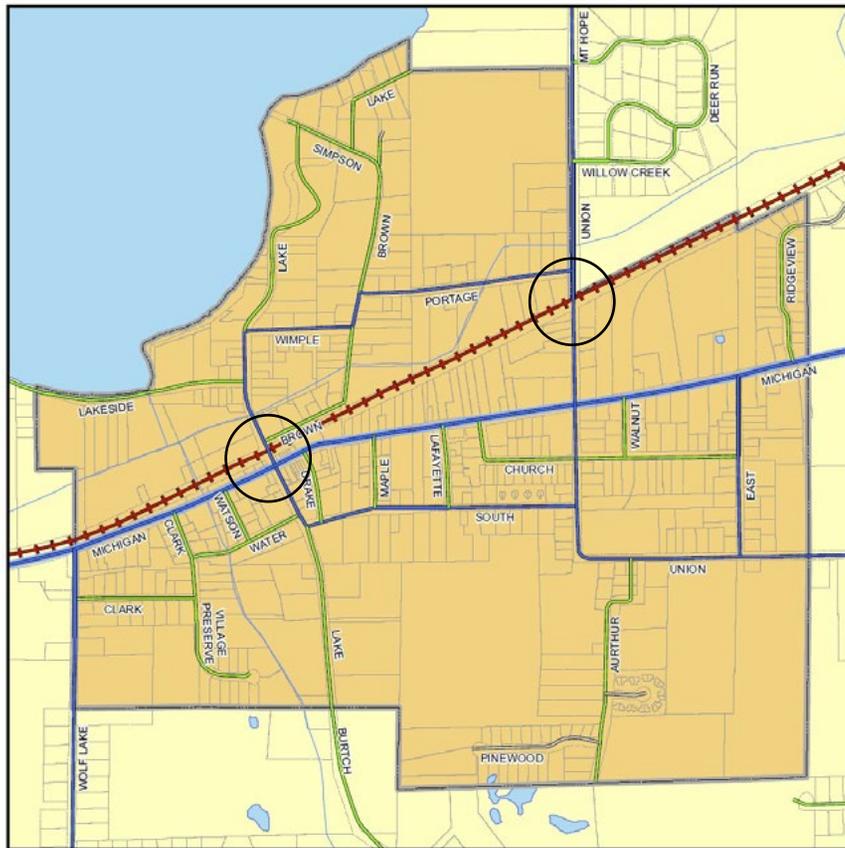
Source: Grass Lake Area Recreation Plan (2016-2020)

## PLANNED PROJECTS

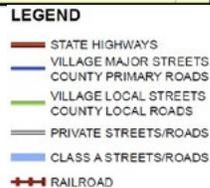
The following maps were taken from the Grass Lake Area Recreation Plan (2016-2020), in order to set the context in which the current Master Plan is being built.

- Community Sports & Trails Recreation Park
- Township Office/Park
- Grass Lake County Park
- Whistlestop park
- Grass Lake Community Schools Campus
- Non-Motorized Trails

