



# Jackson County Planning Commission

Staffed by the Region 2 Planning Commission (R2PC)  
120 W. Michigan Avenue • Jackson, MI 49201  
Phone (517) 788-4426 • Fax (517) 788-4635

## MEETING NOTICE

FOR FURTHER INFORMATION CONTACT:  
Grant E. Bauman  
R2PC Principal Planner  
(517) 768-6711  
[gbauman@co.jackson.mi.us](mailto:gbauman@co.jackson.mi.us)

DATE: May 9, 2019  
TIME: 6:00 p.m.  
PLACE: 5<sup>th</sup> Floor Commission Chambers  
Jackson County Tower Building  
120 W. Michigan Avenue  
Jackson, Michigan 49201

## MEETING AGENDA

1. Call to order and pledge of allegiance
2. Public comment [*3 MINUTE LIMIT*]
3. Approval of minutes  
Approval of the April 11, 2019, meeting minutes [*ACTION*] ..... 3
4. Approval of agenda  
Approval of the May 9, 2019, meeting agenda [*ACTION*]
5. Request(s) for review, comment, and recommendation
  - a. Consideration of township zoning amendment(s)
    - (1) Parma Township [*ACTION*] ..... 7
    - (2) Waterloo Township [*ACTION*] ..... 17
    - (3) Leoni Township [*ACTION*] ..... 33
  - b. Consideration of master plan(s)
    - (1) Waterloo Township [*ACTION*] ..... 55
  - c. Farmland and Open Space Preservation Program (PA 116) application(s) – *None*
6. Other business
  - a. Unfinished business
    - (1) Jackson County Master Plan [*DISCUSSION*] ..... 59
  - b. New business – *None*
7. Public comment [*2 MINUTE LIMIT*]
8. Commissioner comment
9. Adjournment

*The next meeting of the Jackson County Planning Commission is scheduled for May 13, 2019*

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## MEETING MINUTES

April 11, 2019

Jackson County Tower Building • Jackson, Michigan

- Members Present:** Roger Gaede, Environment; Amy Guerriero, Industry and Economics; Nancy Hawley, At Large; Ted Hilleary, Education; Corey Kennedy, Jackson County Board of Commissioners; Jennifer Morris, At Large; and Jim Videto, Agriculture
- Members Absent:** Timothy Burns, At Large; and Russ Jennings, At Large
- Liaisons Present:** Grant Bauman, Principal Planner
- Others Present:** Kevin Thompson and Dan Decker

- Item 1. **Call to Order and Pledge of Allegiance.** The meeting was called to order at 6:00 p.m. by Chair Guerriero. Those in attendance rose and joined in the Pledge of Allegiance.
- Item 2. **Public Comment.** There was no public comment.
- Item 3. **Approval of Minutes.** A motion was made by Comm. Videto, and seconded by Comm. Hawley, to **approve** the minutes of the March 14, 2019, meeting as presented. *The motion was approved unanimously.*
- Item 4. **Approval of the Agenda.** A motion was made by Comm. Kennedy, and seconded by Comm. Morris, to **approve** the April 11, 2019, meeting agenda as presented. *The motion was approved unanimously.*
- Item 5. **Request(s) for Review, Comment, and Recommendation.**
- Consideration of Township Zoning Amendment(s).**
  - Consideration of Township Zoning Amendment(s).** None.
- (1) **CZ #19-04 – Blackman Township**

Staff summarized his report regarding the proposed partial rezoning of the subject property—known as Parcel ID# 000-08-20-152-002-01 and located in Section 20 (T2S-R1W) of the Township—from ‘Suburban Residential (RS-1)’ to ‘Agricultural (AG-1)’, noting that it does not conform to the *Blackman Township Master Plan* recently approved by the Township’s planning commission (please see the staff report). Staff also provided a letter from the owner of the subject property consenting to the rezoning. County Planning Commissioners were advised to recommend disapproval of the rezoning request.

Kevin Thompson, attorney for the applicant, Landmark Property Group, LLC, spoke in favor of the rezoning, noting that the master plan is a broad stroke that does not take into account individual properties. He stated that the portion of the property proposed for rezoning is currently farmed, that the majority of the property is already zoned ‘AG-1’, and it makes no sense to have two zoning districts cover the

same property. He also mentioned that the purchase of the property is contingent upon the rezoning of the property. Comm. Kennedy asked about the proposed use. Mr. Thompson replied that it will allow the consolidation of a business that currently takes place at a couple of locations and that it will not be mined. Comm. Gaede clarified that sanitary sewer service is available, according to the staff report. Comm. Morris asked why the northern portion of the property, already zoned 'AG-1', couldn't be utilized. Mr. Thompson replied that it is too wet.

Dan Decker, Blackman Township Planning Commission Chair, also spoke in favor of the rezoning. He stated that although deference is given to the master plan, he was under the impression that the planning commission is not handcuffed by it. He noted that the property has been farmed, that the rezoning is consistent with the proposed use, and that there is no conflict with the 'office/research' use recommended by the master plan. Comm. Morris wondered why the master plan shows 'office/research' if it is too wet to be developed. Comm. Guerriero noted that the original 'office/research' designation was likely a result of the 2008 Smart Zone established in Blackman Township. Comm. Videto stated that it makes total sense to rezone, but that he understood the staff position. Comm. Hilleary stated that he does not view the rezoning as being disadvantageous to neighboring properties. Comm. Morris wondered what other future land use designation could be applied to the property and if a conditional rezoning was considered.

A motion was made by Comm. Kennedy, and seconded by Comm. Hawley, to recommend approval of the proposed 'AG-1 (Agricultural)' rezoning request to the Blackman Township Board. *The motion was approved by majority vote with Comm. Morris voting no.*

**(2) CZ #19-03 – Tompkins Township**

Staff summarized its report on the proposed amendments to the *Tompkins Township Zoning Ordinance* regarding 'Solar Energy Systems'. County Planning Commissioners were advised to recommend approval with comments of the proposed amendments (please see the staff report).

A motion was made by Comm. Gaede, and seconded by Comm. Hilleary, to recommend approval with staff comments of the text amendments to the Tompkins Township Board (please see the staff report). *The motion was approved unanimously.*

- b. **Consideration of Master Plan(s).** None.
- c. **Farmland & Open Space Preservation Program (PA 116) application(s).** None.

Item 6. **Other Business.**

a. **Unfinished Business.**

- (1) **Municipal Master Plans.** Staff announced receipt of notices of master plan adoption in Napoleon and Rives Townships.
- (1) **Jackson County Master Plan.** Staff summarized his staff report which outlines the progress made on the master plan since the last JCPC meeting (please see the staff report). A write-up of the historical context of Jackson County was also distributed.

Comm. Hawley requested that Stockbridge Community Schools be labeled on the 'Public District and Schools' map. Comm. Gaede noted that the 'Watersheds' map illustrates why Jackson County was referred to in history as the land of falling waters.

b. **New Business.**

- Item 7. **Public Comment.** There was no public comment.
- Item 8. **Commissioner Comment.** There was no public comment.
- Item 9. **Adjournment.** The meeting was adjourned by Chair Guerriero at 7:10 p.m.

Respectfully submitted by:  
Grant Bauman, Recording Secretary

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# Jackson County Planning Commission

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120 W. Michigan Avenue • Jackson, MI 49201  
Phone (517) 788-4426 • Fax (517) 788-4635

## COORDINATED ZONING REPORT | #19-05

**To:** County Planning Commissioners  
**From:** Grant E. Bauman  
**Date:** May 9, 2019

### Proposal: 'Recreational Marihuana Establishments' in Parma Township

#### The Request and Background Information

The Parma Township Planning Commission proposes amendments to the *Parma Township Zoning Ordinance* pertaining to the regulation of 'Recreational Marihuana Establishments'. The proposed amendments will do the following:

- Define **Marihuana, Permit, and Person** as well as the following types of **Marihuana Establishments: Marihuana Processor, Marihuana Secure Transporter, Marihuana Grower, Marihuana Retailer, Marihuana Safety Compliance Facility, Marihuana Retailer, and Marihuana Micro-business.**
- Add the following as conditional uses in the Agricultural (AG-1) district: **Marihuana Grower – Class C (Recreational), Marihuana Processor (Recreational); Marihuana Secure Transporter (Recreational); and Marihuana Retailer (Recreational).**
- Provide the ability to create a **Marihuana Overlay (MO) District** on properties in the General Commercial (C-1) and Highway Service Commercial (C-2) districts that abut or have direct access to a Class A Road and allow **Provisioning Centers and Marihuana Retailers (Recreational)** as conditional uses in the overlay district.
- Specify that **Commercial Medical Marihuana Facilities** must comply with the Medical Marihuana Facilities Licensing Act (PA 281 of 2016) and other applicable rules/law and that **Medical Marihuana Establishments (Recreational)** must comply with the Michigan Regulation and Taxation of Marihuana Act (Initiated Law 1 of 2018) and other applicable ordinances/rules/law.

A proposed *Ordinance Authorizing and Permitting Recreational Marihuana Establishments*, a proposed *Marihuana Review Board Ordinance*, an *Application for Permit: Recreational Marihuana Establishment*, and an *Acknowledgement of Authority to Transfer Marihuana Facility of Establishment Permit* form were also submitted by Parma Township. As they are outside of the *Parma Township Zoning Ordinance*, staff did not review or provided any analysis regarding them.

#### Staff Analysis

The Parma Township Planning Commission considered zoning ordinance amendments to address the regulation of 'Recreational Marihuana Establishments'. The proposed amendments would:

- Amend Section 2.1 (Definitions) to add definitions regarding the following types of **Marihuana Establishments: Marihuana Processor, Marihuana Secure Transporter, Marihuana Grower, Marihuana Retailer, Marihuana Safety Compliance Facility, Marihuana Retailer, and Mari-**

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**huana Microbusiness; Marihuana; Permit; and Person.** *[Initiated Law 1 of 2018 should be referenced as the Michigan Regulation and Taxation Act of Marihuana Act rather than the Medical Regulation and Taxation Act of Marihuana Act. The definitions should be grouped under the heading of Recreational Marihuana Establishments or something similar.]*

- Amend Sec. 4.1(C) by adding the following as conditional uses in the Agricultural (AG-1) district: **Marihuana Grower – Class C (Recreational), Marihuana Processor (Recreational); Marihuana Secure Transporter (Recreational); and Marihuana Retailer (Recreational)**. JCPC staff continues to be concerned with allowing yet another another type of standalone commercial use in the ‘Agricultural (AG-1)’ district (i.e., **Marihuana Retailer (Recreational)**).
- Amend Article IV (Zoning District Regulations) by adding Section 4.7 which would provide the ability to create a **Marihuana Overlay (MO) District** on properties in the General Commercial (C-1) and Highway Service Commercial (C-2) districts that abut or have direct access to a Class A Road and allow **Provisioning Centers and Marihuana Retailers (Recreational)** as conditional uses in the overlay district. *[A previous zoning ordinance amendment recommended for approval with comments by the JCPC established Section 4.7 as the **Commercial Medical Marihuana (CMM) Overlay District**. This numbering discrepancy needs to be addressed. State trunkline (i.e. highways) are also built to Class A (i.e., all season) standards. There may also be some confusion as a ‘Provisioning Center’ is defined as a type of Commercial Medical Marihuana Facility.]*
- Amend Sec. 6.7 (Additional Development Requirements for Certain Uses) by adding **Commercial Medical Marihuana Facility and Marihuana Establishments (Recreational)** to the listing of uses for which conditions have been codified. *[The definitions proposed for addition Section 2.1 simply refers to **Marihuana Establishments** rather than **Marihuana Establishments (Recreational)**. Those references should match.]*

**Staff Advisement**

Based upon this analysis, staff advises the Jackson County Planning Commission to recommend **APPROVAL WITH COMMENTS** of the amendments regarding ‘Recreational Marihuana Establishments’ to the Parma Township Board, as long as the concerns identified in the staff report are considered.

**Staff Report Attachment(s):**

- *Background information provided by Parma Township*

Suggested Actions:	
(1)	Recommend <b>APPROVAL</b>
(2)	Recommend <b>DISAPPROVAL</b>
(3)	Recommend <b>APPROVAL WITH COMMENTS</b>
(4)	Take <b>NO ACTION</b>

JCPC Case #: \_\_\_\_\_  
(For JCPC Use Only)

# ZONING AMENDMENT FORM



## JACKSON COUNTY PLANNING COMMISSION (COORDINATING ZONING)

Return to: Jackson County Planning Commission • c/o Region 2 Planning Commission • 120 W. Michigan Avenue • Jackson, Michigan 49201

Please submit the Planning Commission meeting minutes and any reports/exhibits the Commission used to make its recommendation with this form. Use a separate form for each proposed zoning change. Please include a legal description/survey with rezoning requests in addition to the Parcel ID Number.

A copy of this form with the JCPC recommendation will be mailed back to the Clerk, who will return a copy to the JCPC with the Township Board Action.

THE PARMA TOWNSHIP PLANNING COMMISSION submits the following proposed zoning change to the Jackson County Planning Commission for its review, comment, and recommendation:

(ANSWER EITHER A or B)

**A. DISTRICT BOUNDARY CHANGE (REZONING):**

(Provide the legal and popular property descriptions, the Parcel ID Number(s), the number of acres, and the section(s) in which the property is located. Attach additional sheets if more space is needed. Attach a map showing all changes and additions.)

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

1. The above described property has a proposed zoning change FROM \_\_\_\_\_ ZONE TO \_\_\_\_\_ ZONE.

2. PURPOSE OF PROPOSED CHANGE: \_\_\_\_\_  
\_\_\_\_\_

**B. ZONING ORDINANCE TEXT AMENDMENT:**

The following Article(s) and Section(s) is amended or altered: ARTICLE C-1, SEC 1 SECTION C-2, SEC 2, 3 & 4

The NEW SECTION reads as follows: (Attach additional sheets if more space is needed.) \_\_\_\_\_  
\_\_\_\_\_

C. PUBLIC HEARING on the above amendment was held on: month 3 day 6 year 2019

D. NOTICE OF PUBLIC HEARING was published/mailed on the following date: month 2 day 17 year 2019

(Notice must be provided at least fifteen days prior to the public hearing.)

E. THE NEWSPAPER (having general circulation in Township) carrying the NOTICE: SALESMAN - MORNING STAR

The PROPOSED ZONING AMENDMENT described herein was duly considered by the Township Planning Commission and will be forwarded to the Township Board with a recommendation to  APPROVE or ( ) DISAPPROVE. WESTERN EDITIONS

Janette Mead, Recording Secretary 4/11/2019 (enter date)  
9:11 9:11

**JACKSON COUNTY PLANNING COMMISSION (JCPC) ACTION:**

1. Date of Meeting: month \_\_\_\_\_ day \_\_\_\_\_ year \_\_\_\_\_

2. The JCPC herewith certifies receipt of the proposed amendment on the above date and:

- ( ) Recommends APPROVAL of the zoning change
- ( ) Recommends DISAPPROVAL of the zoning change for the reasons stated in the attached letter.
- ( ) Recommends APPROVAL of the zoning change with comments, as stated in the attached letter.
- ( ) Takes NO ACTION.

\_\_\_\_\_ ( ) Chair or ( ) Secretary \_\_\_\_\_ / \_\_\_\_\_ / \_\_\_\_\_ (enter date)

**TOWNSHIP BOARD ACTION:**

1. Date of Meeting: month \_\_\_\_\_ day \_\_\_\_\_ year \_\_\_\_\_

2. The \_\_\_\_\_ Township Board herewith certifies that a legally constituted meeting held on the above date and that the proposed amendment ( ) PASSED, ( ) DID NOT PASS, or was ( ) REFERRED ANEW to the Township Planning Commission.

\_\_\_\_\_  
Township Clerk

**PARMA TOWNSHIP  
NOTICE OF PUBLIC HEARING  
PROPOSED ORDINANCE**

**PROPOSED ZONING MAP AMENDMENT  
FOR A MARIHUANA OVERLAY DISTRICT**

The Parma Township Planning Commission will hold a public hearing on March 6, 2019, at 7:00 p.m., at the Parma Township Hall, 16407 Comdon Road, Albion MI 49224, to consider a proposed amendment to the Parma Township Zoning Ordinance which would create a Marihuana Overlay District.

If adopted, this ordinance would amend the Zoning Map to include the proposed Marihuana Overlay District over certain commercial property within Parma Township. The Zoning Map Amendment has the following sections and catch lines: Section 1: Amends the Zoning Map to include the Marihuana Overlay district, which encompasses all property abutting or with direct access to a Class A road in the General Commercial (C-1) and Highway Commercial (C-2) districts; Section 2: Provides for the severability of the Ordinance if any part is deemed invalid; Section 3: Effectuates the Ordinance as provided by the Michigan Zoning Enabling Act; Section 4: Repeals all conflicting ordinances.

A copy of the proposed map amendment is available for inspection at the Parma Township Hall, 16407 Comdon Road, Albion MI 49224, and also will be available for inspection at the public hearing. Written comments on the proposed map amendment will be received by the Township at the Township Hall prior to the public hearing or at the public hearing. Oral comments may also be made at the public hearing.

Parma Township will provide auxiliary aids or services to individuals with disabilities. Persons needing such services should contact the office of the township clerk by writing or calling the clerk not less than four (4) days before the public hearing.

Donald Spangler  
Parma Township Clerk  
517-629-8277

**PARMA TOWNSHIP  
JACKSON COUNTY, MICHIGAN  
ZONING ORDINANCE AMENDMENT  
ORDINANCE NO. \_\_\_\_\_**

At a regular meeting of the Township Board of Parma Township, Jackson County, Michigan, held at the Parma Township Hall on \_\_\_\_\_, 2019, at \_\_\_\_\_ p.m., Township Board Member \_\_\_\_\_ moved to adopt the following ordinance, which motion was seconded by Township Board Member \_\_\_\_\_:

*An Ordinance to amend the Parma Township Zoning Ordinance, as amended, to provide for the zoning regulation of recreational marijuana establishments; and designate such establishments and operations as special uses; in order to maintain the public health, safety and welfare of the residents and visitors to Parma Township.*

THE TOWNSHIP OF PARMA ORDAINS:

**Section 1. Amendment of Article II, Section 2.1, Definitions:** The Parma Township Zoning Ordinance, Article II, Section 2.1, Definitions, shall be amended to add the following defined terms:

1. “*Marihuana Establishment*” or “*Establishment*” means one of the following:
  - a. “*Marihuana Processor*” as that term is defined in the Medical Regulation and Taxation of Marihuana Act, Initiated Law 1 of 2018 (the “MRTMA”).
  - b. “*Marihuana Secure Transporter*” as that term in the MRTMA.
  - c. “*Marihuana Grower*” including *Class A*, *Class B* and *Class C*, as those terms are defined in the MRTMA.
  - d. “*Marihuana Safety Compliance Facility*” as that term is defined in the MRTMA.
  - e. “*Marihuana Retailer*” as that term is defined in the MRTMA.
  - f. “*Marihuana Microbusiness*” as that term is defined in the MRTMA.
2. “*Marihuana*” means that term as defined in the MTRMA, MCL 333.27953(e).
3. “*Permit*” means a current and valid permit for a Marihuana Establishment issued under the Parma Township Ordinance Authorizing and Permitting Recreational Marihuana Establishments, Parma Township Ordinance No. \_\_\_\_\_, which shall be granted to a Permit Holder only for and limited to a specific Permitted Premises and a specific Permitted Property. Said Permit shall be in addition to the Special Use Permit required to be obtained under this Zoning Ordinance.

4. “*Person*” means a natural person, company, partnership, profit or non-profit corporation, limited liability company, or any joint venture for a common purpose.

**Section 2. Amendment of Article IV, Section 4.1(C), Conditional Uses:** The Parma Township Zoning Ordinance, Article IV, Section 4.1(C), Conditional Uses, shall be amended to add the following conditional land uses in addition to those presently listed in the Agricultural District (AG-1):

1. Marihuana Grower--Class C (Recreational)
2. Marihuana Processor (Recreational)
3. Marihuana Secure Transporter (Recreational)
4. Marihuana Retailer (Recreational)

**Section 3. Amendment to Zoning Ordinance, Article IV, to Add Section 4.7:** Zoning Ordinance Article IV, is amended to add Section 4.7, MO, Marihuana Overlay District, providing as follows:

**Section 4.7    **MARIHUANA OVERLAY DISTRICT****

A.    Purpose

The Marihuana Overlay District (“MO District”) is intended to provide opportunities for the development of certain Medical Marihuana Facilities and Recreational Marihuana Establishments permitted under the MMFLA and MRTMA.

B.    MO District Boundaries; Applications to Rezone

The MO District is established as an overlay zoning district over the C-1 General Commercial District and the C-2 Highway Service District, as designated on the Parma Township Zoning Map, over those areas abutting, or with direct access to, a Class A Road as designated by the Jackson County Department of Transportation. Land located within such overlay district may be developed according to the provisions of the underlying zoning district and according to the provisions of this Section. The Zoning Map shall be amended to visually describe the boundaries of the MO District.

C.    Conditional Uses

The following uses are permitted in the MO District with a conditional use permit granted by the Township Board, after review and recommendation by the Planning Commission, in accordance with the provisions of Article VI – Conditional Uses.

1. Provisioning Center

2. Marihuana Retailer (Recreational)

**Section 4. Amendment of Article VI, Section 6.7, Additional Developmental Requirements for Certain Uses:** The Parma Township Zoning Ordinance, Article VI, Section 6.7, Additional Developmental Requirements for Certain Uses, shall be amended to add the following land uses in addition to those presently listed:

1. Commercial Medical Marihuana Facility. A Commercial Medical Marihuana Facility shall comply with all requirements of the Medical Marihuana Facilities Licensing Act, Public Act 281 of 2016, the Parma Township Ordinance Authorizing and Permitting Commercial Medical Marihuana Facilities, Parma Township Ordinance No. \_\_\_\_\_, and any other applicable rules or law promulgated by an appropriate regulatory body.
2. Marihuana Establishment (Recreational). A Marihuana Establishment shall comply with all requirements of the Michigan Regulation and Taxation of Marihuana Act, Initiated Law 1 of 2018, the Parma Township Ordinance Authorizing and Permitting Recreational Marihuana Establishments, Parma Township Ordinance No. \_\_\_\_\_, and any other applicable rules or law promulgated by an appropriate regulatory body.

**Section 5. Severability:** The provisions of this Ordinance are hereby declared to be severable and if any provision, section or part of this Ordinance is declared invalid or unconstitutional by a court of competent jurisdiction, such decision shall only affect the particular provisions, section or part involved in such decision and shall not affect or invalidate the remainder of such Ordinance, which shall continue in full force and effect.

**Section 6. Effective Date:** This Ordinance shall take effect seven (7) days after publication of a notice of adoption of this Ordinance, unless referendum procedures are initiated under MCL 125.3402. If referendum procedures are initiated, this Ordinance will take effect in accordance with MCL 125.3402.

YEAS: \_\_\_\_\_

NAYS: \_\_\_\_\_

ABSENT/ABSTAIN: \_\_\_\_\_

ORDINANCE DECLARED ADOPTED.

\_\_\_\_\_  
Wendy Chamberlain Township Supervisor

**CERTIFICATION**

I hereby certify that:

1. The above is a true copy of an Ordinance adopted by the Parma Township Board at a duly scheduled and noticed meeting of that Township Board held on \_\_\_\_\_, 2019, pursuant to the required statutory procedures.
2. A summary of the above Ordinance was duly published in the \_\_\_\_\_ newspaper, a newspaper that circulates within Parma Township, on \_\_\_\_\_, 2019.
3. Within 1 week after such publication, I recorded the above Ordinance in a book of ordinances kept by me for that purpose, including the date of passage of the ordinance, the names of the members of the township board voting, and how each member voted.
4. I filed an attested copy of the above Ordinance with the Jackson County Clerk on \_\_\_\_\_, 2019.

ATTESTED:

\_\_\_\_\_  
Donald Spangler, Township Clerk

**NOTICE OF ADOPTION  
ZONING ORDINANCE AMENDMENT  
Parma Township  
Jackson County, Michigan  
ORDINANCE NO. \_\_\_\_**

Please take notice that on \_\_\_\_\_, 2019, the Township Board of Parma Township adopted Ordinance No. \_\_\_\_, which amends the Zoning Ordinance to provide for the regulation of certain recreational marihuana establishments as conditional uses within Parma Township and to establish a Marihuana Overlay District where certain marihuana-related uses may be permitted as conditional uses. Copies of the Zoning Ordinance Amendment may be obtained from Donald Spangler, Parma Township Clerk, at 2388 Eaton Rapids Road, Albion MI 49224.

The Zoning Ordinance Amendment provides, in summary, for the establishment of certain recreational marihuana establishments within Parma Township. The Zoning Ordinance Amendment has the following sections and catch lines: Section 1: Amends Section 2.1 to define “Marihuana Establishment,” “Marihuana Processor,” “Marihuana Secure Transporter,” “Marihuana Grower,” “Marihuana Safety Compliance Facility,” “Marihuana Retailer,” “Marihuana Microbusiness,” “Marihuana,” “Permit,” and “Person”; Section 2: Amends Section 4.1(C) to allow Marihuana Grower—Class C (Recreational), Marihuana Processor (Recreational), Marihuana Secure Transporter (Recreational), and Marihuana Retailer (Recreational) as conditional uses within the Township’s Agricultural District; Section 3: Amends the Zoning Ordinance to include Section 4.7, which establishes the Marihuana Overlay District over all property abutting or with direct access to a Class A road in the General Commercial (C-1) and Highway Commercial (C-2) districts, and to authorizing provisioning centers and marihuana retailers as conditional uses within that district; Section 4: Amends Section 6.7 to require commercial medical marihuana facilities and recreational marihuana establishments to comply with all applicable laws and regulations; Section 5: Provides for severability of the Ordinance if any part is deemed invalid; Section 6: Effectuates the Ordinance as provided by the Michigan Zoning Enabling Act.

Published by Order of the Township Board  
Parma Township, Jackson County, Michigan  
Donald Spangler, Township Clerk  
(517) 206-5011

Publication Date: \_\_\_\_\_, 2019

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# Jackson County Planning Commission

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## COORDINATED ZONING REPORT | #19-06

**To:** County Planning Commissioners  
**From:** Grant E. Bauman  
**Date:** April 11, 2019

### Proposal: 'Solar Energy Systems' and 'Wind Energy Systems' in Waterloo Township

#### The Request and Background Information

The Waterloo Township Planning Commission proposes amendments to the *Waterloo Township Zoning Ordinance* pertaining to the regulation of 'Wind Energy Systems' and 'Solar Energy Systems'. The proposed amendments will do the following:

- Make **Onsite Wind Energy Systems** and **Onsite Solar Energy Systems** Uses Permitted by Right (BR) in all zoning districts.
- Make **Commercial/Utility Photovoltaic Solar Energy Systems** a Special Land Use (S) in all Conservation, Commercial, and Industrial zoning districts.
- Make **Commercial/Utility Wind Energy Systems** a Prohibited Use (-) in all zoning districts.
- Codify standards/conditions for **Onsite Solar Energy Systems** and **Commercial/Utility Photometric Solar Energy Systems**.
- Define **Commercial/Utility Photovoltaic Solar Energy Systems, Habitable Structure, Parcel Tract, Participating Site, Solar Array, and Commercial/Utility Photovoltaic Solar Energy Facility**.

The Township already has a standalone *Waterloo Township Wind Power Ordinance* (#09-12-15-1) which:

- Allows **Onsite Wind Energy Systems** with no towers, or towers ≤100 feet tall, a Permitted Use in all zoning classifications.
- Allows **Onsite Wind Energy Systems** with towers >100 feet tall a Special Land Use in all zoning classifications.
- Prohibits **Commercial Wind Energy Systems**.

#### Staff Analysis

- The proposed amendments to Article 11 and Section 21.02 refer to **Commercial/Utility Photovoltaic Solar Energy Systems** while the proposed amendments to Table 9-2 and Table 9-3 simply refer to **Commercial/Utility Energy Systems**. The amendments to those tables also refer to **Commercial/Utility Wind Energy Systems** while the *Waterloo Township Wind Power Ordinance* simply refers to **Commercial Wind Energy Systems**. *[The terminologies used throughout the ordinances should be consistent. At the very least, Commercial/Utility Energy Systems should be changed to Commercial/Utility Solar Energy Systems in Tables 9-2 and 9-3.]*
- Proposed amendments to Article 9 (Zoning Districts, Regulations, and Map) include:
  - Amending Sec. 9.05 (Permitted Uses in Zoning Districts) as follows:

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- (i.e., Rural Non-Farm (RNF), Low Density Residential (R-1), Medium Density Residential (R-2), High Density Residential (R-3) and Manufactured Housing Community (R-4)).
- Amending Table 9-3 (Permitted Principal Uses in Commercial and Industrial Zoning Districts) by adding the following uses to the listing of uses located at the bottom under **Other Uses Not Listed Above:**
    - **Onsite Wind Energy System** as a Use Permitted by Right (BR) in all of the Commercial and Industrial Zoning Districts (i.e., Local Commercial (C-1), General Commercial (C-2), and Light Industrial (I-1)). *[Please see the note regarding Onsite Wind Energy Systems under Table 9-2.]*
    - **Commercial/Utility Wind Energy System** as a Prohibited Use (-) in all of the Commercial and Industrial Zoning Districts. *[Please see the note regarding Commercial/Utility Wind Energy Systems under Table 9-2.]*
    - **Onsite Solar Energy System** as a Use Permitted by Right (BR) in all of the Commercial and Industrial Zoning Districts.
    - **Commercial/Utility Energy System** as a Special Land Use (S) in all of the Commercial and Industrial Zoning Districts.
  - Amend Article 11 (Standards for Special Land Uses) by adding standards/regulations regarding **Commercial/Utility Photovoltaic Solar Energy Systems** as Section 11.26. The regulations include:
    - Application Requirements:
      - Leased property must be included in a recorded legal agreement.
      - Written evidence of an energy purchaser is required.
      - Minimum site plan requirements are codified.
      - The construction time period, including phasing, must be identified.
      - Property taxes must be paid in full.
    - Site Development Standards:
      - **Setbacks.** A minimum setback at least 50 feet from adjacent parcel property lines is required.
      - **Height.** Solar panels may not exceed a height of 14 feet. Power switchyard heights are limited to the height needed to connect to power transmission lines. Buildings/accessory structures must conform to the height requirements of the underlying zoning district. *[There is no definition for a power switchyard in any of the proposed amendments. There are no regulations regarding building mounted facilities (e.g., prohibitions against exceeding the pertinent maximum building height and the extension of facilities beyond the roof edge).]*
      - **Safety/Access.** Fencing at least 8-feet high is required around the power switchyard. Knock boxes/keys must be provided for locked entrances. Appropriate warning and emergency contact signage is required. *[There are no requirements for fencing around the entire system. The 8-ft height requirement conflicts with the fencing standards in Sec. 20.18.]*
      - **Screening.** A minimum vegetative landscape buffer of 20 feet is required around

accessory mechanical buildings and substations. There are minimum spacing standards for the vegetation, which must obtain a height of 8-feet within 3 growing seasons. Additional screening may be required to protect residential property. At least 33-feet of unobstructed access is required around the entire system. *[Accessory mechanical buildings and substations are the only elements requiring screening, yet they are not defined. Fencing is not allowed as a screening tool. Other municipalities have established more stringent screening requirements.]*

- **Glare.** There is an open-ended prohibition regarding glare.
  - **Utility Grid Connection.** The intended route for connecting to the utility grid must be identified.
  - **Lighting.** Lighting is limited to the minimum necessary, must be down-lit, and cannot extend beyond the perimeter of the system. It can only be used during emergencies or for maintenance/repairs. *[There is no provision for security lighting.]*
  - **Permits.** Necessary permits must be obtained and supplied as part of the application.
  - **Electrical Cabling.** Cabling must be buried, with exceptions.
  - **Drainage.** Natural and existing drainage of the surrounding area shall not be adversely affected and any resulting erosion/flooding is the responsibility of the system.
  - **Noise.** *[There should be noise regulations.]*
  - **Size.** *[There should be size regulations.]*
  - **Telecommunications Interference.** *[There are requirements regarding the mitigation of any telecommunications interference caused by a facility.]*
  - **Escrow Accounts.** Escrow accounts are required for the application process and the decommissioning of the system.
  - **Decommissioning Plan.** A decommissioning plan is required. *[There are no reclamation standards for that plan.]*
  - **Liability Insurance and Immunity.** At least \$4 million in liability insurance, which covers the Township and its officials, is required. A written agreement indemnifying the Township must be submitted.
  - **Solar Access.** *[There should be a disclaimer regarding guaranteed solar access.]*
- Amend Article 20 (General Provisions) by adding standards/regulations regarding **Onsite Solar Energy System** as Section 20.25. The regulations include:
    - **Permits and Plans.** Systems less than 200 square feet do not need any Township permits. Larger systems must submit a site plan (including required information) to the Zoning Administrator. Construction plans are also required for building mounted solar panels >200 square feet.
    - **Height.** Ground-mounted facilities may not exceed a height of 20 feet. Building mounted panels must be attached directly to the contour of the roof/wall and may not extend more than 3 feet above the surface of the roof or extend beyond the surface of the wall.

*[Why is the maximum height greater than that for a commercial/utility photovoltaic solar energy system? How can a wall mounted system not extend beyond the surface of the wall?]*

- **Glare.** Reflection/glare must be directed away from or properly screen adjoining property.
- **Setbacks and Size.** All structural elements must meet the requirements of the underlying zoning district.
- **Safety Requirements.** The Michigan Building Code and other applicable governmental safety requirements must be adhered to. The manufacturer’s warning signage must be posted.
- **Electrical Cabling.** Cabling must be buried.
- **Utility Grid Connection.** Written proof that the property’s electrical supplier has been informed must be submitted to the Township.
- **Agreements.** If the applicant is not the owner of the property, there must be an agreement submitted to the Township.
- **Sales.** Excess power may be sold only to the property’s electrical supplier.
- **Noise.** *[There should be noise regulations.]*
- **Screening.** *[There should be screening regulations.]*
- **Reclamation.** *[There should be reclamation/restoration regulations.]*
- **Solar Access.** *[There should be a disclaimer regarding guaranteed solar access.]*
- Amend Section 21.02 (Definitions) by inserting definitions for **Commercial/Utility Photovoltaic Solar Energy Systems, Habitable Structure, Parcel Tract, Participating Site, Solar Array, and Commercial/Utility Photovoltaic Solar Energy Facility.** *[They are the same definitions included in Section 11.26. However, the last definition in Section 11.26 is listed as **Commercial/Utility Photovoltaic Solar Energy Facility** and contains an extra sentence. The definitions should be placed in one location (most likely Section 21.02). At a minimum, the difference in the last definition on both listings should match.*

**Staff Advisement** – Based upon this analysis, staff advises the Jackson County Planning Commission to recommend **APPROVAL WITH COMMENTS** of the amendments regarding ‘Solar Energy Systems’ and ‘Wind Energy Systems’ to the Waterloo Township Board, as long as the concerns identified in the staff report are considered.

**Staff Report Attachment(s):**

- *Background information provided by Waterloo Township*

Suggested Actions:	
(1)	Recommend <b>APPROVAL</b>
(2)	Recommend <b>DISAPPROVAL</b>
(3)	Recommend <b>APPROVAL WITH COMMENTS</b>
(4)	Take <b>NO ACTION</b>

**ZONING AMENDMENT FORM**



**JACKSON COUNTY PLANNING COMMISSION  
(COORDINATING ZONING)**

Return to: Jackson County Planning Commission • c/o Region 2 Planning Commission • 120 W. Michigan Avenue • Jackson, Michigan 49201

Please submit the Planning Commission meeting minutes and any reports/exhibits the Commission used to make its recommendation with this form. Use a separate form for each proposed zoning change. Please include a legal description/survey with rezoning requests in addition to the Parcel ID Number.

A copy of this form with the JCPC recommendation will be mailed back to the Clerk, who will return a copy to the JCPC with the Township Board Action.

THE Waterloo TOWNSHIP PLANNING COMMISSION submits the following proposed zoning change to the Jackson County Planning Commission for its review, comment, and recommendation:

**(ANSWER EITHER A or B)**

**A. DISTRICT BOUNDARY CHANGE (REZONING):**

(Provide the legal and popular property descriptions, the Parcel ID Number(s), the number of acres, and the section(s) in which the property is located. Attach additional sheets if more space is needed. Attach a map showing all changes and additions.)

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

1. The above described property has a proposed zoning change FROM \_\_\_\_\_ ( \_\_\_\_\_ )  
ZONE TO \_\_\_\_\_ ( \_\_\_\_\_ ) ZONE.

2. PURPOSE OF PROPOSED CHANGE: \_\_\_\_\_  
\_\_\_\_\_

**B. ZONING ORDINANCE TEXT AMENDMENT:**

The following Article(s) and Section(s) is amended or altered: ARTICLE 9, 11, 20, and 21 SECTION \_\_\_\_\_  
The NEW SECTION reads as follows: (Attach additional sheets if more space is needed.) Sections adding new uses, regulations for Commercial/Utility Photovoltaic Solar Energy Systems and Onsite Solar Energy Systems, and various definitions regarding solar energy systems

C. PUBLIC HEARING on the above amendment was held on: month \_\_\_\_\_ day \_\_\_\_\_ year \_\_\_\_\_

D. NOTICE OF PUBLIC HEARING was published/mailed on the following date: month \_\_\_\_\_ day \_\_\_\_\_ year \_\_\_\_\_  
(Notice must be provided at least fifteen days prior to the public hearing.)

E. THE NEWSPAPER (having general circulation in Township) carrying the NOTICE: \_\_\_\_\_

The PROPOSED ZONING AMENDMENT described herein was duly considered by the Township Planning Commission and will be forwarded to the Township Board with a recommendation to  APPROVE or  DISAPPROVE.

\_\_\_\_\_,  Chair or  Secretary \_\_\_\_\_ / \_\_\_\_\_ / \_\_\_\_\_ (enter date)

**JACKSON COUNTY PLANNING COMMISSION (JCPC) ACTION:**

1. Date of Meeting: month \_\_\_\_\_ day \_\_\_\_\_ year \_\_\_\_\_

2. The JCPC herewith certifies receipt of the proposed amendment on the above date and:

- Recommends APPROVAL of the zoning change
- Recommends DISAPPROVAL of the zoning change for the reasons stated in the attached letter.
- Recommends APPROVAL of the zoning change with comments, as stated in the attached letter.
- Takes NO ACTION.

\_\_\_\_\_, Recording Secretary \_\_\_\_\_ / \_\_\_\_\_ / \_\_\_\_\_ (enter date)

**TOWNSHIP BOARD ACTION:**

1. Date of Meeting: month \_\_\_\_\_ day \_\_\_\_\_ year \_\_\_\_\_

2. The \_\_\_\_\_ Township Board herewith certifies that a legally constituted meeting held on the above date and that the proposed amendment  PASSED,  DID NOT PASS, or was  REFERRED ANEW to the Township Planning Commission.

## Draft Amendments to the Waterloo Township Zoning Ordinance

*Amend by adding to Article 20 GENERAL PROVISIONS; a new subsection:*

### **Section 20.25 ONSITE SOLAR ENERGY SYSTEMS**

Onsite solar energy systems shall be permitted as an Accessory Use to an existing principle structure, or planned in conjunction with a proposed Principal Use and located on a lot or parcel of land in any Zoning District.

These Onsite Solar Energy Systems are designed and constructed to provide and are limited to the primary or supplemental energy needs of a home, farm, commercial or industrial business and public or semi-public use located on a lot or parcel of land.

#### **A. Applications, Permit, and Conditions**

- 1) Township Zoning Compliance Permit and Building Permit are not required for the installation of any On Site solar energy system less than 200 square feet in area.
- 2) For solar panels exceeding 200 square feet, the property owner shall submit a site plan to the Zoning Administrator. The site plan shall include setbacks, panel size and the location of property lines, buildings, fences and road right of ways. The site plan must be drawn to scale.
- 3) Construction plans for the installation of roof and wall mounted solar panels occupying more than 200 square feet shall be presented as an amendment to an existing site development or as part of a proposed site plan development.
- 4) Solar panels installed on ground level shall not exceed twenty (20) feet above ground when oriented to maximum tilt.
- 5) Solar panels may be attached to the roof or walls of a building provided they are attached directly to the contour of the roof or wall of the building. Solar Panels shall not extend more than three (3) feet above the roof line of the building upon which they are located. If the solar panel is mounted on a building in an area other than the roof, no part shall extend beyond the wall on which it is mounted.
- 6) All solar panels shall be located on the ground or on a building, so that the reflection/glare from any solar panel will be directed away from or is properly buffered from adjoining property.
- 7) All structural elements of the Onsite Solar Energy System shall meet all of the applicable requirements of the Zoning District in which they are located.
- 8) Ground or roof mounted solar energy systems shall conform to applicable County, State and Federal Regulations and safety requirements including Michigan Building Code.
- 9) All power transmission lines, wires or conduits from a ground mounted solar system to any building or other structure shall be located underground. If batteries are used as part of the ground mounted system, they must be placed in a secured container or enclosure. Signage will be provided with disconnection procedures for emergency first responders in case of fire or other emergency.
- 10) The Applicant shall inform the Utility Company supplying electric power to the site upon which the Solar Energy System is to be located and furnish the Township with written evidence of the

Applicant's submittal to the Utility Company of this information and the Utility Company's written response to the Applicant's proposed Solar Energy System.

- 11) Should the Applicant be a non-owner of the property, an agreement between the owner and non-owner to permit the installation of the Onsite Solar Energy System shall be submitted as a part of the Applicant's requested installation of a Solar Energy System on the site.
- 12) Net metering or its successors: All energy generated by an Onsite Solar Energy System on the lot or parcel upon which it is located shall be utilized only by the developments located on the lot or parcel, and shall not be extended to adjacent lot and parcel uses and developments, except that any surplus electric power energy produced on a lot or parcel may, by mutual written agreement between the owner of the lot or parcel producing the surplus electric power energy and the public utility company providing electric power to the area in which their lot or parcel is located may be transferred and/ or sold only to that public utility company.
- 13) The manufacturer or installer's identification and appropriate warning signage shall be posted on or near the solar panels in a clearly visible manner.