# TRANSPORTATION



**VILLAGE OF GRASS LAKE  
TRANSPORTATION**



Source: Region 2 Planning Commission

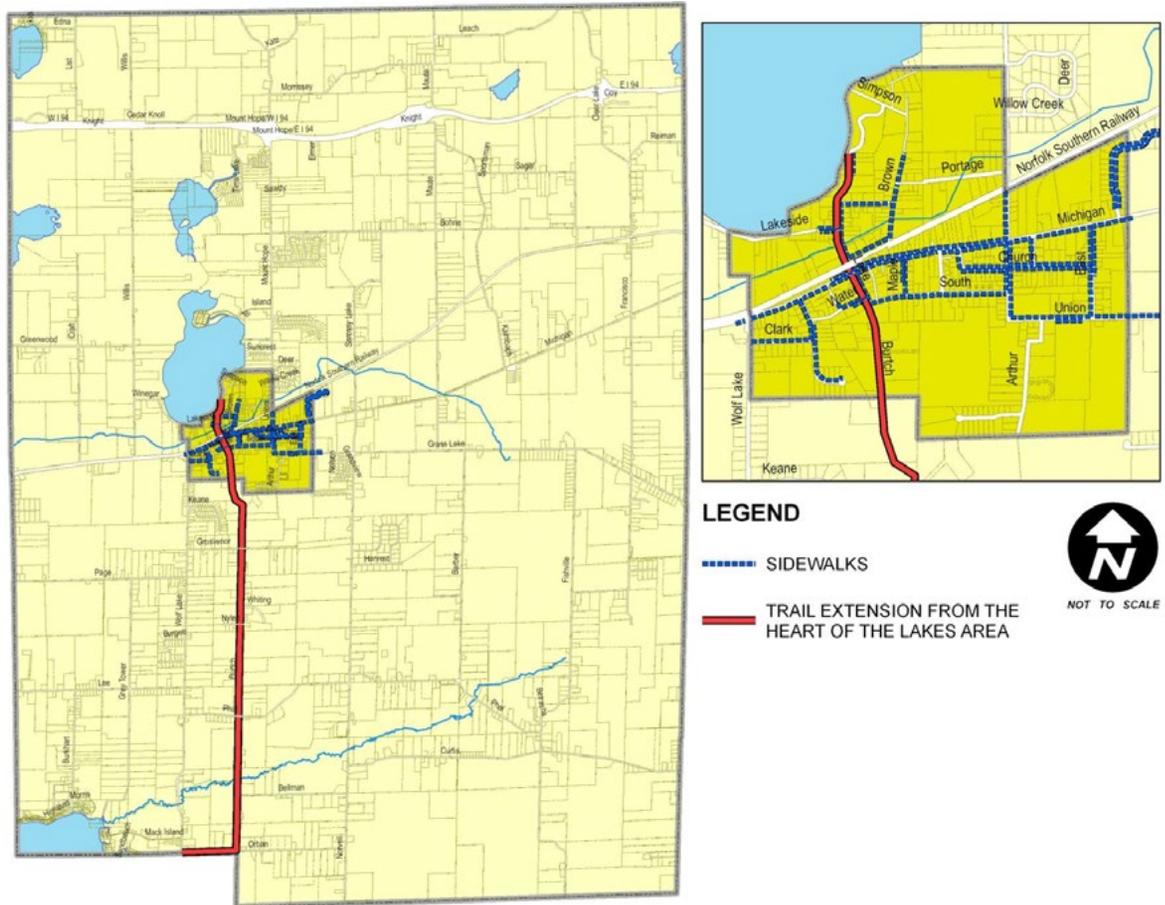
## TRANSPORTATION

- **State highway:** I-94 crosses the Township north of the Village
- **Major streets include:** Michigan Ave, Union St, Lake St, Wolf Lake Rd, Drake St, South St, East Ave, Mt. Hope Rd, Wimple St, Portage St
- **Railroad:** Owned by the State of Michigan and operated by both the Norfolk Southern Railway system and Amtrak.

## TRAFFIC COUNTS

- From traffic counts taken in 2010, AADT along major arteries like Michigan Avenue and Union Street/Mt. Hope Road varies from 2,000-2,500.

# NON-MOTORIZED FACILITIES



Source: Grass Lake Area Recreation Plan (2016-2020)

# NON-MOTORIZED PLAN

## OVERVIEW & FUNDING

### Section 1

## Overview + Process



The City of Jackson, Jackson County and several communities within the County have been working to improve walking and biking conditions for many years. A particular focus has been the construction of the Falling Waters Trail, Martin Luther King Jr. Equality Trail and Mike Levine Lakelands Trail State Park. This study builds on numerous regional, county, and local plans and studies. It also incorporates many of the significant nonmotorized improvements that have been made throughout the County in recent years. This plan is the logical next step providing the first ever detailed, county-wide, holistic, and strategic implementation plan for nonmotorized improvements.

This Nonmotorized Plan seeks to lay out a vision for a connected network that will serve those who want to walk, bike, ride and drive. The Plan focuses on the modes that have traditionally received less attention including biking and walking. The Plan is both visionary and pragmatic with near-term recommendations and a long-term vision that reflect desires and priorities driven by stakeholder input. Flexibility is built into the plan given the rapidly changing nature of transportation.