***Amend Article 21.02 Definitions by adding six new terms, inserted into the alphabetical sequence:***

**Commercial/Utility Photovoltaic Solar Energy Systems:** A solar energy system where the principle design, purpose or use of such system is to provide energy to off-site uses or the wholesale or retail sale of electricity to a person or entity, by the conversion of solar energy through photovoltaic technology to electricity.

**Habitable Structure:** Any existing structure useable for living or non-agricultural commercial purposes, which includes but is not limited to working, sleeping, eating, cooking, recreation, office, office storage, or any combination thereof. An area used only for storage incidental to a residential use, including agricultural barns, is not included in this definition. If it is not clear by these definitions, the Office of Zoning Administration shall make a determination of any structure regarding whether or not it is habitable.

**Parcel Tract:** More than one parcel that are adjoining and have identical ownership. The parcels are considered adjoining even if they are located on opposite sides of a road or Section Line.

**Participating Site:** A property within a parcel or tract that participates in a lease or easement agreement or other contractual agreement, with an entity submitting a Special Lane Use Permit application for the purpose of developing a Commercial/Utility Photovoltaic Solar Energy System.

**Solar Array:** Includes the aggregate solar panels and their structural supports.

**Solar Facility:** The legally defined property including the solar array, accessory structures and ancillary equipment, buffers and access drives. The solar facility will be identified on the approved site plan. The solar facility could be an entire parcel, more than one adjoining parcel, or portions of a parcel or adjoining parcels.

**Amend Article 9 ZONING DISTRICTS, REGULATIONS, and MAP; by Modifying Table 9.2 by inserting four new rows (marked in red) in the category Other Uses Not Listed Above including the permitted categories under each Zoning Districts**

**Table 9-2**

**Permitted Principal Uses in Conservation and Residential Zoning Districts**

PRINCIPAL USES		ZONING DISTRICTS							
		BR = Use Permitted by Right, S = Special Land Use, and - = Prohibited Use							
		PC	A-1	A-2	RNF	R-1	R-2	R-3	R-4
<b>Other Uses Not Listed Above</b>									
1	Public assembly facilities such as, but not limited to, cemeteries, parks, schools, libraries, religious facilities, and museums.	S	S	S	S	S	S	S	-
2	Public facilities not otherwise included in (1) above such as, but not limited to, fire stations, police stations, substations, jails, and public parking lots.	S	S	S	S	S	S	S	-
3	Clubs, lodges, and similar social centered organizations.	S	S	S	S	S	S	S	-
4	Outdoor Wood Fired Boilers (Amended 12/7/09 Ord #09-112-15-2)	-	S	S	S	-	-	-	-
5	Onsite wind energy system	BR	BR	BR	BR	BR	BR	BR	BR
6	Commercial/utility wind energy system	-	-	-	-	-	-	-	-
7	Onsite solar energy system	BR	BR	BR	BR	BR	BR	BR	BR
8	Commercial/Utility energy system	S	S	S	-	-	-	-	-

And modifying Article 9.03 continued by adding four more rows:

**Permitted Principal Uses in Commercial and Industrial Zoning Districts**

	PRINCIPAL USES	ZONING DISTRICTS <sup>1</sup>		
		C-1	C-2	I-1
	<b>Other Uses Not Listed Above</b>			
1	Public assembly facilities such as, but not limited to, cemeteries, parks, schools, libraries, religious facilities, and museums.	S	-	-
2	Public facilities not otherwise included in (1) above such as, but not limited to, fire stations, police stations, substations, jails, and public parking lots.	S	S	S
3	Clubs, lodges, and similar social centered organizations.	S	S	-
4	Onsite wind energy system	BR	BR	BR
5	Commercial/utility wind energy system	-	-	-
6	Onsite solar energy system	BR	BR	BR
7	Commercial/Utility energy system	S	S	S

.....

**Amend Article 9 Section 9.05, Permitted Uses in Zoning Districts. By Inserting after the text in 9.05 C.**

Private solar energy systems are permitted as an accessory use in all Zoning Districts provided that they comply with Section 20.25, and comply with the Waterloo Township Wind Power Ordinance (9-12-15-1)

**Amend Article 9 Section 9.05 B. 2 Special Land Uses by adding:**

Commercial/Utility Solar Energy Systems are permitted in the Pubic Conservation and Agricultural Zones as a Special Land Use provided that they are approved according to the provisions of Article 11.02 and 11.26.

**Further amend Article 11 STANDARDS for SPECIAL LAND USES: by adding a new section 11.26 at the end.**

**Section 11.26 Commercial/Utility Photovoltaic Solar Energy Systems**

Commercial/Utility Photovoltaic Solar Energy Systems are only permitted in the Pubic Conservation and Agricultural Zones as a Special Land Use provided that they are approved according to the general provisions of Article 11.02 and the specific provisions of this Section, 11.26.

The purpose and intent of this ordinance is to establish a process for a Special Use Permit for Commercial/Utility Photovoltaic Solar Energy Systems development in Waterloo Township, for the review and permitting of such facilities, to protect the health, welfare, safety and quality of life of the general public and to ensure compatible land uses in the vicinity of the areas affected by such facilities.

Whenever any provisions of this Ordinance imposes more stringent requirements, regulations, restrictions or limitations than are imposed or required by the provisions of any other law or ordinance, the provisions of this Ordinance shall govern.

**A. Definitions:**

1. **Commercial/Utility Photovoltaic Solar Energy Systems:** A solar energy system where the principle design, purpose or use of such system is to provide energy to off-site uses or the wholesale or retail sale of electricity to a person or entity, by the conversion of solar energy through photovoltaic technology to electricity.
2. **Habitable Structure:** Any existing structure useable for living or non-agricultural commercial purposes, which includes but is not limited to working, sleeping, eating, cooking, recreation, office, office storage, or any combination thereof. An area used only for storage incidental to a residential use, including agricultural barns, is not included in this definition. If it is not clear by these definitions, the Office of Zoning Administration shall make a determination of any structure regarding whether or not if it is habitable.
3. **Parcel Tract:** More than one parcel that are adjoining and have identical ownership. The parcels are considered adjoining even if they are located on opposite sides of a road or Section Line.
4. **Participating Site:** A property within a parcel or tract that participates in a lease or easement agreement or other contractual agreement, with an entity submitting a Special Lane Use Permit application for the purpose of developing a Commercial/Utility Photovoltaic Solar Energy System.
5. **Solar Array:** Includes the aggregate solar panels and their structural supports.
6. **Commercial/Utility Photovoltaic Solar Energy Facility:** The legally defined property including the solar array, accessory structures and ancillary equipment, buffers and access drives. The solar facility will be identified on the approved site plan. The solar facility could be an entire parcel, more than one adjoining parcel, or portions of a parcel or adjoining parcels. If the legally defined property is located within a larger parcel, it is not required that the leased property obtain an approved land division under the Waterloo Township's Land Division, Combination, and Parcel/Lot Boundary Adjustment Ordinance.

**B. Application for Special Land Use Permit requirements for a Commercial/Utility Photovoltaic Solar Energy Systems:**

1. If portion of the parcel is to be leased by the owner for use as a solar facility all property within the participating site must be included in some type of recorded legal agreement specifying the applicable uses for the duration of the project. The proposed lease or other legal agreement(s) between the owner of the parcel and the developer of the participating site must be included in the application for Special Land Use. Any language related to compensation may be redacted.
2. After zoning has been approved, no Commercial/Utility Photovoltaics Solar Energy System shall be installed until written evidence has been submitted to the Township of an energy purchaser.
3. A Commercial/Utility Photovoltaics Solar Energy System special land use permit application must include a complete description of the project including all buildings and accessory structures. Any substations or new transmission lines shall be included in the site plan. The intended route for connecting to the power grid and the alternative locations for any substation must be described.
4. Site plans shall identify all parcels on which the Commercial/Utility Photovoltaic Solar Energy System will be developed, existing and proposed buildings, accessory structures, utilities, transmission lines, solar panels, drainage ways, grades, topographical conditions, regulated wetlands, regulated floodplains, and regulated lakes, streams or ponds. The plans shall include required setbacks, access routes to the participating site that are a part of the proposed facilities, proposed road improvements, any parcels within three hundred (300) feet of the facility, proposed transmission lines to and from Power Switchyards and/or between adjoining properties, proposed signage; and proposed mitigation procedures for dust and erosion control.
5. The application shall include the time period to construct, phasing of construction and anticipated useful life of the facility.
6. All property taxes shall be paid in full before the Township Board considers the application.

**C. The following site and development standards shall apply:**

1. Setbacks: Commercial/Utility Photovoltaic Solar Energy Systems participating array shall be located at least fifty (50) feet from any adjacent parcel property lines.
2. The maximum height of solar panels is 14 feet. This takes into account the rotation of panels to maximize exposure to sunlight throughout the day. The height of the 'power switchyard'—the structure needed to connect the solar energy facility to electric transmission lines—is limited to the height needed to tie into the electric transmission lines. All other buildings/accessory structures must meet the height requirements of the underlying zoning district.
3. Fencing is required around the Power Switchyard and shall be at least eight (8) feet in height.
4. Knox boxes and keys shall be provided at locked entrances for emergency personnel access. Appropriate warning signage shall be placed at the entrance and perimeter of the Commercial/Utility Photovoltaic Solar Energy Systems. The facility operator's emergency contact information and appropriate warning sign shall be posted on or near the panels in a clearly visible manner.
5. Screening:

- a. All Commercial/Utility Photovoltaic Solar Energy Systems shall have a minimum landscape buffer of 20 feet around accessory mechanical buildings and substations. The buffer shall contain evergreen trees or bushes planted no more than 8 feet apart and be a least 4 feet tall at time of planting. The buffer trees shall be expected to grow to a height of 10 feet within 3 growing seasons. The trees may be trimmed but no lower than a height of 10 feet. Additional visual screening may be required to protect adjacent residential property.
    - b. Access: A minimum of 33 feet unobstructed access shall be provided around the entire solar facility and located internal to any fencing.
  - 6. Glare: All Commercial/Utility Photovoltaic Solar Energy Systems shall be designed such that they do not produce glare that would constitute a nuisance to occupants of neighboring properties or to persons traveling neighboring roads.
  - 7. Connection to utility grid: The intended route for connecting to the power grid and the alternative locations of any necessary substation shall be disclosed with the application for Commercial/Utility Photovoltaic Solar Energy Systems.
  - 8. Lighting: Lighting of the large solar energy facility shall be limited to the minimum necessary, supplied with down lighting, and in no case shall any illumination from such lighting extend beyond the perimeter of the solar energy facility. Any lighting on the solar facility shall be turned off unless there is a need for light in an emergency or during maintenance or repairs.
  - 9. In addition to the requirements of this Section, the Township Board may impose additional reasonable conditions on the approval of a Commercial/Utility Photovoltaic Solar Energy Systems as a Special Land Use.
  - 10. All Commercial/Utility Photovoltaic Solar Energy Facilities shall be required to obtain and supply in the application all necessary permits from the Michigan Department of Environmental Quality and any applicable township, county and Federal permits.
  - 11. All necessary legal agreements between the owner of the solar facility and property owners must be in place prior to commencing construction.
  - 12. All medium voltage cable within the solar facility must be buried, with the exception of the power switchyard or within a substation.
  - 13. The construction and maintenance of the solar facility shall not adversely affect the natural and existing drainage of the site or adjacent properties. Any erosion or flooding of property as a result of the construction or operations of a solar facility is the responsibility of the developer/owner of the structures.
  - 14. If the site includes wetlands or flood plains, the applicant shall provide documentation of compliance with all federal state and local regulations.
- D. Application Escrow Account:** An escrow account shall be set up when the applicant applies for a Special Use Permit for a solar facility. The monetary amount filed by the applicant with the Township shall be in accordance with the fee schedule set by the Township Board. These funds are used to cover all reasonable costs and expenses associated with the special use permit and site plan review and approval process, which costs can include, but are not limited to, fees of the Township Attorney and Township Engineer, as well as any reports or studies which the Township anticipates it may be done related to the zoning review process for the particular application. At any point during the zoning review process, the Township may require that the applicant place additional monies into escrow with the Township should the existing escrow amount filed by the applicant prove insufficient. If the escrow account needs replenishing and applicant refuses to do so within fourteen (14) days after receiving notice, the zoning review and approval process shall cease until and unless the

applicant makes the required escrow deposit. Any escrow amounts which are in excess of actual costs shall be returned to the applicant.

- E. Decommissioning Escrow Account:** If a-Special Land Use Permit is approved pursuant to this section, the Township shall require security in the form of a surety bond acceptable to the Township, which will be furnished to the Township in order to ensure full compliance with this section and all conditions of approval. When determining the amount of each required security, the Township may also require an annual escalator or increase based on the Consumer Price Index (or the equivalent or its successor). Such financial guarantee shall be deposited or filed with the Township Clerk after a Special Land Use Permit has been approved but before construction commences on the solar facility. At a minimum, the financial security shall be in an amount determined by the Township to be reasonably sufficient to restore the property to its previous condition prior to construction and operation of the solar facility. Such financial security shall be kept in full force and effect during the entire time that the solar facility exists or is in place, and such financial security shall be irrevocable and non-cancelable.
- E. Decommissioning Plan:** A decommissioning plan is required and shall describe the decommissioning of a solar facility and final restoration conditions of the land within twelve (12) months of abandonment, including evidence of proposed commitments to the owners of leased lots.
- F. Forfeiture of Decommissioning Escrow Account:** The bond is forfeited in the event the operator does not comply with their decommissioning plan within twelve (12) months of one of the following three conditions:
- a. Termination of the lease
  - b. Failure to complete the project
  - c. Inactivity for twelve (12) months
- G. Liability Insurance:** The applicant shall provide and maintain a liability insurance policy to cover property damage for surface and/or subsurface occurrences and bodily injury in an amount not less than Four Million (\$4,000,000.00) Dollars per occurrence, in any combination of primary and umbrella coverage, naming Waterloo Township, its elected officials and appointed officials as additional named insureds and provide a copy of this policy to the Township Clerk prior to starting construction. Said insurance shall provide an endorsement which provides that the general aggregate limit of the operator's commercial and general liability applies to the site. Waterloo Township must be sent a notice of intent to cancel the insurance not less than twenty (20) days before the cancellation thereof. The policy is subject to the review of the Township's attorney prior to acceptance. Failure of the operator, or any persons, firm or corporation named in the policy to maintain the insurance shall be cause for termination of the permit.
- H. Immunity:** The applicant is required to agree in writing, subject to the acceptance of the Waterloo Township Attorney, to defend, indemnify, and hold harmless the Waterloo Township Board of Trustees, and its officers, agents, and employees, against any claims, demands, damages, lawsuits, judgments, costs, liens, losses, expenses, and attorney fees resulting from the installation, construction, repair, replacement, operation, or maintenance of the proposed solar energy facility to the extent caused by the applicant, its contractors, its subcontractors, and the officers, employees, or agents of any of those.
- I. Alteration of approved plans:** Before deviating from approved plans, the applicant shall submit to the Township an application to amend or change the approved plans. The application must contain sufficient information to apprise the Township of the reason and nature of the requested change(s). When the Township receives an application for a change or modification of an existing plan, the

Township Board shall approve or reject the application according to whether or not the application meets the requirements of the Zoning Ordinance. If an application is rejected, the Board shall give the reasons for the rejection in writing.



# Jackson County Planning Commission

Staffed by the Region 2 Planning Commission (R2PC)  
120 W. Michigan Avenue • Jackson, MI 49201  
Phone (517) 788-4426 • Fax (517) 788-4635

## COORDINATED ZONING REPORT | #19-07

**To:** County Planning Commissioners  
**From:** Grant E. Bauman  
**Date:** May 9, 2019

**Proposal:** The rezoning of a property in Leoni Township

### Request

A property is proposed for rezoning to 'Heavy Industrial (M)' from 'Agricultural (AG)'.

### Purpose

The purpose of the request is for 'future economic opportunities' (see the Township's 'Application for Zoning Change or Conditional Use').\*

### Location and Size of the Property

The subject property (ID# 000-14-12-226-001-03) is situated in Section 12 (T3S-R1E) of the Township (see Figure 1). It is located on the south side of Page Avenue, at the eastern Township border with Grass Lake Charter Township, and has an area of approximately 10 acres.

### Land Use and Zoning

**Current Land Use** – A site visit revealed that the subject property is currently vacant. The buildings shown in the aerial photography have been removed (see Figures 4a & 4b), but a new crushed asphalt drive was installed. Residences are located on the properties to the northeast (on the east side of Hay-ball Road). Other parcels to the north and east are agricultural in nature. The vacant property to the south is owned by Leoni Township (and the Leoni Township Wastewater Treatment Plant is located further to the west). The parcel directly to the west is vacant according to Jackson County GIS, but the site visit revealed that a structure is located near the west line of the subject property.

**Future Land Use** – The *Leoni Township Master Plan* places the subject property in an area recommended for 'Agricultural Preservation' (see Figure 2), as are all of the surrounding properties in the Township. The *Grass Lake Charter Township Master Plan* places the property to the east in an area recommended for 'Agricultural' purposes.

**Current Zoning** – The subject property is zoned 'Agricultural (AG)', as are properties to the north and west (see Figure 3). The Grass Lake Township property to the east is zoned 'Single Family Residential (R-2)'. The parcel to the south is zoned 'Heavy Industrial (M)'.

---

\* Please note that the proposed use is listed for informational purposes only. It should not be utilized in making the rezoning decision. Circumstances may change tomorrow which make the proposed use impractical. All of the uses that the proposed zoning designation would allow are pertinent to the rezoning request.

## Public Facilities and Environmental Constraints

**Water and Sewer Availability** – Municipal water service is not provided to the subject property, and there are no plans to extend that service, according to the Township (see the Rezoning Worksheet Form). Sewer service is currently available.

**Public Road/Street Access** – Page Avenue, a paved county local road in this part of Leoni Township, provides direct access to the subject parcel. However, the roadway is not constructed to ‘Class A’ (i.e., ‘all season’) standards east of Ballard Road.

**Environmental Constraints** – The subject property has no known environmental constraints according to the Township (see the Rezoning Worksheet Form).

## Analysis and Recommendation

**Township Planning Commission Recommendation** – The Leoni Township Planning Commission recommends **approval** of the proposed rezoning to ‘M’ (see the Zoning Amendment Form).

**Related JCPC Recommendations** – The parcel located directly to the south of the subject property, and parcels located further to the west (see Figure 1), were considered for rezoning to ‘Heavy Industrial (M)’ by the JCPC in April and December of 2018 (coordinated zoning cases #18-07 and #18-28, respectively). The recommendation made by the Commission for both rezonings was **disapproval**. The parcels owned by Leoni Township were subsequently rezoned (see Figure 1). However, staff was not able to confirm if the other parcel was rezoned.

**JCPC Staff Analysis** – Leoni Township’s Zoning Plan contains the following criteria upon which a rezoning request must be considered:

1. **Is the proposed rezoning consistent with the policies and uses proposed for that area in the Master Plan?**

**No.** ‘Industrial’ uses are not planned for the general area. Although Leoni Township’s future land use map recommends ‘Public/Quasi-Public’ uses for most of a parcel located further to the west (and waste water treatment plants are included in the category description), ‘Agricultural Preservation’ is recommended for the subject property and surrounding parcels in Leoni Township (see Figure 2).

2. **Will all of the uses allowed under the proposed rezoning be compatible with other zones and uses in the surrounding area?**

**No.** Although the Leoni Township Waste Water Treatment Plant is located nearby to the west, no other industrial uses are currently located on surrounding properties. Please see Sec. 42-243 of the Leoni Township Code of Ordinances (attached) for a listing of all of the permitted and conditional uses allowed in the ‘M’ district.

3. **Will public services and facilities be significantly adversely impacted by a development or use allowed under the requested rezoning?**

**Yes.** Page Avenue is not built to ‘Class A’ road standards in this part of Leoni Township and is only classified as a county local road. Water service is not provided to the subject property.

4. **Will the uses allowed under the proposed rezoning be equally or better suited to the area than uses allowed under the current zoning district?**

**No.** Although parcels to the south and further to the west were recently rezoned ‘Heavy Industrial (M)’, the subject property and other parcels to the north and west remain part of an ‘Agricultural (AG)’ district (see Figure 3). The property to the east is part of a ‘Single Family Residential (R-2)’ district in Grass Lake Charter Township.

**JCPC Staff Advisement** – The proposed rezoning does not conform to the *Leoni Township Master Plan*. Although a property further to the west is recommended for ‘Public/Quasi-Public’ uses (likely due to the presence of the Leoni Township Wastewater Treatment Plant), other industrial uses are not proposed in the general area. Page Avenue is only a local county road in this part of Leoni Township and is not built to ‘Class A’ standards. Water service is not available and there are no plans to make it available. The JCPC recommended disapproval of rezoning other adjacent and nearby properties to ‘M’.

Based upon this analysis, staff advises the Jackson County Planning Commission to recommend **DISAPPROVAL** of the ‘Heavy Industrial (M)’ rezoning request to the Leoni Township Board. The Township should also be made aware that the public hearing was noticed improperly. The notice stated that the hearing would be held before the Township’s Zoning Board of Appeals rather than its Planning Commission and the date identified was April 15<sup>th</sup> rather than 17<sup>th</sup>. A new public hearing before the Township’s Planning Commission should be established and noticed properly.

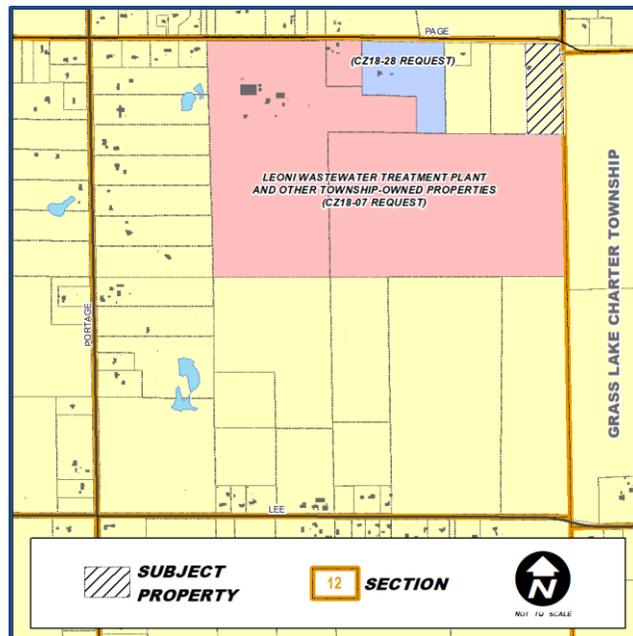
**Suggested Actions:**

- (1) Recommend **APPROVAL**
- (2) Recommend **DISAPPROVAL**
- (3) Recommend **APPROVAL WITH COMMENTS**
- (4) Take **NO ACTION**

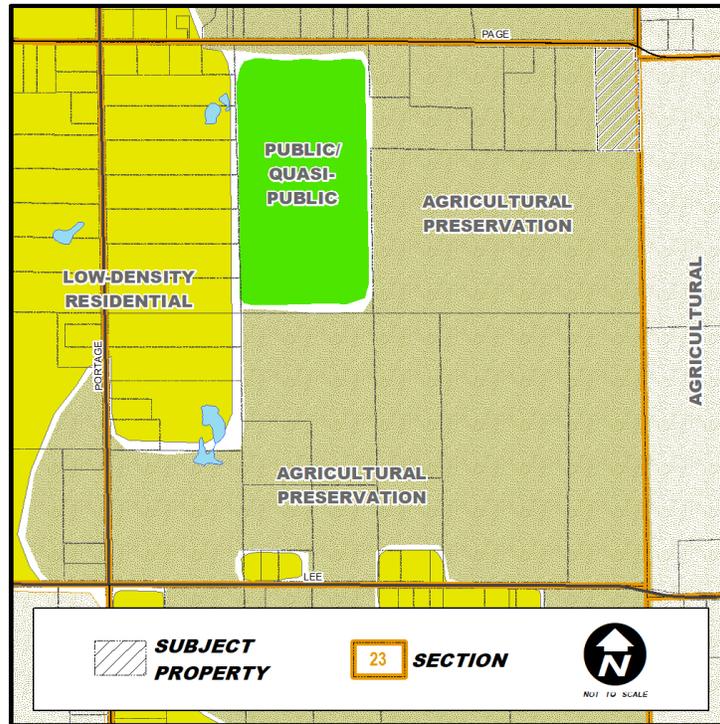
**Staff Report Attachments:**

- Background information provided by Leoni Township
- Sec. 42-243 of the Leoni Township Code of Ordinances

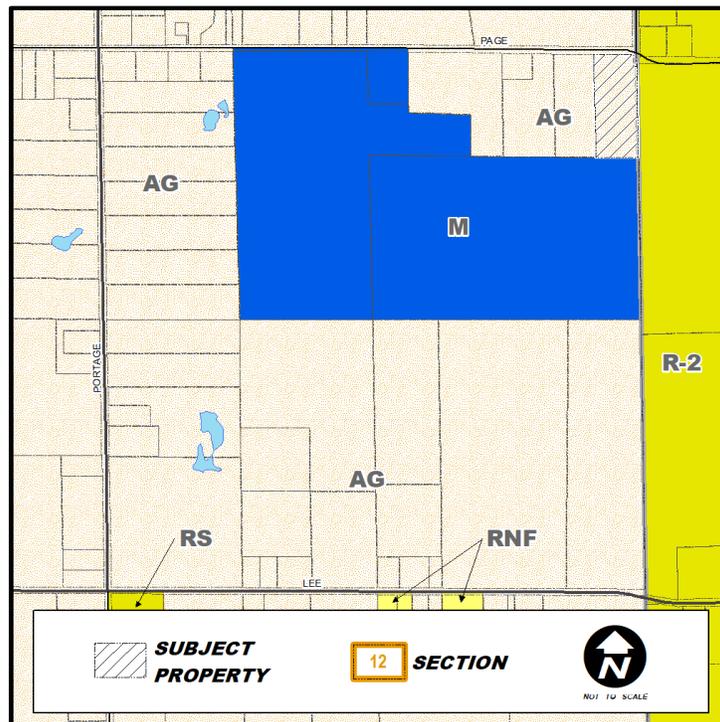
**Figure 1  
Location**



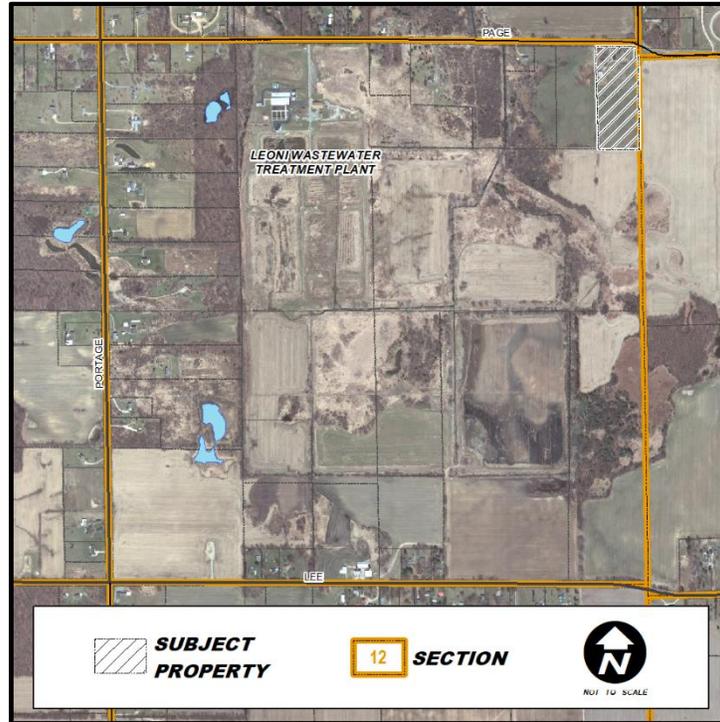
**Figure 2**  
**Municipal Future Land Use**



**Figure 3**  
**Municipal Zoning**



**Figure 4a**  
**Aerial Photo**



**Figure 4b**  
**Aerial Photo**



**ZONING AMENDMENT FORM**



**JACKSON COUNTY PLANNING COMMISSION  
(COORDINATING ZONING)**

Return to: Jackson County Planning Commission • c/o Region 2 Planning Commission • 120 W. Michigan Avenue • Jackson, Michigan 49201

Please submit the Planning Commission meeting minutes and any reports/exhibits the Commission used to make its recommendation with this form. Use a separate form for each proposed zoning change. Please include a legal description/survey with rezoning requests in addition to the Parcel ID Number.

A copy of this form with the JCPC recommendation will be mailed back to the Clerk, who will return a copy to the JCPC with the Township Board Action.

THE Leoni TOWNSHIP PLANNING COMMISSION submits the following proposed zoning change to the Jackson County Planning Commission for its review, comment, and recommendation:

(ANSWER EITHER A or B)

**A. DISTRICT BOUNDARY CHANGE (REZONING):**

(Provide the legal and popular property descriptions, the Parcel ID Number(s), the number of acres, and the section(s) in which the property is located. Attach additional sheets if more space is needed. Attach a map showing all changes and additions.)

000-14-12-226-001-03 10 Acres

Attached

1. The above described property has a proposed zoning change FROM Agriculture (Ag) ZONE TO Heavy Industrial (M) ZONE.
2. PURPOSE OF PROPOSED CHANGE: for economic reasons

**B. ZONING ORDINANCE TEXT AMENDMENT:**

The following Article(s) and Section(s) is amended or altered: ARTICLE \_\_\_\_\_ SECTION \_\_\_\_\_

The NEW SECTION reads as follows: (Attach additional sheets if more space is needed.) \_\_\_\_\_

C. PUBLIC HEARING on the above amendment was held on: month April day 18<sup>th</sup> year 2019

D. NOTICE OF PUBLIC HEARING was published/mailed on the following date: month 3 day 31 year 2019  
(Notice must be provided at least fifteen days prior to the public hearing.)

E. THE NEWSPAPER (having general circulation in Township) carrying the NOTICE: The Salesman Publication

The PROPOSED ZONING AMENDMENT described herein was duly considered by the Township Planning Commission and will be forwarded to the Township Board with a recommendation to  APPROVE or  DISAPPROVE.

John Spence  Chair or  Secretary 4 / 17 / 19 (enter date)

**JACKSON COUNTY PLANNING COMMISSION (JCPC) ACTION:**

1. Date of Meeting: month \_\_\_\_\_ day \_\_\_\_\_ year \_\_\_\_\_

2. The JCPC herewith certifies receipt of the proposed amendment on the above date and:

- Recommends APPROVAL of the zoning change
- Recommends DISAPPROVAL of the zoning change for the reasons stated in the attached letter.
- Recommends APPROVAL of the zoning change with comments, as stated in the attached letter.
- Takes NO ACTION.

\_\_\_\_\_, Recording Secretary \_\_\_\_ / \_\_\_\_ / \_\_\_\_ (enter date)

**TOWNSHIP BOARD ACTION:**

1. Date of Meeting: month \_\_\_\_\_ day \_\_\_\_\_ year \_\_\_\_\_

2. The \_\_\_\_\_ Township Board herewith certifies that a legally constituted meeting held on the above date and that the proposed amendment  PASSED,  DID NOT PASS, or was  REFERRED ANEW to the Township Planning Commission.

\_\_\_\_\_  
Township Clerk

JCPC Case #: 19 - 07  
(For JCPC Use Only)

# REZONING WORKSHEET FORM



## JACKSON COUNTY PLANNING COMMISSION (COORDINATING ZONING)

Return to: Jackson County Planning Commission • c/o Region 2 Planning Commission • 120 W. Michigan Avenue • Jackson, Michigan 49201

Please submit with the "Zoning Amendment Form" for a district boundary change (rezoning), not a text amendment.

Township of: Leoni Township Case #: \_\_\_\_\_  
 Township official we may contact: Kerry Pickett Phone #: (517) 936-2290  
 Applicant: Matthew Baker Phone #: (734) 664-2803  
 Rezoning Request: From: Agricultural (Ag) To: Heavy Industrial (M)  
 Property Location: Section(s): 12 Quarter Section(s):  NW  NE  SW  SE  
 Legal Description and/or Survey Map/Tax Map (please attach)  Yes  No (Please do not use only the Parcel ID Number)  
 Parcel Size (if more than one parcel, label "A" - "Z"): 10 ACRES

Please attach location map  Yes  No  
 What is the existing use of the site? none

What is the proposed use of the site? unknown

What are the surrounding uses (e.g.: agriculture, single-family residential, highway commercial, etc.)?  
 North: Agricultural South: Leoni Twp. DPW  
 East: proposed Medical Marijuana West: Agricultural

What are the surrounding Zoning Districts?  
 North: (AG) Agricultural South: (M) Heavy Industrial  
 East: (AG) Agricultural West: (AG) Agricultural

What is the suggested use of the site on the Township's Land Use Plan map? Agricultural Preservation Area

Is municipal water currently available?  Yes  No Will it be made available?  Yes  No If yes, when? \_\_\_\_\_  
 Is municipal sewer currently available?  Yes  No Will it be made available?  Yes  No If yes, when? \_\_\_\_\_  
 Does the site have access to a public street or road?  Yes  No If yes, name \_\_\_\_\_  
 Are there any known environmental constraints on the site?  Yes  No  
 Wetland(s)  Floodplain(s)  Brownfield(s)  Soil(s)  Other (please specify) \_\_\_\_\_

Please attach the minutes of the Planning Commission.  
 Yes, the minutes are attached.  No, the minutes are not attached.  
 Please attach copies of any reports, exhibits or other documented provided to the Planning Commission.  
 Yes, copies of documentation are attached.  No, copies of documentation are not attached.  
 Please attach any public comments, letters, or petitions.  
 Yes, public comments are attached.  No, public comments are not attached.

Please include any additional information or comments as an attachment.

# Leoni Township Office

913 Fifth Street P.O. Box 375  
Michigan Center, Michigan 49254  
PHONE: (517) 764-4694 FAX: (517) 764-1106  
email: leonitvp@modempool.com

RECEIVED

MAR 13 2019

DATE OF APPLICATION: 13 MAR 2019

APPLICATION #: \_\_\_\_\_

## APPLICATION FOR ZONING CHANGE or CONDITIONAL USE

TO: PLANNING COMMISSION, LEONI TOWNSHIP

I (WE) Hereby make application with the Township of Leoni to:

- Add to or change the text of the Ordinance.
- Change the district boundaries.
- Re-Zone the property to another classification.
- Conditional Use.
- Home Occupation.
- Extending Residential Non-Conforming Use.

49662 Potomac Rd.  
Carleton, MI 48188

1. Applicants Name: 8975 PAGE AVE LLC MATTHEW BAKER Phone: 734-664-2803
2. Address of Property Involved: 8975 PAGE AVE JACKSON MI 49201
3. Legal Description of Property: PART OF THE NE 1/4 OF SEC 12, T35, R1E  
LEONI TWP., JACKSON COUNTY MI
4. The above property is presently Zoned: AGRICULTURAL
5. I wish the zoning to be changed from: AGRICULTURAL to: INDUSTRIAL
6. I wish the boundaries to be changed from: \_\_\_\_\_ to: \_\_\_\_\_
7. I wish the change in the text from section: \_\_\_\_\_
8. The proposed use(s) and nature(s) of operation is/are: FUTURE ECONOMIC OPPORTUNITIES

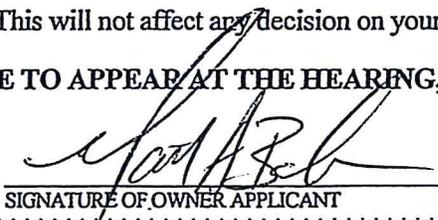
NOTE: Attach an ACCURATE SURVEY DRAWING of said property drawn to scale showing existing and proposed building and structures, the type thereof and their uses, and the distances from property lines.

I CERTIFY THAT THE ABOVE INFORMATION IS TRUE AND THAT I AM THE OWNER OF THE PROPERTY.

I GRANT PERMISSION FOR MEMEBERS OF THE LEONI TOWNSHIP PLANNING COMMISSION AND/OR TOWNSHIP BOARD TO ENTER THE ABOVE PROPERTY FOR THE PURPOSE OF GATHERING INFORMATION RELATED TO THIS APPLICATION. (NOTE TO APPLICANT: This will not affect any decision on your application.)

IN CASE OF CANCELLATION OR FAILURE TO APPEAR AT THE HEARING, I UNDERSTAND THAT ALL FEES WILL BE FORFEITED.

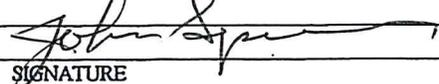
FEE: \$350<sup>00</sup>

  
SIGNATURE OF OWNER APPLICANT

\*\*\*\*\*

PLANNING COMMISSION RECOMMENDATION: Having review the submitted data, Hereby recommend the Township Board  
 Approve  Disapprove the Application for the following reasons ( or with these restrictions) \_\_\_\_\_

DATE: 4/17/19

CHAIRMAN:   
SIGNATURE

\*\*\*\*\*

TOWNSHIP BOARD OF TRUSTEES: Having reviewed the submitted data, Hereby ( ) APPROVE ( ) DISAPROVE the application for the following reasons: \_\_\_\_\_

DATE: 5/9/19 JCPC Agenda Packet

CLERK: \_\_\_\_\_  
SIGNATURE

\*\*\*\*\*

# NOTICE

The Leoni Township Zoning Board of Appeals will hold a Public Hearing Monday, April 15, 2019, @ 6:00 p.m. in the Leoni Township meeting hall, 913 Fifth St., Michigan Center, Michigan, to hear a request from Matthew Baker, 8975 Page Ave., Jackson, MI 49201

Property Code # 000-14-12-226-001-03

Purpose of hearing: RE-ZONE

Legal Description: 000-14-12-226-001-03

BEG AT NE COR SEC 12 TH N87DEG49'01"W ALG N SEC LN 421.79 FT TH S00DEG36'07"W 1033.39 FT TH S87DEG49'01"E 421.79 FT TO E SEC LN TH N00DEG36'07"E 1033.39 FT TO BEG. SEC 12 T3S R1E 10A SPLIT ON 08/20/2001 FROM 000-14-12-226-001-00;

Kerry Pickett, Interim Clerk

2 column x 5.5"

Eastern Edition

3/31/19

**\$42.54**

LEONI TOWNSHIP OFFICE  
913 FIFTH ST  
MICHIGAN CENTER MI 49254  
517-764-4694 PHONE 517-764-1380 FAX  
<http://leonitownship.com>

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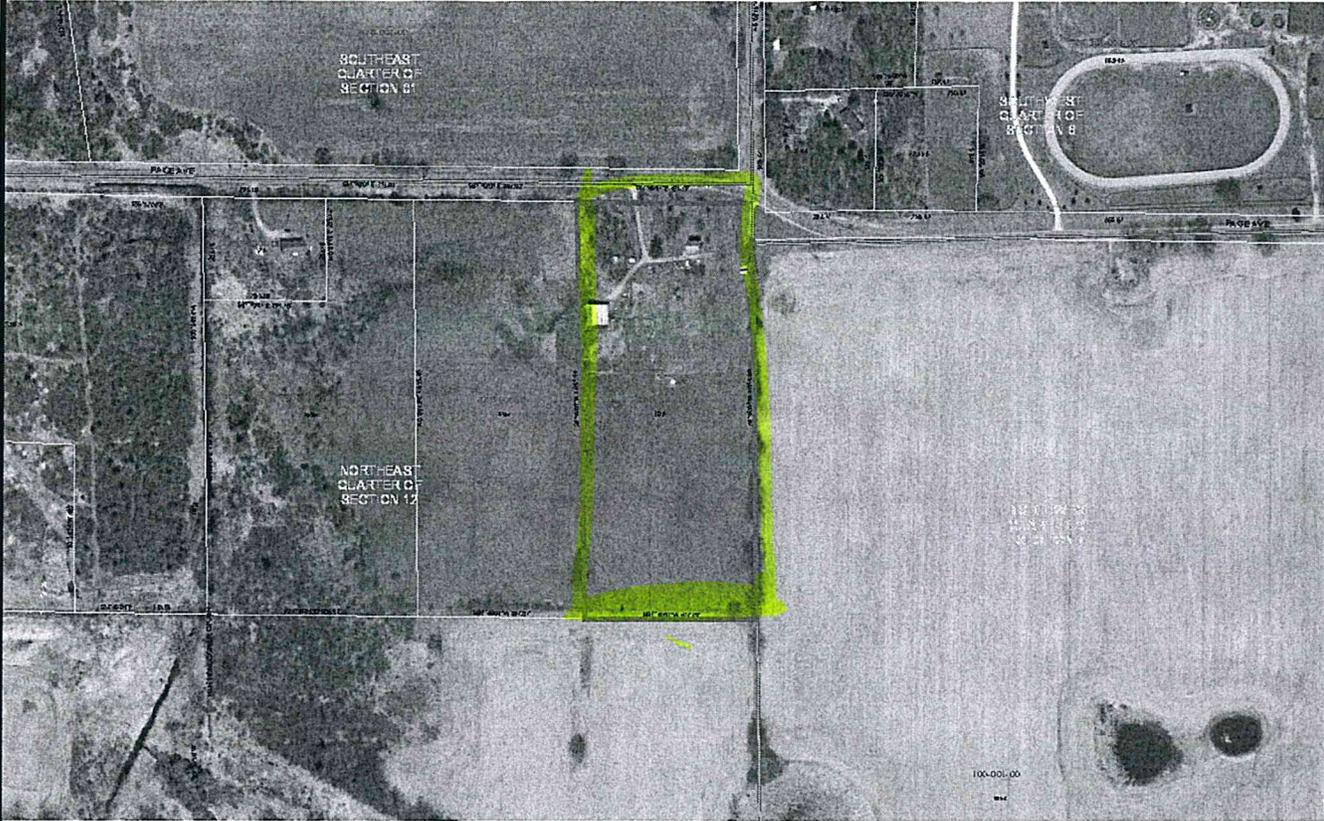
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Kerry Pickett, Clerk

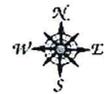
# PARCEL DATA SHEET - PARCEL ID: 000-14-12-226-001-03



OWNER NAME	8975 PAGE AVE LLC		<b>2017</b>	<b>2018</b>	<b>2019</b>
OWNER ADDRESS	49622 POTOMAC RD CANTON MI 48188	TAXABLE VALUE	\$29,124	\$29,735	\$22,546
HOMESTEAD	0%	ASSESSED VALUE	\$49,433	\$55,548	\$22,546
PARCEL ADDRESS	8975 PAGE AVE JACKSON MI 49201	TAX DESCRIPTION	BEG AT NE COR SEC 12 TH N87DEG49'01"W ALG N SEC LN 421.79 FT TH S00DEG36'07"W 1033.39 FT TH S87DEG49'01"E 421.79 FT TO E SEC LN TH N00DEG36'07"E 1033.39 FT TO BEG. SEC 12 T3S R1E 10A SPLIT ON 08/20/2001 FROM 000-14-12-226-001-00;		
PROPERTY CLASS	101 - AGRICULTURAL				
STATUS	Active				
ACREAGE	10 Acres				
GOV'T UNIT	Leoni				
TAX UNIT	Leoni				
SCHOOL DISTRICT	GRASS LAKE SCHOOL				
LIBER/PAGE	2112-1142				



This generated map is provided to allow easy access and visual display of governmental information and services, as well as to information from other sources. Every reasonable effort has been made to ensure the accuracy of the maps and data provided; nevertheless, some information may not be accurate. The burden of determining the accuracy, timeliness, completeness, merchantability, and fitness or appropriateness of use rests solely on you, the user. The parcel data on this sheet was last updated on April 23, 2019.