## Priority Trail Funding Strategy

	Source	What's Funded	Amounts	Match	Timing
Federal	<b>Transportation Alternative Program (TAP)</b>	<ul style="list-style-type: none"> <li>Crossing Improvements</li> <li>Trails in right-of-way</li> <li>Trails with strong transportation potential</li> </ul>	<ul style="list-style-type: none"> <li>Approx. \$30 million annually statewide</li> <li>\$200,000 min. grant amount</li> <li>Can commit to multi-year funding</li> </ul>	<ul style="list-style-type: none"> <li>20% minimum</li> <li>&gt;50% to be competitive</li> <li>Match with state and local sources</li> </ul>	<ul style="list-style-type: none"> <li>Three deadlines each year</li> <li>Tentative decisions made three months after deadlines</li> </ul>
	<b>Safe Routes to School (SR2S)</b>	<ul style="list-style-type: none"> <li>Sidewalks</li> <li>Crossing Improvements</li> </ul>	<ul style="list-style-type: none"> <li>Approx. \$3 million annually statewide</li> <li>Up to \$10,000 per school</li> </ul>	<ul style="list-style-type: none"> <li>None required</li> </ul>	<ul style="list-style-type: none"> <li>Same as TAP</li> </ul>
State	<b>Michigan Resources Trust Fund (MRTF, Trust Fund)</b>	<ul style="list-style-type: none"> <li>Recreational trails</li> <li>Trail amenities</li> <li>Property acquisition</li> </ul>	<ul style="list-style-type: none"> <li>Approx. \$23 million annually statewide</li> <li>\$15,000 to \$300,000 grant amount for improvements, acquisition not capped</li> </ul>	<ul style="list-style-type: none"> <li>25% minimum</li> <li>&gt;40% to be competitive</li> <li>Match with federal and local sources</li> </ul>	<ul style="list-style-type: none"> <li>April 1 each year</li> <li>Decisions 12-18 months after grant submission</li> </ul>
	<b>Iron Belle Trail Fund</b>	<ul style="list-style-type: none"> <li>Completion of the Iron Belle Trail</li> </ul>	<ul style="list-style-type: none"> <li>Not set amounts but competitive</li> </ul>	<ul style="list-style-type: none"> <li>Match with federal and local sources</li> </ul>	<ul style="list-style-type: none"> <li>Not a set deadline</li> </ul>
Local	<b>Act 51 Sec. 10k</b>	<ul style="list-style-type: none"> <li>Planning, education &amp; construction in right-of-way</li> </ul>	<ul style="list-style-type: none"> <li>Approximately \$23,000 each year</li> </ul>	<ul style="list-style-type: none"> <li>None required</li> </ul>	<ul style="list-style-type: none"> <li>Yearly planning process</li> </ul>
	<b>General Fund, Millages, TIFA / DDA</b>	<ul style="list-style-type: none"> <li>General funds are flexible</li> <li>Millages typically are restricted</li> <li>Tax Increment Finance Authority/ Downtown Development Authority funds are tied to a specific area</li> </ul>	<ul style="list-style-type: none"> <li>Varies</li> </ul>	<ul style="list-style-type: none"> <li>Typically, some match required</li> </ul>	<ul style="list-style-type: none"> <li>Varies</li> </ul>
	<b>Foundations &amp; Businesses</b>	<ul style="list-style-type: none"> <li>Typically have specific criteria</li> <li>Special purpose funds can be created</li> </ul>	<ul style="list-style-type: none"> <li>Varies</li> </ul>	<ul style="list-style-type: none"> <li>Typically, some match required</li> </ul>	<ul style="list-style-type: none"> <li>Varies</li> </ul>

# NON-MOTORIZED PLAN

## GRASS LAKE



### Grass Lake

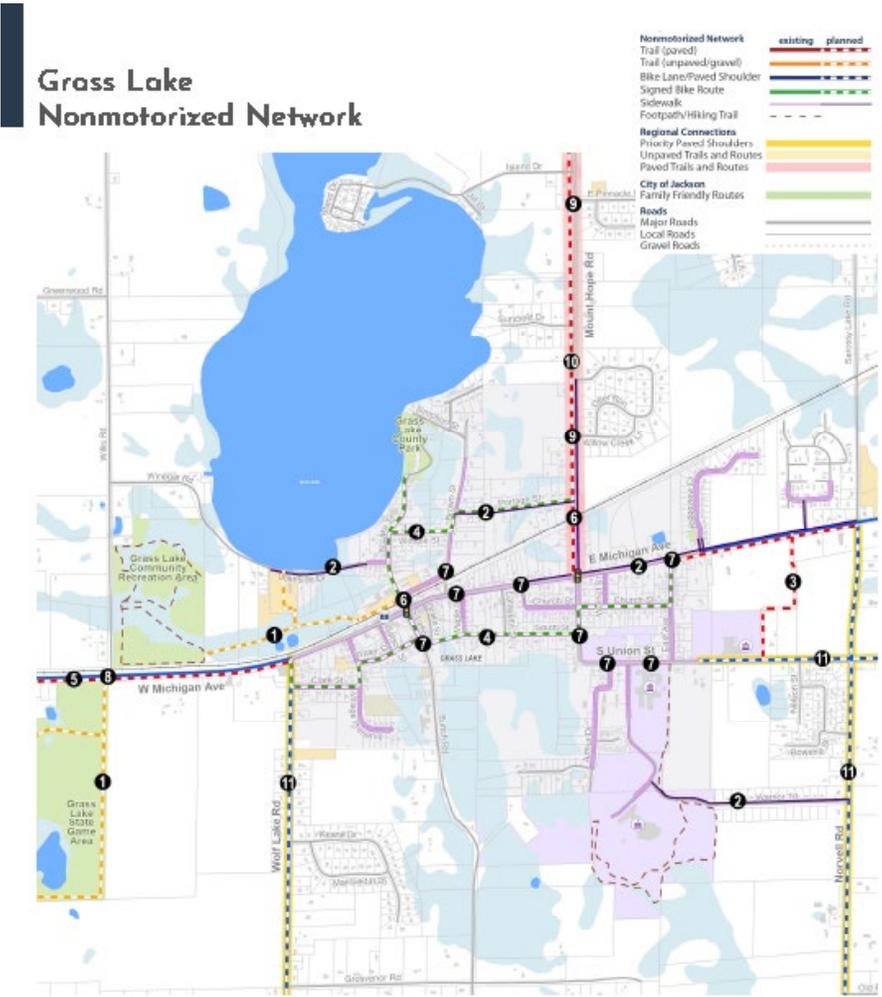
The Village of Grass Lake has a walkable downtown with nearby parks, schools and neighborhoods to connect. The Waterloo-Pinckney Rec Area is a major bicycle destination to the north.

- ### Priorities
- Completing sidewalk gaps
  - Improve crosswalks so they are compliant with the Americans with Disabilities Act and provide safe routes to schools
  - Improve railroad crossings for people who walk and bike
  - Provide trail connections to the Waterloo-Pinckney Recreation Area and to new subdivisions on the edge of town
  - Provide a trail connection along Mount Hope Road connecting to the Waterloo-Pinckney trailhead and future medical center near I-94



Whistlestop Park Depot in Grass Lake

- 1 Provide foot paths between parks and downtown
- 2 Complete sidewalk gaps along Michigan Avenue, Warrior Trail, Portage Street and Lakeside Drive
- 3 Work with landowners to provide connection from Michigan Ave to Grass Lake Middle School
- 4 Local road bike route on Clark, Water, South, Church, Lake, Brown, Portage and Union Streets
- 5 Sidepath connection to Breezy Lane
- 6 Improve railroad crossings
- 7 Improve crosswalks - detectable warning, curb ramps, high visibility marking, in-road pedestrian signs or rectangular rapid flash beacons to help slow traffic in the downtown and along school routes
- 8 Crosswalk with rectangular rapid flash beacon
- 9 New crosswalk - provide access to trail from neighborhoods
- 10 Sidepath along west side of Mount Hope Road
- 11 Paved shoulders on Wolf Lake Road, Norvell Road and Grass Lake Road