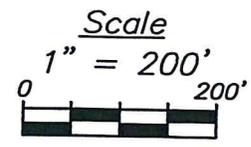
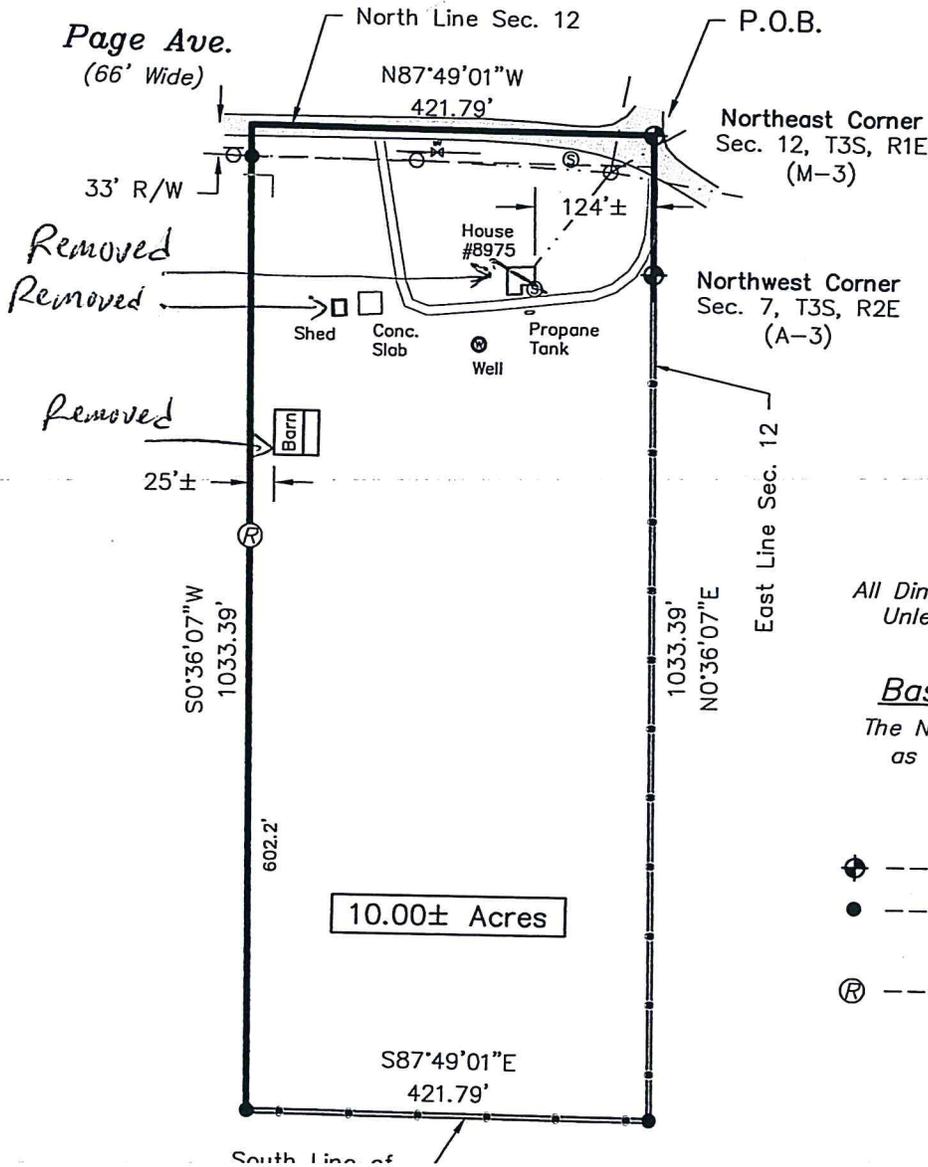
# Certificate of Survey

Part of the NE 1/4 of  
 Sec. 12, T3S, R1E  
 Leoni Twp., Jackson County, MI

Certified To:  
 Derek Zmich

RECEIVED

MAR 13 2019



Note

All Dimensions are Measured  
 Unless Otherwise Noted

Basis of Bearings

The North Line of Sec. 12  
 as being N87°49'01"W

Legend

- ⊕ --- Section Corner
- --- Found Iron #29245  
 Unless Otherwise Noted
- Ⓡ --- Set Rebar W/ Cap  
 "DEE 29245"

*Leoni Township Office*  
913 Fifth Street  
Michigan Center, Michigan 49254  
PHONE: (517) 764-4694 FAX: (517) 764-1380  
Leonitownship.com

**PLANNING COMMISSION MINUTES**  
**April 17, 2019**

The Leoni Township Planning Commission held a meeting Wednesday, April 17, 2019 @ 6:30 p.m. 913 Fifth Street, Leoni Township Meeting Hall, Michigan Center, Michigan.

Meeting opened to call of the Chair: 6:32 pm

Members Present: V. Beckwith, J. Spencer, L. Maurer, J. Southworth, D. Helmlinger, K. Cole, & B. Lester

Members absent: 0  
Persons in attendance: 24

Purpose of Planning Commission read by J. Spencer.

Motion by Beckwith, supported by Southworth, to approve the agenda.  
**Motion carried by voice vote.**

Motion by Cole, supported by Southworth, to approve the minutes of April 3, 2019.  
**Motion carried by voice vote.**

**Public Comment:** Open at 6:36 pm.  
Closed at 6:46 pm.

**Old Business:** 1) **Opting in or out of Marihuana Businesses.**  
April 20<sup>th</sup> is the the last day for license application deadline. We will not have any hearings before this date; it will give us a better idea of how many we are dealing with.

**New Business:** 1) **Rezoning 8975 Page Ave.**  
Matthew Baker request for rezoning from agricultural to Heavy Industrial

**Public Hearing:** Opened at 6:48 pm

**Chairman Spencer requested comment from applicant:**  
Attorney representing Matthew Baker, asks board to rezone 8975 Ann Arbor Rd. for economic opportunity.

**Chairman Spencer requested comment from public:** None.

**Chairman Spencer requested Board comment:**

Southworth does not think they have enough road frontage and to much surrounding residential properties.  
Cole had concerns about Medical/Recreational Marihuana in this area.

**Public Hearing:** Closed at 7:07 pm

*Motion by Spencer that it be recommended to the Board of Trustees, 8975 Page Ave. be rezoned from Agricultural to Industrial, supported by Helmlinger.*

Roll Call Vote: 5 Yays Beckwith, Spencer, Maurer, Helmlinger & Lester  
2 Nays Southworth and Cole

**Motion carried.**

**2) 6300 Ann Arbor Rd. Conditional Use Permit**

**Public Hearing opened: 7:08 pm**

**Chairman Spencer requested comment from applicant:**

Architect for Speedway and Company Representative  
Submitted plans for a B5 conditional use for a Speedway gas station & café.

**Chairman Spencer requested comment from Public:**

None.

**Chairman Spencer requested comment from the Board:**

Mr. Cole commented that it is allowed in our Ordinance.

**Public Hearing Closed: 7:23pm**

*Motion by Spencer to recommend to the Board of Trustees that approval of 6300 Ann Arbor Rd., B5 Conditional Use for Speedway be granted.*

Roll Call Vote: 7 Yays Beckwith, Spencer, Maurer, Southworth, Helmlinger, Cole & Lester.

0 Nays

**Motion carried**

**3.) Board review of 6300 Ann Arbor Rd. Site Plan for Speedway Gas Station.**

**Public Hearing:** Opened at 7:24 pm

**Chairman Spencer requested comments from Speedway representatives;**

Presentation given by Architect for Speedway and Company Representative.

**Chairman Spencer requested comment from Public;**

Ms. Dean commented that right hand only turns should be allowed by semi-trucks.

**Chairman Spencer requested comment from Board;**

Board question about traffic patterns,  
Answered; Speedway has prepared and is submitting traffic study to JCDOT/MDOT for review. Board agrees that it is up to JCDOT/MDOT.

Cole asked about landscaping intentions.

Mr. Spencer asked Mrs. Hemlinger if design looked appropriate as she has expertise in these matters, she replied yes.

Check List was gone through, no negative findings.

**Public Hearing Closed: 7:50pm**

*Motion made by Spencer to recommend approval of Site Plan for Speedway Project 6300 Ann Arbor Rd. to Board of Trustees, Supported by Beckwith*

*Roll Call Vote: 7 Yays Beckwith, Lester, Cole, Southworth, Spencer, Mauer & Hemlinger.  
0 Nays*

*Motion carried.*

**Public Comments:**                   **Opened at 7:51 pm**  
   **Closed at 7:51 pm**

*Motion by Spencer, supported by Beckwith to recommend that Board of Trustees ask JCDOT/MDOT for right hand turn only for 6300 Ann Arbor Rd. exit.*

*Roll Call Vote: 7 Yays Beckwith, Lester, Cole, Southworth, Spencer, Mauer, Hemlinger.  
0 Nays*  
*Motion carried.*

**Board Discussion:** Beckwith wants to know if a variance can be granted beyond 180 days if it is approved and not started within 6 months.

Southworth wants to add more equipment for small Children at Leoni Township Park. Lions do not want more, but the Lioness' do.  
Cole supports Southworth suggestion.

Spencer makes comment about M-Live's continuing negative comments about Leoni Township. He could care less what they think of Leoni, they will never say anything positive anyway.  
Helmlinger agrees.

**Adjourn to the call of the Chair: 8:03 pm.**

**Next meeting: May 1st, 2019**

## Public Comment

Kim Dean

1. time to get gun range ordinance  
looks at other townships about  
their gun ordinances. Put gun ranges  
near highways.

Speedway - wants signs saying semi-  
must turn right because of traffic

Public Comment Closed  
6:46pm.

Old business opting in or get after  
April 20 will be the best of licensing  
being approved.

1 Rezoning 8975 Page Ave - Matthew Baker  
request rezoning from ag to industrial

Open comment 6:48 to public

Attorney representing Mr. Baker says it is  
for economic opportunities - please rezone

use is consistent with surrounding properties.

Judy Southworth - not satisfied with rezoning. Don't have road frontage to match residential properties surrounding this property.

Mr. Baker talked to Helene, property next to his was rezoned heavy industrial and it has no sewer - no water.

Sam from Grass Lake says visibility will be a ~~big~~ problem road frontage is very poor to be used for heavy industrial.

Kim Dean - about this rezoning. Concerned that this is a back door way for more marijuana. Not a good idea.

Public Comment Closed at 7:07 PM.

D. Helminger & Southworth made comment on county road commission about road usage & traffic.

Sec. 42-243. - Heavy industrial district (M).

(a) *Purpose.*

- (1) The heavy industrial district is designed to provide suitable space for industrial operations of all types that can comply with all provisions of this chapter and can ensure protection of the public interest and surrounding property and persons. When such use abuts the side and/or rear line of a lot in any R district, a compact evergreen hedge, solid wall or painted board fence not less than five feet shall be maintained at the property line.
- (2) No land shall be used or occupied and no structure shall be designed, erected, moved, altered, used or occupied except for one or several of the permitted uses listed in this section and accessory uses thereto or for one or several of the conditional uses listed in this section.

(b) *Permitted uses.* Permitted uses are as follows:

- (1) Manufacturing, processing and/or fabrication. Any structure used therefor shall be not less than 100 feet from any R or AG district.
  - a. Automotive and aircraft parts (not including tires) and metal working, excluding presses of over 20 tons capacity and machine-operated drop hammers.
  - b. Automotive assembling, including major repair.
  - c. Bag, rug and carpet cleaning.
  - d. Bakery, large wholesale and chain types.
  - e. Bottling plant, brewery, or dairy products plant.
  - f. Candy, potato chips, and flavoring extracts.
  - g. Cleaning or dyeing plants and laundries.
  - h. Cold storage plant.
  - i. Electrical equipment and motor assembly.
  - j. Electric foundry or small foundry for nonferrous metals.
  - k. Experimental laboratory.
  - l. Felt and felt products.
  - m. Flexible hose lines and fittings, basic manufacture.
  - n. Garage maintenance tools and equipment.
  - o. Garment making, apparel and accessories.
  - p. Heating and air conditioning equipment.
  - q. Mattress making and box springs.
  - r. Paper products fabrication.
  - s. Pharmaceuticals, cosmetics and toiletries.
  - t. Plastic products from purchased plastic materials.
  - u. Professional and scientific instruments.
  - v. Surgical supports and hospital equipment.
  - w. Tool and die shops—screw machine products.
  - x. Tube fabrication, bending and welding.
  - y. Wire fabricators.

- z. Wood products assembly.
  - aa. Any other light manufacturing, processing and/or fabrication, but not including any uses specifically listed in subsection (b)(2) of this section.
- (2) Manufacturing (basic), processing and/or fabrication. Any structure used therefor shall be not less than 200 feet from any R or AG district.
- a. Abrasives, acid, alcohol, ammonia and asbestos.
  - b. Bone black, carbon black, and lamp black.
  - c. Brick, clay, or tile manufacture.
  - d. Canning and preserving plants.
  - e. Charcoal and coke, basic manufacture.
  - f. Chemicals, manufacture or processing.
  - g. Cinderblock fabrication.
  - h. Creosote treatment.
  - i. Detergents, soaps and byproducts.
  - j. Forge plants and foundries.
  - k. Fungicides and insecticides.
  - l. Galvanizing and anodizing processes.
  - m. Gases, manufacture.
  - n. Glass products.
  - o. Glue, size or gelatin, manufacture.
  - p. Grain milling and mixing.
  - q. Graphite manufacture.
  - r. Insulation, manufacture or fabrication.
  - s. Metals, ingots, castings, sheets, bars or rods.
  - t. Oils and fats, animal or vegetable, manufacture.
  - u. Paints, pigments, enamels, japans, lacquer, and varnishes.
  - v. Paper pulp and cellulose.
  - w. Paraffin, wax and wax products.
  - x. Petroleum and petroleum products, refining and processing (buildings and/or plant to be located not less than 150 feet from the boundary line of the lot).
  - y. Plastics, basic manufacture.
  - z. Plating of metals.
  - aa. Rubber and rubber products, manufacture.
  - bb. Sauerkraut, vinegar and yeast, manufacture.
  - cc. Sawmill or planing mill.
  - dd. Serums, toxins, and viruses, manufacture.
  - ee. Any other basic manufacturing, processing and/or fabrication, but not including any use specifically listed in subsection (c) of this section and/or those prohibited by any other law or ordinance.

- (3) Sale at wholesale and retail, warehousing and storage, and repair, rental and servicing of any of the uses enumerated in subsections (b)(1) and (2) of this section, provided any building used for such purpose shall be located not less than 75 feet from any R or AG district.
- (4) Other uses by right.
  - a. Canteen service.
  - b. Carnival, circus or other temporary outdoor entertainment; provided, however, that the location and a permit therefor shall be provided by the township board.
  - c. Contractor's yards for vehicles, equipment, materials and/or supplies, but excluding asphalt and cement mixing, provided that such yards shall be not less than 200 feet from any R or AG district.
  - d. Gasoline service station, provided that any building used for such purposes shall not be nearer than 50 feet to any R or AG district.
  - e. Landing field for airport or rotocraft, provided that any hangar or servicing facilities shall be not less than 500 feet from any R or AG district.
  - f. Municipal buildings, including warehouses, outside storage and garages, provided that such buildings and premises shall be not less than 100 feet from any R or AG district.
  - g. Parking and/or storage yards for motor vehicles (no junked vehicles) and including transport equipment, provided such yards shall be not less than 200 feet from any R or AG district.
  - h. Trucking freight terminals and yards, provided such buildings shall be not less than 200 feet from any R or AG district.
- (c) *Conditional uses.* Conditional uses are as follows:
  - (1) Alkali plants, manufacture.
  - (2) Asphalt plants.
  - (3) Automobile wrecking and salvage yards. The owner, lessee or user of premises storing vehicles or chassis shall apply to the township board for authorization for such storage. Such authorization may be granted subject to reasonable regulations protecting the public health, safety and welfare, including but not limited to sufficient lot size and screening of stored vehicles from the public.
  - (4) Building materials salvage yard.
  - (5) Bulk storage of explosives.
  - (6) Cement manufacture and concrete mixing operations.
  - (7) Fertilizer manufacture.
  - (8) Gravel and rock crushing operations.
  - (9) Gypsum and other forms of plaster base manufacture.
  - (10) Incinerators or reduction of garbage, refuse, bones, offal or dead animals.
  - (11) Junkyard. The township board authorization shall only be granted after full compliance with chapter 28, article III, dealing with the licensing and regulation of junkyards. Any township board authorization shall be conditioned upon continued compliance with the provisions of chapter 28, article III.
  - (12) Meat slaughtering.
  - (13) Sanitary landfill and/or dump.
  - (14) Stockyards and livestock auction yards.

- (15) Storage of liquid petroleum gas, 500 gallons or over.
- (16) Storage of flammable liquids, 3,000 gallons or over.
- (17) Any other industrial use which is determined by the township board to be of the same general character or similar nature as the uses listed in this subsection and not prohibited by any other law or ordinance, provided application is made to the township board and a permit is issued for the operation thereof subject to section 42-348 and other limitations as follows:
  - a. Every structure or premises used for such purposes shall be located not less than 500 feet from any R, AG or B district.
  - b. Every structure or premises used for such purposes shall be located not less than 100 feet from any enumerated uses in subsections (b)(1), (2), (3), and (4) of this section.
  - c. The township board may prescribe such additional limitations as are in its opinion necessary to secure the objectives of this chapter.
- (18) Automobile storage yards. These premises shall be used for the storage of vehicles bearing a current license plate as of the time the vehicle is placed upon the premises, and shall not be used for the stripping, salvaging, scavenging, or dismantling of vehicles or vehicle parts. The sale of junked vehicles, which are vehicles that have been wrecked or salvaged and are inoperative or obsolete, at the site of an automobile storage yard must be conducted within the screened portion of the lot. The sale of used vehicles, which are vehicles that bear a current license plate as of the time the vehicle is placed upon the premises and vehicles in an operative condition, at the site of an automobile storage yard can be conducted anywhere within the screened portion of the lot or outside the screened portion of the lot in the front yard only.
- (19) Recreational vehicle storage yards.
  - a. These premises shall be used for the storage of recreational vehicles bearing a current license plate as of the time the vehicle is placed upon the premises, as well as maintaining a current plate and registration with the state during the full length of storage.
  - b. All vehicles in storage must be contained inside of a minimum six-foot privacy fence.
  - c. The sale of junked vehicles, or used vehicle parts, wrecked or salvage, and/or inoperative or obsolete vehicles, at the site of a recreational vehicle storage yard is prohibited.
  - d. The fundamental purpose of this subsection is to promote public health, safety, and general welfare by allowing storage of recreational vehicles in certain areas for the people of the township, and to prohibit and limit the storage of inoperable motor vehicles.
- (20) Light industrial use.
- (21) Telecommunications towers.
- (d) *Area, yard, height and bulk regulations.* See section 42-271.