# NON-MOTORIZED PLAN

## MT. HOPE ROAD

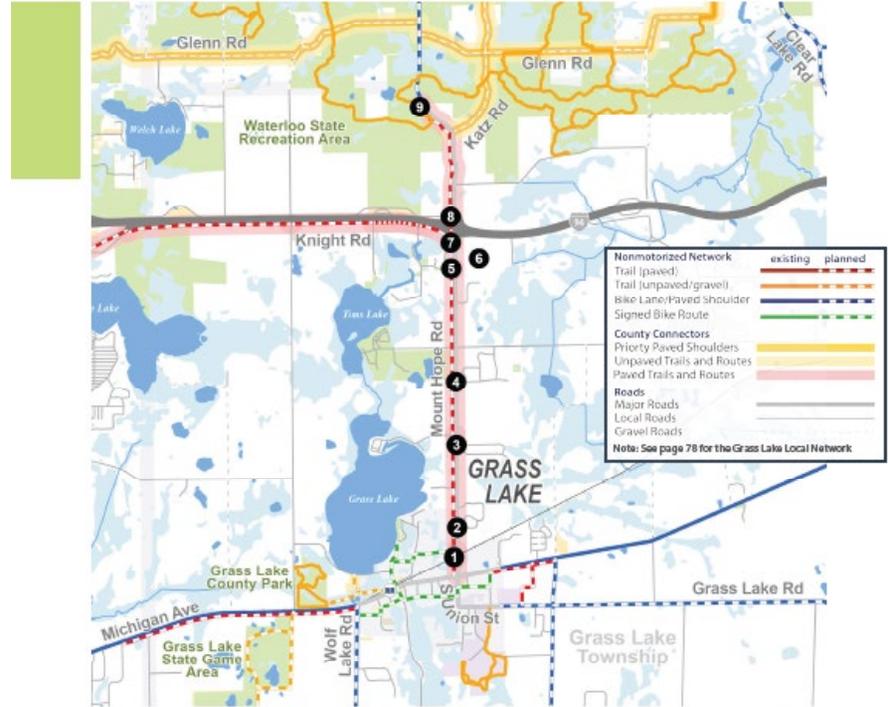


1

### Mount Hope Road Sidepath

Sidepath connection between the Village of Grass Lake and Waterloo State Recreation Area using right-of-way along Mount Hope Road.

<b>Length</b>	3.7 miles
<b>Surface</b>	Paved Sidepath
<b>Right-of-Way</b>	Parallels Mount Hope Road
<b>Public Input</b>	Priority. The desire to connect to subdivision off Mount Hope Road and to new Henry Ford Allegiance Health care facility planned near I-94.
<b>Ownership</b>	Mostly right-of-way with some private property owners. May require easements with adjacent property owners.
<b>Topography</b>	Swales, utilities and vegetation
<b>Bridges + Boardwalks</b>	Bridge crossing I-94
<b>Road Crossings</b>	Railroad crossing and minor road crossings
<b>Existing Structures</b>	Nothing significant
<b>Magnitude of Cost</b>	<u>\$4.66 Million (Further evaluation needed. Price could vary considerably due to easements.)</u>



### Mount Hope Sidepath Considerations

- 1 Sidepath will require extensive grading, retaining walls and gates at railroad crossing
- 2 Rectangular Rapid Flash Beacon at Willow and Mount Hope Road
- 3 Rectangular Rapid Flash Beacon at Pinnacle and Mount Hope Road
- 4 Rectangular Rapid Flash Beacon at Sand Hill and Mount Hope Road
- 5 Rectangular Rapid Flash Beacon at Deer Run Road and Mount Hope Road
- 6 Provide connection to future health care center
- 7 Marked crosswalk at Knight Road
- 8 Coordinate with MDOT to provide pedestrian bridge over I-94
- 9 Connect to Pinckney-Waterloo trailhead





VILLAGE OF GRASS LAKE  
**2020 MASTER PLAN**