(Ord. of 3-26-2001, § 4.5.2; Ord. of 5-20-2002)



# Jackson County Planning Commission

Staffed by the Region 2 Planning Commission (R2PC)  
120 W. Michigan Avenue • Jackson, MI 49201  
Phone (517) 788-4426 • Fax (517) 788-4635

## MASTER PLAN REPORT | #19-04

**To:** County Planning Commissioners  
**From:** Grant E. Bauman  
**Date:** May 9, 2019

**Proposal:** Review of a proposed *Waterloo Township Master Plan* amendment

### Proposed Amendments

The section regarding Farmland Resources in Chapter 2 (Planning Issues, Goals & Objectives) of the *Waterloo Township Master Plan* is proposed for amendment, regarding wind and solar energy systems, as follows (*amendments in italics*):

#### Farmland Resources

Agricultural activities within the Township have been revitalized by changes in the agricultural commodity market. Considerable land that has been fallow is currently in production.

The Township's farmland resources provide important food and fiber to both local and regional populations, are an important source of income, and contribute to the stability of the local economy. Still, it is important that the Plan's recommendations recognize the challenges facing the local farming community. The Plan should actively encourage the continuation of farming operations and the long term protection of farmland resources while similarly providing landowners the option to convert farm acreage into alternative uses when compatible with the overall future land use strategy of the Township.

*Advances in technology, changes in infrastructure, and governmental incentives have altered the potential land use impact of wind and solar electrical energy systems. With added height and turbine design, geographically practical wind system locations are expanding into areas like Waterloo Township. Commercial wind power structures are becoming practical on smaller footprints. There is an increase in interest in these clean energy systems for personal use. Generally private/onsite systems have minimal impact on the neighborhood and adjacent land use patterns. In contrast commercial wind and solar energy systems can have significant impacts. Large parcels that have access to roads and the electrical network may be suitable for commercial energy system developments. Distance from residential use could minimize potential quality of life issues with these commercial projects. The Township's Community Residential Areas are not suitable sites for these commercial solar or wind systems. These commercial projects are not suitable for high density areas such as commercial or industrial areas. There may be some agricultural parcels in the Township that would be attractive to commercial wind and solar energy development.*

**GOAL:** Encourage the continuation of local farming operations and the long-term protection of farmland resources.

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[www.region2planning.com/jackson-county-planning-commission](http://www.region2planning.com/jackson-county-planning-commission)

### Objectives

- 1) Designate areas which support long term farming and encourage the continuation of agricultural operations through complimentary zoning provisions.
- 2) To the extent that residential development occurs in agricultural areas, encourage such development to be placed on less productive farmland.
- 3) The Township should participate in the Jackson County Farmland Preservation Ordinance. Residents should be made aware of opportunities for farmland preservation and encourage participation in the various State and local farmland preservation programs.
- 4) Explore the establishment of a purchase of development rights program as a means of allowing a farmer to continue farming operations while receiving a reasonable financial return on the development potential of the farmland property, and consider the adoption of local regulations to facilitate these programs.
- 5) The Township encourages entrepreneurial agriculture by enabling direct marketing of locally produced farm products, specialty crops and agri-tourism.
- 6) Define areas distributed throughout the Township that are best suited for agricultural opportunities.
- 7) *The potential use of Waterloo farmland space for commercial alternative energy production such as solar and wind electrical energy production continues to grow. Since the lease income from such developments may provide Waterloo agricultural landowners with better financial returns than more conventional agricultural production on the same land, and particularly since the township does wish to encourage the continuation of farming, some alternative electrical energy agricultural land uses should be encouraged.*

### Purpose of JCPC Review

Section 41 (3) of the Michigan Planning Enabling Act (PA 33 of 2008) states that “if the county planning commission . . . that receives a copy of a proposed [municipal] master plan under subsection (2)(e) submits comments, the comments shall include, but need not be limited to, both of the following, as applicable:

- (a) A statement whether the county planning commission . . . considers the proposed master plan to be inconsistent with the master plan of any municipality or region described in subsection (2)(a) or (d).
- (b) If the county has a county master plan, a statement whether the county planning commission considers the proposed master plan to be inconsistent with the county master plan”(MCL 125.3841(3)).

### Staff Analysis

#### ***Is the proposed master plan inconsistent with the master plan of any adjacent municipality in Jackson County?***

JCPC analysis is normally limited to comparing future land use maps for any inconsistencies. Policy statements regarding wind and solar energy systems are independent of that analysis.

#### ***Is the proposed master plan inconsistent with Jackson County's master plan?***

The *Jackson Community Comprehensive Plan* contains an issue, goal, and associated policies and activities promoting Innovative Planning and Zoning (page 106):

### 15. Innovative Planning and Zoning

Within the field of community planning new planning techniques and implementation measures are being developed nationally to promote better communities. These include provisions applicable to planned unit developments, cluster developments, mixed-use zoning, site plan review, performance zoning, and other planning and zoning techniques. They offer local planning commissions a greater range of flexibility to address complex planning issues and to implement local plans.

**Goal: National trends in urban and rural planning should be monitored and new techniques in planning and zoning should be identified and made available to local planning commissions.**

**Policies and Activities:**

1. Staff assistance should be provided to local planning commissions as they develop land use plans and innovative zoning ordinance provisions.
2. As local units of government develop innovative measures to address land use problems which are common to other Jackson County local units of government, these measures should be shared.

It is the opinion of staff that local policy statements regarding wind and solar energy systems would fall under this call for promotion.

***Other Comments***

The proposed amendments to the *Waterloo Township Master Plan* are in line with the proposed amendments to the *Waterloo Township Zoning Ordinance* regarding wind and solar energy systems. Staff repeats its concern expressed in the staff report regarding the zoning ordinance amendments regarding the total prohibition of commercial/utility wind energy systems. Also, Section 206 of the *Michigan Planning Enabling Act* (MCL 125.3207) provides the procedure for an extension, addition, revision, or other amendment to a master plan. There is no evidence that this process has been followed.

**Staff Advisement**

Based upon the above analysis, staff advises the Jackson County Planning Commission to state that, in its opinion, the proposed amendments to the *Waterloo Township Master Plan* regarding wind and solar energy systems are consistent with the *Jackson Community Comprehensive Plan*. However, the procedures for amending a municipal master plan stated in Section 206 of the *Michigan Planning Enabling Act* (MCL 125.3207) must be followed.

**Draft Amendments to the Waterloo Township 2018 Master Plan  
Chapter Two, PLANNING ISSUES, GOALS & OBJECTIVES. Section on  
Farmland Resources**

**Adding a new third paragraph to the opening statements on page 11**

Advances in technology, changes in infrastructure, and governmental incentives have altered the potential land use impact of wind and solar electrical energy systems. With added height and turbine design, geographically practical wind system locations are expanding into areas like Waterloo Township. Commercial wind power structures are becoming practical on smaller footprints. There is an increase in interest in these clean energy systems for personal use. Generally private/onsite systems have minimal impact on the neighborhood and adjacent land use patterns. In contrast commercial wind and solar energy systems can have significant impacts. Large parcels that have access to roads and the electrical network may be suitable for commercial energy system developments. Distance from residential use could minimize potential quality of life issues with these commercial projects. The Township's Community Residential Areas are not suitable sites for these commercial solar or wind systems. These commercial projects are not suitable for high density areas such as commercial or industrial areas. There may be some agricultural parcels in the Township that would be attractive to commercial wind and solar energy development.

**Adding to the list of Objectives with the addition of a seventh Objective (on page 12)**

7) The potential use of Waterloo farmland space for commercial alternative energy production such as solar and wind electrical energy production continues to grow. Since the lease income from such developments may provide Waterloo agricultural landowners with better financial returns than more conventional agricultural production on the same land, and particularly since the township does wish to encourage the continuation of farming, some alternative electrical energy agricultural land uses should be encouraged.

Adjust the TABLE OF CONTENTS to reflect these additions;

Add the date of the amendments to the Cover Pages

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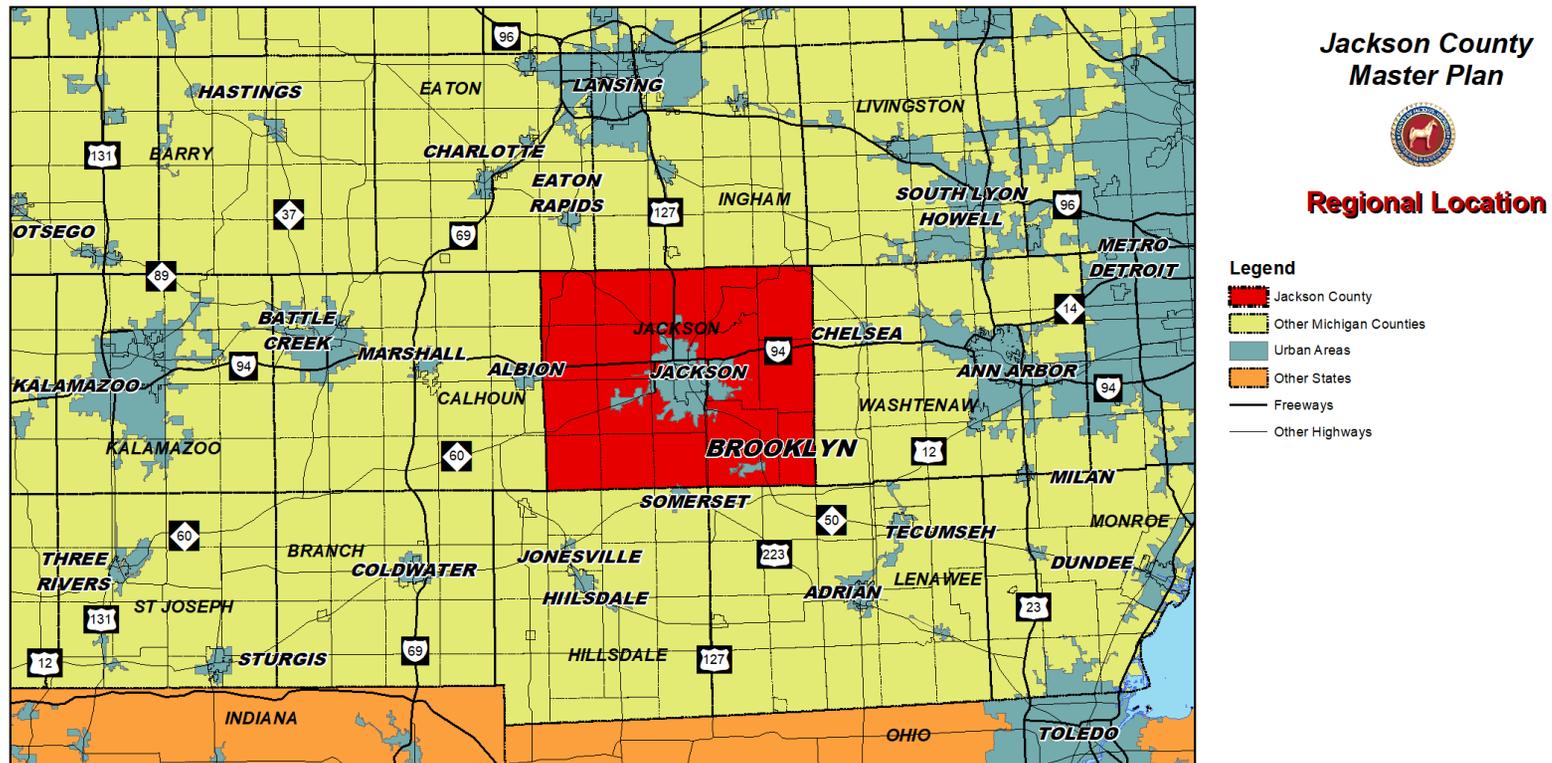
CHAPTER 2

**COMMUNITY DESCRIPTION AND ISSUE IDENTIFICATION**



## Regional Location

Jackson County is located in south-central Lower Michigan, northeast of border with the States of Indiana and Ohio. It is surrounded by Eaton and Ingham Counties to the north, Livingston County to the northeast, Washtenaw County to the east, Lenawee and Hillsdale Counties to the south, and Calhoun County to the west. The City of Jackson is the County Seat and the Jackson Urban Area is located in the center of the County. I-94 provides access to the Ann Arbor Metro Detroit Urban Areas to the east and the Battle Creek and Kalamazoo Urban Areas to the west. US-127 provides access to the Lansing Urban Area to the north and US-127/US-223 provides access to the Toledo Urban Area to the southeast.



## Municipalities and Places

Jackson County is comprised of 1 city, 7 villages, and 19 townships (see the Municipalities and Places map in Appendix C):

### City

- City of Jackson

### Villages

- Village of Brooklyn
- Village of Cement City  
(north of Jackson St.)
- Village of Concord
- Village of Grass Lake
- Village of Hanover
- Village of Parma
- Village of Springport

### Townships

- Blackman Township
- Columbia Township
- Concord Township
- Grass Lake Township
- Hanover Township
- Henrietta Township
- Leoni Township
- Liberty Township
- Napoleon Township
- Norvell Township

- Parma Township
- Pulaski Township
- Rives Township
- Sandstone Township
- Spring Arbor Township
- Springport Township
- Summit Township
- Tompkins Township
- Waterloo Township

In addition to its municipalities, Jackson County also contains other places (see the Municipalities and Places map in Appendix C). The Jackson Urban Area encompasses the City of Jackson; significant portions of the Townships of Blackman, Leoni, Spring Arbor, and Summit; and also extends into the Townships of Napoleon and Rives. The Brooklyn Urban Cluster encompasses portions of the Village of Brooklyn and the north shore of Lake Columbia in Columbia Township. Jackson County also contains a variety of other unincorporated villages: Horton, Michigan Center, Munith, Napoleon, Norvell, Pulaski, Rives Junction, Spring Arbor, Vandercook Lake, and Waterloo.

## Historical Context

The shape and character of the Jackson Community was determined by the physical development of the community upon its natural landscape. The earliest known inhabitants of the Jackson County area were the Potawatomi Indians. These peoples, who migrated to the area from the south before the Revolutionary War, hunted, grew crops, and fished in area lakes and streams. They established a trade network with other native peoples and a system of Indian trails to accommodate this commerce evolved across Jackson County's landscape.

With the arrival of the white man and the establishment of the National Government, and following the Revolutionary War, the fledgling Nation was strapped for cash and decided to sell lands to settlers and to give lands to war veterans as payment for service. The Land Ordinance of 1785

authorized a precise survey of lands to the west, in what is now the Midwest, to provide the basis for property description and the distribution of lands. The Ordinance resulted in a survey of the land to divide the territory into townships of six-mile square, or thirty-six square miles. Townships were laid out by lines running due north and south, and others running east and west. The Ordinance further divided townships into 36 mile-square sections, each of which contained 640 acres.

The Northwest Ordinance of 1787 established the initial government of the territory that became the states of Indiana, Illinois, Michigan, Ohio and Wisconsin. The creation of local township government largely coincided with the six-mile square land divisions, which were established as a result of the Land Ordinance of 1785. The political framework of township government in Jackson County, which grew from the Land Ordinance of 1785 and the Northwest Ordinance in 1787, resulted in the growth of township governmental powers to the extent that today it is difficult to discern the differences between townships, cities and villages.

In 1829, Horace Blackman, the first white settler, arrived and settled in an area not far from what is now Downtown Jackson. Blackman found dense woods, a beautiful river in a little valley, and, west of the river, an Indian camp. In 1830, "Blackman's location" was renamed Jacksonburg by Michigan Road Commissioners in honor of President Andrew Jackson. To avoid confusion over the numerous Jacksonburgs across the Nation, postal officials dropped the end of the name and the settlement became known as "Jackson" in 1838. Surveyors and engineers designed the community with a grid street system and a central public square, which was bisected, crossed by Main Street (now Michigan Avenue) and Jackson Street.

Jackson was located along a significant westward movement route. The high volume of settlers passing through the area created a demand for wagon and carriage makers. These wagon and carriage makers became the antecedent for early automobile producers. The extension of rail lines through the area reinforced Jackson's significance as a transportation center. At one time, Jackson had more rail passenger traffic than any other city in Michigan and was second only to Detroit in the amount of rail freight shipped per year. Jackson soon became the home to the Michigan Central Railroad and its engine manufacturing and repair facilities.

In its early days, the City and the surrounding area was an important agricultural community. Jackson led this part of Michigan in the breeding of horses and the production of corn and beans. The prison in Blackman Township also likely contributed to Jackson's industrial boom in the mid-1800s. The prison provided a source of cheap labor for factories, making Jackson a very attractive place to do business. However, the practice of using prisoners for labor in private industry was prohibited by the Michigan Legislature in 1909.

By that time, Jackson had many established companies manufacturing items from sewer pipe, paving brick, and small oil heaters, to car manufacturing and mining. Several corset manufacturers also located in Jackson, which launched a thriving undergarment sector. Eventually, changing fashions and competition drove them out of business.

Jackson also hosted the first Republican Convention on July 6, 1854. Jackson was selected as the site of the Republican Convention due in part to its involvement in the Underground Railroad. Hundreds of influential Michigan citizens made the pilgrimage to Jackson, exceeding the capacity of the meeting hall. The convention was forced to reconvene in an Oak Grove on attractive land known as “Morgan’s forty” west of the Village. Today the site is an older residential neighborhood. Only a few scattered oaks remain and the area is now known as the Under the Oaks Historic Neighborhood. A boulder, dedicated by President by William Howard Taft in 1910, can still be found at the corner of Second and Franklin Streets, where the Committee on Resolutions framed the first Republican platform.

Despite Jackson’s late start in the automobile industry, no fewer than 25 companies—including Lewis Spring and Axel Company, American Top, National Wheel and Jackson Cushion Spring— had switched from carriage production to automobile production by the early 1900’s. Auto parts makers soon replaced auto production. By the mid-1920s, half of Jackson’s manufacturers were producing auto parts, making it the dominant industry in Jackson for many years. Jackson’s economy is still closely tied to the automobile industry. The proximity of the Jackson Community to Metro Detroit, and the “just-in-time” movement which came about in the 1980s and ‘90s reinforced Jackson’s association with the automobile industry. Other industries that have played an important role in Jackson’s history include Aeroquip, now known as Eaton Corporation, which began producing hoses for the aircraft industry in 1939; and Commonwealth Power, now known as CMS Energy, the electric and natural gas utility that serves the largest number of Michigan residents.

By the 1930s Jackson had been transformed from an agricultural community to a bustling city of 55,000. The invention of the elevator facilitated the construction of several tall buildings in Jackson built of limestone and marble. It was during this time when Jackson’s dramatic downtown skyline emerged. In the years following World War II the Nation’s urban areas experienced suburban growth. Jackson was no exception with subdivisions extending out in development into Blackman, Leoni, and Summit Townships.

Jackson’s suburban areas offered lower diversity housing in subdivisions. Many of these subdivisions are separated by wetland areas which afford natural open space. Suburban development occurred at a time when the City offered jobs and other urban amenities. Most of these areas now have sewer and water services. Commercial development and industrial growth have followed. During this time and perhaps even more significantly later over the past forty years as single-family homes placed on metes and bounds described properties were developed in the rural areas of Jackson County. These areas offer a high quality environment for rural living within easy commuting distance of area jobs, and jobs in Ingham and Washtenaw Counties. In recent times, large stately homes have been constructed in these rural areas.

While population extended in the townships surrounding the City of Jackson and in Jackson County’s rural areas, beginning in the 1950s the City experienced population loss. This trend has continued to the present day. The City of Jackson still retains valuable features such as well-maintained streets, beautiful parks, historic buildings, and a central downtown which has recently experienced reemergence with the establishment

of new restaurants and other commercial destinations. An effort is underway to bring people into the City, and in particular, into Downtown Jackson.

## Demographics

Demographic information regarding Jackson County is summarized below (see Appendix A for greater detail):

- **General Population.** The population of Jackson County was 160,248 in 2010, according to the U.S. Census. It is projected that the population will grow to 164,796 by 2035 and the decrease slightly to 163,650 by 2045. The City of Jackson and the seven incorporated villages comprised 24% of the countywide population in 2010, down from 64% in 1930.
- **Age and Gender.** The median age of County residents was estimated to be 41.0 years in 2017, according to the American Community Survey [39.6 years statewide]. Generation X —people between 35 and 54 years of age in 2017— was estimated to be the largest age group, comprising an estimated 26% of residents [26% statewide]. Millennials —people between 15 and 34 years of age— were estimated to be the second largest age group, comprising an estimated 25% of residents [26% statewide]. Baby Boomers —people between 55 and 74 years of age— were estimated to be the third largest age group, comprising an estimated 24% of residents [23% statewide]. The iGeneration and younger —people 14 years of age and younger— was estimated to be the fourth largest age group, comprising an estimated 18% of residents [18% statewide]. The Silent Generation and older —people 75 years of age and older— was estimated to be the smallest age group, comprising an estimated 7% of residents [7% statewide]. Males comprised an estimated 51% of Jackson County's population [49% statewide].
- **Race and Ethnicity.** The County has a fairly homogeneous population. An estimated 87% of Jackson County residents were white in 2017 [79% statewide]. An estimated 8% were black [14% statewide]. Native Americans, Asians, Native Hawaiians/Pacific Islanders and members of other races comprised 2% of the population [5% statewide]. Members of two or more races comprised an estimated 3% of the population [3% statewide]. Only an estimated 3% of residents considered themselves to be Hispanic (i.e., Latino/Latina) [5% statewide].
- **Disabilities.** An estimated 15% of County residents were disabled in some way in 2017 [14% statewide] and 8% had an ambulatory disability [8% statewide]. The rate of disability rises with age. For example, an estimated 47% of residents at least 75 years of age had some type of disability [49% statewide] and 30% had an ambulatory disability [32% statewide].
- **Educational Attainment.** An estimated 90% of the 109,293 Jackson County residents at least 25 years old in 2017 graduated from high school [90% statewide]. An estimated 31% had some type of college degree (i.e., associate's, bachelor's, or graduate) [37% statewide].

- **School Enrollment.** An estimated 46% of the 38,295 County residents at least 3 years of age and enrolled in school in 2017 attended elementary school (i.e., grades K-8) [44% statewide]. An estimated 22% attended high school [21% statewide]. An estimated 6% attended nursery school [6% statewide]. An estimated 25% attended college or graduate school [29% statewide].
- **Households and Families.** Most residents lived in the estimated 61,418 Jackson County households in 2017. Families comprised an estimated 66% of households [65% statewide]. However, an estimated 29% of households consisted of a single person [29% statewide]. Other non-family households comprised an estimated 5% of households [6% statewide]. The estimated size of the average household was 2.43 people [2.49 statewide] and the average family size was 2.98 people [3.08 statewide]. An estimated 6% of the population lived in group quarters [2% statewide].
- **Income and Poverty.** The County's median household income in 2017 was estimated to be \$49,715 [\$52,688 statewide]. The median family income was \$61,359 [\$66,653 statewide] and the median non-family income was \$29,676 [\$31,333 statewide]. The per capita income was \$25,952 [\$28,938 statewide]. An estimated 15% of the 148,916 people for whom poverty status was determined lived in poverty [16% statewide]. An estimated 25% of residents less than 18 years old lived in poverty [22% statewide]. An estimated 14% of residents between the ages of 18 and 64 lived in poverty [15% statewide]. An estimated 6% of residents 65 years or older lived in poverty [8% statewide].
- **Employment by Industry.** An estimated 24% of the 67,486 employed County residents at least 16 years old in 2017 worked in the educational services and healthcare and social assistance industry [24% statewide]. An estimated 19% were employed in the manufacturing industry [18% statewide]. An estimated 12% worked in the retail trade industry [11% statewide]. Each of the other industries employed less than 10% of residents.
- **Employment by Occupation.** An estimated 31% of the 67,486 employed Jackson County residents at least 16 years old in 2017 were employed in management, business, science, and arts occupations [36% statewide]. An estimated 24% worked in sales and office occupations [23% statewide]. An estimated 19% worked in service occupations [18% statewide]. An estimated 18% were employed in production, transportation, and material moving occupations [16% statewide]. An estimated 8% worked in natural resources, construction, and maintenance occupations [8% statewide].
- **Means of Travel to Work.** Of the 66,605 employed Jackson County residents at least 16 years old in 2017, an estimated 84% drove alone [83% statewide]. An estimated 9% of workers carpooled [9% statewide]. An estimated 4% of workers used some other form of transportation [5% statewide]. An estimated 3% of workers worked at home [4% statewide].

- **Travel Time to Work.** Of the 64,326 employed County residents at least 16 years old in 2017 who commuted to work, an estimated 37% had a commute time of 15-29 minutes [38% statewide]. An estimated 18% had a commute time of 10-14 minutes [15% statewide]. An estimated 15% had a commute time of 60-89 minutes [16% statewide]. An estimated 13% had a commute time of 5-9 minutes [11% statewide]. An estimated 12% had a commute time of 30-59 minutes [15% statewide]. An estimated 3% had a commute time of less than 5 minutes [3% statewide]. An estimated 2% had a commute time at least 90 minutes [2% statewide].
- **Dwellings and Vacancy Rates.** It is estimated that the County contained 69,438 dwellings in 2017. An estimated 89% were occupied [85% statewide]. An estimated 3% was used seasonally or occasionally [6% statewide]. An estimated <1% were used to house migrant workers [<1% statewide]. The remaining estimated 8% were vacant [8% statewide].
- **Housing Types.** It is estimated that 78% of Jackson County's 69,438 dwellings in 2017 were single-family homes [77% statewide]. Approximately 16% of units were estimated to be located in multi-unit buildings [18% statewide]. An estimated 6% of dwellings were mobile homes [5% statewide].
- **Housing Costs.** It is estimated that 25% of the County's 27,939 owner-occupied households with a mortgage in 2017 spent at least 30% of household income on housing [25% statewide]. An estimated 12% of Jackson County's 16,993 owner-occupied households without a mortgage spent at least 30% of household income on housing [15% statewide]. It is also estimated that 52% of the County's 15,259 renter-occupied households spent at least 30% of household income on housing [50% statewide].

## Natural Resources

A variety of natural resources are pertinent to land use planning in Jackson County.

### Topography

Jackson County's topography can be described as gently rolling, moderately hilly morainal uplands. Elevations range from approximately 886 to 1,178 feet above sea level (see the Topography map in Appendix C).

Topographic limitations to development are mainly due to slope. Steeply sloped areas pose development constraints for land use because of practical difficulties and the cost of construction. Land development on steeply sloped areas also increases runoff and non-point pollution loads which have a negative impact on water quality.

The vast majority of land area in the County has a slope from 0% to 8%, which can be described as gently sloping. These types of slopes are suitable for all types of development and there is relatively little sediment runoff associated with development. The County does have numerous small areas with slopes from 8% to 16% which are categorized as “moderately sloping”. These areas are often suitable for limited residential development. Caution is required in these moderately sloping areas because disturbed soils may result in erosion which increase sediment loads and therefore, negatively affect surface water quality. Very few areas in Jackson County have slopes which exceed 16%.

Jackson County’s highest elevations appear in the Hanover Township area and in a few scattered locations between Waterloo and Grass Lake Townships along a ridgeline extending in an east/west direction. The lowest elevations in the County are at the location where the Grand River exits the County in Tompkins Township. Lands in the County form a drainage divide with the areas in the northern and western parts of the County draining to Lake Michigan through the Grand River and Kalamazoo River Watersheds, and the southeast area of the County draining to Lake Erie through the River Raisin Watershed.

### **Watersheds**

The area of Jackson County includes parts of four Michigan Watersheds (see the Watersheds map in Appendix C). The largest of these, the Upper Grand River Watershed, provides drainage to most of Jackson County including the City of Jackson. The southwest part of Jackson County is drained by the Kalamazoo River Watershed. This area includes all of Concord and Pulaski Townships, most of the Townships of Hanover and Parma, and portions of Spring Arbor and Springport Townships. Both the Grand River and Kalamazoo River Watersheds drain to Lake Michigan. The southeast corner of Jackson County drains into the River Raisin Watershed. Most of Norvell and Columbia Townships are included in the watershed, as well as parts of the Townships of Napoleon and Grass Lake. The River Raisin drains to Lake Erie. Very small portions of Waterloo and Grass Lake Townships are included in the Huron River Watershed which also drains to Lake Erie. A watershed council has been established for each of the watersheds and they have engaged in watershed management planning. Links to the websites for the councils follow:

- Upper Grand River Watershed Council – [www.uppergrandriver.org](http://www.uppergrandriver.org)
- River Raisin Watershed Council – [www.riverraisin.org](http://www.riverraisin.org)
- Kalamazoo River Watershed Council – [kalamazooriver.org](http://kalamazooriver.org)
- Huron River Watershed Council – [www.hrwc.org](http://www.hrwc.org)

### **Surface Waters**

Jackson County’s lakes, ponds, rivers, streams, and wetlands are features of the County which attract population and contribute to quality of life for County residents.

**Lakes and Ponds.** Jackson County has over 180 bodies of water which attract residential development (see the Lakes, Ponds, Rivers and Streams map in Appendix C). Consequently, most of the natural areas which surrounded lakes and ponds have been replaced with development. As a result, the riparian buffers which help to maintain water quality have been eliminated. For example, several area lakes were quickly developed with summer cottages. In recent times many of these cottages have been converted to year-round dwellings, or, demolished to be replaced by new year-round dwellings. These areas have their own unique set of challenges. Many of the subdivisions surrounding lakes were comprised of small lot areas. As a result, high densities of dwelling units are located around many of the lakes. Cottages in these areas were served by private wells and septic tanks. In many lakes, the water quality was affected by on-site sewage disposal. Several of the lakes are now served by sanitary sewer. Most of the lakes, and lakeside development, are located in the eastern half of Jackson County.

**Rivers and Streams.** In addition to Jackson County's lakes and ponds, there are 679 miles of rivers and streams within the County's borders (see the Lakes, Ponds, Rivers and Streams map in Appendix C). They have value for their recreational use, wildlife habitat, and drainage function, and are an important component of Jackson County's unique natural system. Rivers and streams in Jackson County are in the head waters of the four watersheds noted above. The Grand River flows north from Liberty Township, through the City of Jackson, and exits into Ingham County from Tompkins Township and the Portage River (a major tributary) flows west from Waterloo Township into the Grand River in Blackman Township. The River Raisin flows northeast from Lenawee County into Columbia Township, through the Village of Brooklyn, and exits into Washtenaw County from Norvell Township. The North Branch of the Kalamazoo River flows west from Concord Township, through the Village of Concord, and exits into Calhoun County and the South Branch of the Kalamazoo River flow northwest from Pulaski Township and exits into Calhoun County.

**Flood Zones.** Flood zones have been established in Jackson County by the Federal Emergency Management Agency (FEMA). A 100-year flood zone is defined by FEMA as an area having a 1% chance of being flooded in any given year. A 500-year flood zone is defined by FEMA as the area having a 0.2% annual chance of being flooded. Flood zones are associated with the rivers and streams flowing through Jackson County as well as some of its lakes, and ponds (see the Flood Zones and Wetlands map in Appendix C).

**Wetlands.** Wetlands in the County have been delineated by the National Wetlands Inventory (NWI). Numerous small wetlands exist in a scattered fashion. Larger wetland areas associated with surface water and drainage systems meander through the County (see the Flood Zones and Wetlands map in Appendix C).

## Soils

Soils that are agriculturally productive and those that are poorly drained and subject to flooding are important to identify:

**Hydric Soils.** Soil types that are poorly drained and subject to occasional flooding (i.e., hydric) have been identified by the Natural Resources Conservation Service (NRCS). Hydric soils are often located in the vicinity of the County's lakes, ponds, rivers, streams, and wetlands as well as other low-lying areas (see the Hydric Soils map in Appendix C).

**Most Productive Agricultural Soils.** Soil types that are the most agriculturally productive in Jackson County have been identified, taking into consideration prime farmland, as identified by the Natural Resources Conservation Service (NRCS), and average yields for various crops. Most of the productive agricultural soils are located in the western half of Jackson County, and these soils are generally scattered about rather than unified in large areas of contiguous soils (see the Most Productive Agricultural Soils map in Appendix C). Relatively few areas of prime farmland may be found in Summit Township and the townships to the east (i.e., Grass Lake, Leoni, Napoleon, Norvell, and Waterloo).

## Community Services and Facilities

A variety of community facilities and services are provided by the County of Jackson as well as other public and private entities.

### Law Enforcement and Fire and Rescue Services

Law enforcement and fire and rescue services are coordinated through the 911 central dispatching service run by the County of Jackson.

**Law Enforcement.** A variety of law enforcement agencies serve the residents and property/business owners of Jackson County:

- **Jackson County Office of the Sheriff.** The primary countywide law enforcement agency is the Jackson County Office of the Sheriff, which is headquartered on Wesley Street in Downtown Jackson next to the County Courthouse (see the County Facilities map). The following municipalities also contract with the Office of the Sheriff for additional law enforcement services:
  - Village of Concord and Concord Township
  - Village of Grass Lake and Grass Lake Township
  - Norvell Township
  - Parma Township
  - Sandstone Township
  - Summit Township

The Office of the Sheriff also operates a couple of jails. The Wesley Street Jail is situated in the headquarters for the Office of the Sheriff (see the County Facilities map). The Chanter Road Jail is located in Blackman Township, west of Elm Road, next to the Jackson County Department of Transportation.

- **Municipal Law Enforcement Agencies.** Some of the municipalities within Jackson County are also served by their own law enforcement agencies. Those municipal law enforcement agencies and the communities they serve are:
  - Blackman-Leoni Township Department of Public Safety – Blackman and Leoni Townships
  - Columbia Township Police Department – the Village of Brooklyn and Columbia Township
  - Jackson Police Department – City of Jackson
  - Napoleon Township Police Department – Napoleon Township
  - Springport Township Police Department – Village of Springport and Springport Township

The Blackman-Leoni Township Department of Public Safety, the Columbia Township Police Department, and the Jackson Police Department serve their communities 24 hours a day/7 days a week.

- **State of Michigan.** The Michigan State Police (MSP) also serves Jackson County and its municipalities. MSP Jackson Post #13 is located on Cooper Road (M-106) in Blackman Township. The Michigan Department of Corrections (MDOC) maintains several prisons for men, also clustered in Blackman Township on M-106:
  - Cooper Street Correctional Facility (814-man capacity)
  - Charles E. Egeler Reception and Guidance Center (1,382-man capacity)
  - G. Robert Cotton Correctional Facility (1,974-man capacity)
  - Parnall Correctional Facility (1,696-man capacity)

**Fire and Rescue Services and Facilities.** Residents and property/business owners in Jackson County are served by a municipal fire department which responds as necessary to fire and emergency situations and participates in the County's mutual aid system. The fire departments and the municipalities they serve are:

- Blackman-Leoni Township Department of Public Safety – Blackman and Leoni Townships
- Cambridge Township Fire Department – Norvell Township (southern ⅔)
- Columbia Township Fire Department – Villages of Brooklyn and Cement City (north of Jackson St.) and Columbia Township

- Concord Fire Department – Village of Concord and Concord Township
- Grass Lake Charter Township Fire Department – Village of Grass Lake and Grass Lake Township
- Hanover Township Fire Department – Village of Hanover and Hanover Township
- Henrietta Township Fire Department – Henrietta Township
- Jackson Fire Department – City of Jackson
- Liberty Township Fire Department – Liberty Township
- Napoleon Township Fire Department – Napoleon and Norvell (northern ½) Townships
- Parma-Sandstone Fire Department – Village of Parma and Parma and Sandstone Townships
- Pulaski Township Fire Department – Pulaski Township
- Rives-Tompkins Fire Department – Rives and Tompkins Townships
- Spring Arbor Township Fire Department – Spring Arbor Township
- Springport/Clarence Fire Department – Village of Springport and Springport Township
- Stockbridge Area Emergency Services Authority – Waterloo Township
- Summit Township Fire Department – Summit Township

The Jackson Community Ambulance (JCA), a community owned nonprofit organization located on Ingham Street in the City of Jackson, provides ambulance services throughout Jackson County.

### **Parks and Recreation**

Parks and recreation facilities and services are provided to residents and property/business owners by a variety of public and private agencies operating in Jackson County.

**Jackson County Parks.** Most of the parks operated by Jackson County Parks are adjacent to water, providing opportunities for swimming, boating, and/or fishing (see the County Facilities map in Appendix C):

- |                                |   |
|--------------------------------|---|
| 1. Clark Lake County Park      | 6. Lime Lake County Park                    |
| 2. Clear Lake County Park      | 7. Little Wolf Lake County Park             |
| 3. Gillett's Lake County Park  | 8. Minard Mills County Park                 |
| 4. Grass Lake County Park      | 9. Pleasant Lake County Park and Campground |
| 5. James J. Keeley County Park | 10. Portage Lake County Park                |

- |   |                                 |
|---|---------------------------------|
| 11. Round Lake County Park                          | 15. Vandercook Lake County Park |
| 12. Alfred R. Snyder County Park (Horton Mill Pond) | 16. Vineyard Lake County Park   |
| 13. Sparks Foundation County (Cascades) Park        | 17. The Burns Property          |
| 14. Swains Lake County Park and Campground          | 18. Falling Waters Trail        |

Many of those parks also contain picnic areas and toilet facilities. Modern campgrounds and significant cultural facilities are also available in several parks. For example, Sparks Foundation County (Cascades) Park, located in the City of Jackson and Summit Township, hosts firework displays several times each summer and James J. Keeley County Park, located in the City of Jackson, is the home of the Jackson County Fair (see the County Facilities map in Appendix C).

**State and municipal parks and recreation facilities.** The Michigan Department of Natural Resources operates 3 state parks, 3 state game/recreation areas that extend into Jackson County (see the Major Community Facilities Map in Appendix C), and 13 boat launches. The City of Jackson operates a 26-park system, which includes Ella Sharp Park, and hosts a wide variety of recreational programs. Some of the villages and townships also maintain municipal parks.

**Public, quasi-public and private recreation facilities.** There are 17 private golf courses and 13 private campgrounds operating in Jackson County. Various public agencies and nonprofit groups (e.g., YMCA, Girl Scouts, Jackson County ISD, etc.) operate camps and as well as a various camps and campgrounds (see the Major Community Facilities Map in Appendix C). The Michigan Audubon Society, Michigan State University, and other institutions operate nature preserves. Michigan International Speedway (MIS), located near Brooklyn, and the Optimist Ice Arena and the YMCA in Jackson are examples of recreation and sports centers in the County.

**Nonmotorized Trails.** A regional nonmotorized trail is emerging in Jackson County. The Hiking Trail of the State of Michigan's Iron Belle Trail and Route #1 of the Greenway Collaborative Great Lake-to-Lake Trails are proposed to traverse the County from Munith in its northeast corner through Concord in its southwest corner, utilizing the same corridor (see the Major Community Facilities Map in Appendix C). Major portions of the corridor are already completed, including the Martin Luther King Junior Equality Trail, which traverses the City of Jackson, and Jackson County Parks' Falling Waters Trail, which traverses the Townships of Summit, Spring Arbor, and Concord and the Village of Concord. The Lakelands Trail extension, which will traverse the Townships of Waterloo, Henrietta, Leoni, and Blackman, is currently under development. Other trails also traverse portions of Jackson County. Please see the Transportation Facilities and Utilities section of this chapter for more detail on nonmotorized trail planning.

Jackson County, the City of Jackson, and various other municipalities throughout the County have recreation plans approved by the Michigan Department of Natural Resources (MDNR). Doing so, makes those entities eligible to apply for grants through the Michigan Natural Resources

Trust Fund (MNRTF) and other programs administered through the MDNR. Please refer to the *Jackson County Recreation Plan* and the other municipal recreation plans for greater detail regarding parks and recreation opportunities in Jackson County.

### **Other County of Jackson Facilities**

- **County Tower Building.** The offices of the County Administrator and many of the other County of Jackson departments are housed in the Tower Building, which is located on Michigan Avenue in Downtown Jackson (see the County Facilities map in Appendix C). The Board of Commissioners meets there as well as various other commissions, boards, and committees.
- **County Courthouse.** The County's Circuit, Family, and Probate Courts are housed in the Courthouse, which is located on Jackson Street in Downtown Jackson (see the County Facilities map in Appendix C). The County Prosecutor and Clerk are also located in the Courthouse.
- **Human Services and Northlawn Buildings.** The Human Services and Northlawn Buildings are grouped on a central campus located on Lansing Avenue in Jackson, south of I-94 (see the County Facilities map in Appendix C). The Jackson County Health Department is housed in the Human Services Building along with the local offices of Michigan State University Extension (MSUE). The Northlawn Building houses the Friend of the Court, the County Prosecutor's Office of Child Support, and the Michigan Department of Corrections Parole Division.
- **County Youth Center.** The Jackson County Youth Center is located on Fleming Avenue in Jackson (see the County Facilities map in Appendix C). The Center caters to the needs of court involved delinquents.
- **County Animal Shelter.** The Jackson County Animal Shelter is located on Spring Arbor Road in Summit Township, east of Robinson Road (see the County Facilities map in Appendix C).

### **Cemeteries**

Most of the cemeteries in Jackson County are maintained by the municipalities in which they are located. However, a few cemeteries are maintained by churches or private organizations. Please refer to the *Jackson County Recreation Plan* for greater detail regarding parks and recreation opportunities in Jackson County.

### **Schools and Libraries**

Jackson County is served by 12 public school districts that are part of the Jackson Intermediate School District. Another 11 school districts extend into Jackson County. Chief among them is Stockbridge Community Schools (in terms of area), but none of them currently maintain any schools in

the County. There are also a variety of private schools. The following is a listing of school districts that comprise the Jackson Intermediate School District and the schools they provide (see the Public School Districts and Schools map in Appendix C):

**Columbia School District**

1. Columbia Elementary School
2. Columbia Upper Elem. School
3. Columbia Central Jr. and Sr. High Schools (Fitness Center)
4. Columbia Options High School

**Concord Community Schools**

5. Concord Elem. and Middle Schools
6. Concord High School

**East Jackson Community Schools**

7. East Jackson Elementary School
8. East Jackson Secondary School
9. East Jackson Alternative School

**Grass Lake Community Schools**

10. George Long Elem. School and Little Warriors Preschool/Daycare
11. Grass Lake Middle School
12. Grass Lake High School

**Hanover-Horton School District**

13. Hanover-Horton Elem. School and Early Imp. Preschool/Childcare
14. Hanover-Horton Middle and High Schools

**Jackson Public Schools**

15. Bennett Elementary School
16. Cascades and Frost Elem. Schools
17. Dibble Elementary School
18. Hunt Elementary School
19. Northeast Elementary School
20. JPS Montessori Center
21. Sharp Park IB World School
22. Middle School at Parkside and Fourth Street Learning Center
23. Jackson High School and Jackson Pathways
24. T. A. Wilson Academy

**Michigan Center Schools**

25. Arnold Elementary School
26. Keicher Elementary School
27. Mich. Center Jr./Sr. High School

**Napoleon Community Schools**

28. Ezra Eby Elem. School and Pirates Cove Pre-School and Child Care
29. Napoleon Middle School
30. Napoleon High School

31. Ackerson Lake High School and Community Center

**Northwest Community Schools**

32. Northwest Early Elem. School
33. Northwest Elementary School
34. R.W. Kidder Middle School
35. Northwest High School
36. Northwest Alternate High School

**Springport Public Schools**

37. Springport Elementary, Middle, and High Schools

**Vandercook Lake Public Schools**

38. Townsend Elementary School
39. Vandercook Lake Middle/High School

**Western School District**

40. Bean Elementary School
41. Parma Elementary School
42. Warner Elementary School
43. Western Middle and High Schools
44. Western Career Prep High School

Several colleges are located in Jackson County. Baker College of Jackson is located in Blackman Township (see the Community Facilities map in Appendix C). Jackson College's Central Campus is located in Summit Township and its W.J. Maher Campus is located in Blackman Township.

Spring Arbor University is located in the unincorporated village of Spring Arbor (Spring Arbor Township). A variety of other colleges are within commuting distance of Jackson County.

The Jackson District Library (JDL) provides 13 library branches in Jackson County, including the main Carnegie Library in Downtown Jackson. The following is a listing of the other 12 JDL library branches (and their locations):

- Brooklyn Branch (Village of Brooklyn)
- Concord Branch (Village of Concord)
- Eastern Branch (Leoni Township)
- Grass Lake Branch (Village of Grass Lake)
- Hanover Branch (Village of Hanover)
- Henrietta Branch (Henrietta Township)
- Meijer Branch (Blackman Township)
- Napoleon Branch (Napoleon Township)
- Parma Branch (Village of Parma)
- Spring Arbor Branch (Spring Arbor Township)
- Springport Branch (Village of Springport)
- Summit Branch (Summit Township)

### Healthcare Facilities

There are a variety of healthcare providers in Jackson County, most of them located in the Jackson Urban Area. Henry Ford Allegiance Health, whose main campus is located in the City of Jackson, is the only hospital. Some Jackson County residents also utilize other nearby hospitals: St. Joseph Mercy Chelsea (Chelsea) and Trillium Hospital (Albion). Regional hospitals are located in Lansing and Ann Arbor. There are also a variety of assisted living facilities/nursing homes in the County, most of them located in the Jackson Urban Area. For example, Jackson County's Medical Care Facility is located on Lansing Avenue, north of Downtown Jackson (see the County Facilities map).

### Transportation Facilities and Utilities

Jackson County is served by a variety of transportation facilities and utilities:

#### Roadway Network

The public roads and streets traversing Jackson County are maintained by various public agencies. The Michigan Department of Transportation maintains the state highway network. The Jackson County Department of Transportation maintains the county primary and local roads traversing the townships. Cities and villages maintain their own city major and local streets. Private roads and streets are maintained by their owners.

- **County Local Roads and City Local Streets.** Local county roads and city streets are designed to provide access (i.e., ingress and egress) to the properties they abut. They comprise the majority of the roads and streets in Jackson County (see the Roadway Network

map in Appendix C), but generally carry small amounts of traffic on a daily basis. Although most of the road and streets are paved, gravel roads are scattered throughout the County.

- **County Primary Roads and City Major Streets.** In addition to providing access to the properties they abut, county primary roads and city major streets are designed to carry through traffic, providing connections to other parts of the County. They comprise a smaller segment of the roads and streets in Jackson County (see the Roadway Network map in Appendix C), but generally carry larger amounts of traffic on a daily basis. Some of the primary roads and major streets have been constructed to all season standards, capable of carrying commercial truck traffic throughout the entire year.
- **State Highways and Freeways.** State highways are designed to carry regional through traffic, providing connections between communities, in addition to providing access to the properties they abut. Freeways are a type of state highway designed to carry large amounts of regional traffic but do not provide access to the properties they abut. State highways and freeways comprise the smallest segment of the roads and street in Jackson County (see the Roadway Network map in Appendix C).
- **Private Roads and Streets.** A small number of private roads and streets traverse Jackson County. They are designed to provide access to the properties they abut (see the Roadway Network map in Appendix C).

**Jackson County Department of Transportation.** The Jackson County Department of Transportation (JCDOT) has facilities located throughout the County. Its offices are located on Elm Road in Blackman Township, north of I-94 (see the County Facilities map in Appendix C). JCDOT Service yards are located on M-106 in Henrietta Township, Clark Lake Road in Napoleon Township, and Parma Road at I-94 in Sandstone Township. JCDOT gravel pits are located in the Townships of Concord, Hanover, Leoni, Napoleon, Parma, and Springport.

**Metropolitan Planning Organization.** State highways, freeways, and many of the county primary roads and city major streets in Jackson County are eligible to receive federal funding for their maintenance and construction. The Region 2 Planning Commission (R2PC) is the Metropolitan Planning Organization (MPO) designated to oversee the distribution of the federal funding allocated for Jackson County. As part of its duties, the R2PC produced the *2045 Long Range Transportation Plan*, which provides greater detail about the roadway network as well as the other modes of transportation serving Jackson County (available on [www.region2planning.com](http://www.region2planning.com)). The R2PC also coordinates the surface rating program for federal-aid eligible roads and streets in Jackson County. This annual survey illustrates the poor condition of much of that network (see the Surface Conditions map in Appendix C).

## Other Modes of Transportation

Various other modes of transportation serve and/or affect Jackson County:

**Nonmotorized Transportation.** With the exception of freeways, Jackson County’s roads and street are available for use by pedestrians and bicyclists. Consequently, this master plan states that Jackson County supports the goal of complete streets, which “means roadways, planned, designed, and constructed to provide appropriate access to all legal users in a manner that promotes safe and efficient movement of people and goods whether by car, truck, transit, assistive device, foot, or bicycle,” as defined by Public Act 51 of 1951 (State Trunk Line Highway System), as amended. Accordingly, County officials will advise the townships, villages, and city; the Jackson County Department of Transportation; and the Michigan Department of Transportation on future road and street projects within Jackson County regarding the inclusion of appropriate nonmotorized facilities (e.g., sidewalks, bike lanes, paved shoulders, trails, etc.). Please see the Parks and Recreation section of this chapter for information on the emerging regional trail corridor already traversing the County. The *Jackson City + County Nonmotorized Plan*, the *Jackson County Recreation Plan*, and various municipal recreation plans also provide additional guidance in the development of nonmotorized transportation facilities within Jackson County.

**Airports.** The Jackson County Airport–Reynolds Field is located on Michigan Avenue in Blackman Township, east of M-60 (see the County Facilities map and the Airports and Railroads map in Appendix C). The Airport administers an airport zoning ordinance which preserves flight paths via building/structure height restrictions and affects many other municipalities (see the Airport Permit Zones map in Appendix C). Any proposed structure in Zone A must be reviewed for compliance with Jackson County Airport zoning regulations and may require permits from the Michigan Department of Transportation’s (MDOT’s) Office of Aeronautics and the Federal Aviation Administration (FAA). This requirement also applies to any proposed structure over: 35-feet tall in Zone B, 100-feet tall in Zone C, and 200-feet tall in Zone D.

Several smaller private airports are also located in southeastern Jackson County (see the Airports and Railroads map in Appendix C). Napoleon Airport is located in the unincorporated village of Napoleon and Van Wagnen Airport is also located in Napoleon Township. Shamrock Field is located on the southern border of the Village of Brooklyn in Columbia Township.

**Railroads.** The Michigan Department of Transportation (MDOT) owns and maintains the east/west railroad traversing central Jackson County (see the Airports and Railroads map in Appendix C). Amtrak operates its Wolverine Service on the railroad, which transports passengers between Chicago (Illinois) and Pontiac (Michigan) daily, with stops in Jackson. The Norfolk Southern Railway also operates a freight service on the railroad; a north/south spur off that railroad in the Jackson Urban Area is also operated by the Norfolk Southern Railway. The Jackson and Lansing Railroad operates a north/south railroad traversing northcentral Jackson County.

**Pipelines.** Multiple gas and liquid pipelines corridors traverse Jackson County, sometimes within the same corridor (see the Gas Pipelines map and Liquid Pipelines map in Appendix C). Natural gas is transported in liquid form using light pressure. Liquid pipelines transport commodities such as gasoline, diesel and jet fuels, aviation gasoline, kerosene, home heating oil, and crude oil.

## Utilities

Various municipal and private utilities serve and/or affect Jackson County:

**Municipal Water Service and Wellhead Protection Areas.** Households, businesses, and institutions throughout much of Jackson County rely upon private wells to supply the water they use. However, the City of Jackson, most of the villages, and some townships provide municipal water service to at least portions of their jurisdictions. Those services rely on groundwater pumped from wells and municipal wellhead protection areas have been established to safeguard those facilities (see the Municipal Wellhead Protection Areas map in Appendix C). A wellhead protection area is defined as the surface and subsurface zones surrounding a water well or well field, which supplies a public water system, and through which contaminants are reasonably likely to move toward and reach the water well or well field within a 10-year period. Long-term strategies regarding land uses which may contaminate a well (e.g., surface impoundment areas, subsurface percolation from septic tanks and cesspools, open dumps, uncapped or improperly capped abandoned wells, injection wells, and underground storage tanks) should be implemented in these areas.

**Municipal Sanitary Sewer Service.** Households, businesses, and institutions throughout much of Jackson County rely upon septic tanks. However, the City of Jackson, most of the villages, and some townships provide municipal sanitary sewer service to at least portions of their jurisdictions. For example, the City of Jackson's sanitary sewer system extends into various nearby municipalities. The Leoni Regional Utility Authority (LRUA) provides sewage disposal services to 13 municipalities: Blackman Township, the Village of Brooklyn, Cambridge Township (Lenawee County), Columbia Township, Grass Lake Township, the Village of Grass Lake, Hanover Township, Leoni Township, Liberty Township, Lyndon Township (Washtenaw County), Napoleon Township, Norvell Township, and Sylvan Township (Washtenaw County).

**Electricity, Gas, Telephone, Cable Television, and Internet Services.** Consumers Energy provides electricity and natural gas to households, businesses, and institutions throughout most of Jackson County. However, the Homeworks Tri-County Electric Cooperative provides electricity in portions of the northwestern corner of the County and SEMCO Energy Gas Company provides natural gas in portions of the County. Comcast and Wow! are the major providers of cable television and internet services. Landline telephone service is provided by AT&T and Frontier Communications, which are also sources of some internet and cable television services. Cell phone and satellite TV services are available from various providers.

**Solid Waste Disposal.** Businesses, institutions, and most of the households located throughout Jackson County contact directly with the trash hauler of their choice, often including recycling. However, the Villages of Concord, Cement City, and Parma contract with a private trash hauler to serve their households. Please refer to the Jackson County Solid Waste Management Plan for more detail.

**Existing Land Use**

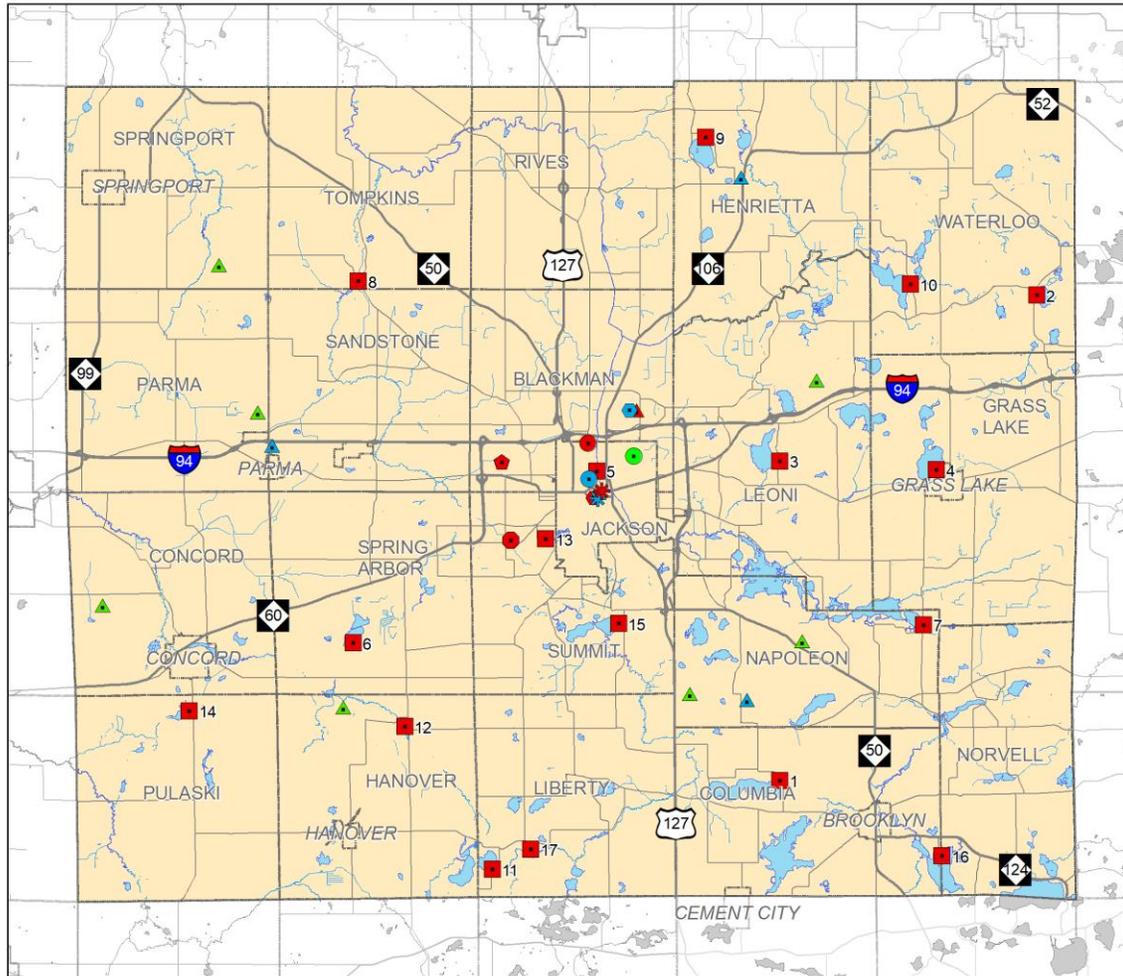
An inventory of existing land use is an important factor in the development of the Future Land Use Plan element of a municipal master plan. Assessing data compiled by the municipalities was utilized to determine existing land use on December 19, 2018. The municipal assessors assigned a numeric code to each property as part of the assessment process which was then translated into broad category. Most rights-of-way and some lakes and ponds are not included in the calculations. For the purposes of this Plan, that data was then utilized to divide Jackson County into various land use categories (see the Property Assessment map in Appendix C):

- Agriculturally assessed properties comprised approximately 46% of Jackson County; of which 47% of the total area was vacant (i.e., contained no buildings) and 3% of the total area was protected by in some way (i.e., qualified ag affidavit, farmland and open space agreement (PA 116), agricultural land bank (PA 260), and agricultural conservation restriction).
- Residentially assessed properties comprised approximately 40% of the County; of which 26% of the total area was vacant.
- Public/quasi-public properties (i.e., exempt from taxes) comprised approximately 8% of Jackson County.
- Commercially assessed properties comprised approximately 3% of the County; of which 19% of the total area was vacant.
- Industrially assessed properties comprised approximately 2% of Jackson County; of which 42% of the total area was vacant.
- Properties assessed for things without a land use connotation comprised approximately ≤0.5% of the County.

**2018 Property Assessment**

Land Use	
Agriculturally Assessed Property	46.2%
Residentially Assessed Property	40.0%
Commercially Assessed Property*	3.3%
Industrially Assessed Property	1.7%
Exempt Property	8.4%
Other	0.4%
Total	100.0%
* Includes fraternal societies, golf courses, and apartment complexes with more than four units	





**Jackson County  
Master Plan**

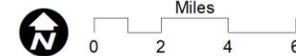


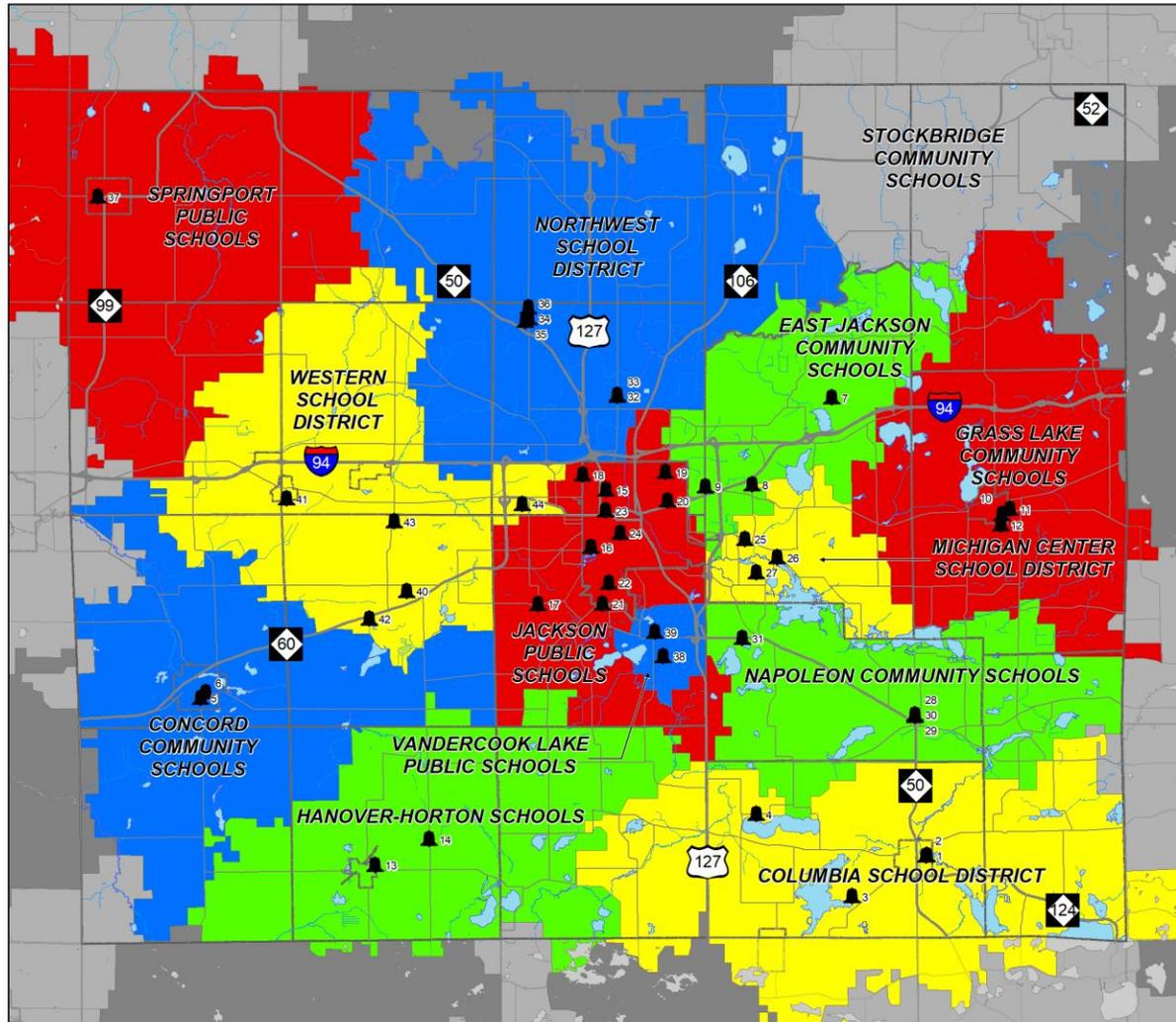
**County Facilities**

**Legend**

- Tower Building
- Courthouse
- Sheriff's Office / Wesley Street Jail
- Chanter Road Jail
- Animal Shelter
- Dept. of Transp. (JCDOT) Offices
- JCDOT Service Yard
- JCDOT Gravel Pit
- Airport -- Reynolds Field
- Human Services/Northlawn Bldgs.
- Medical Care Facility
- Youth Center
- County Parks

Map Date: 4/25/19





**Jackson County  
Master Plan**

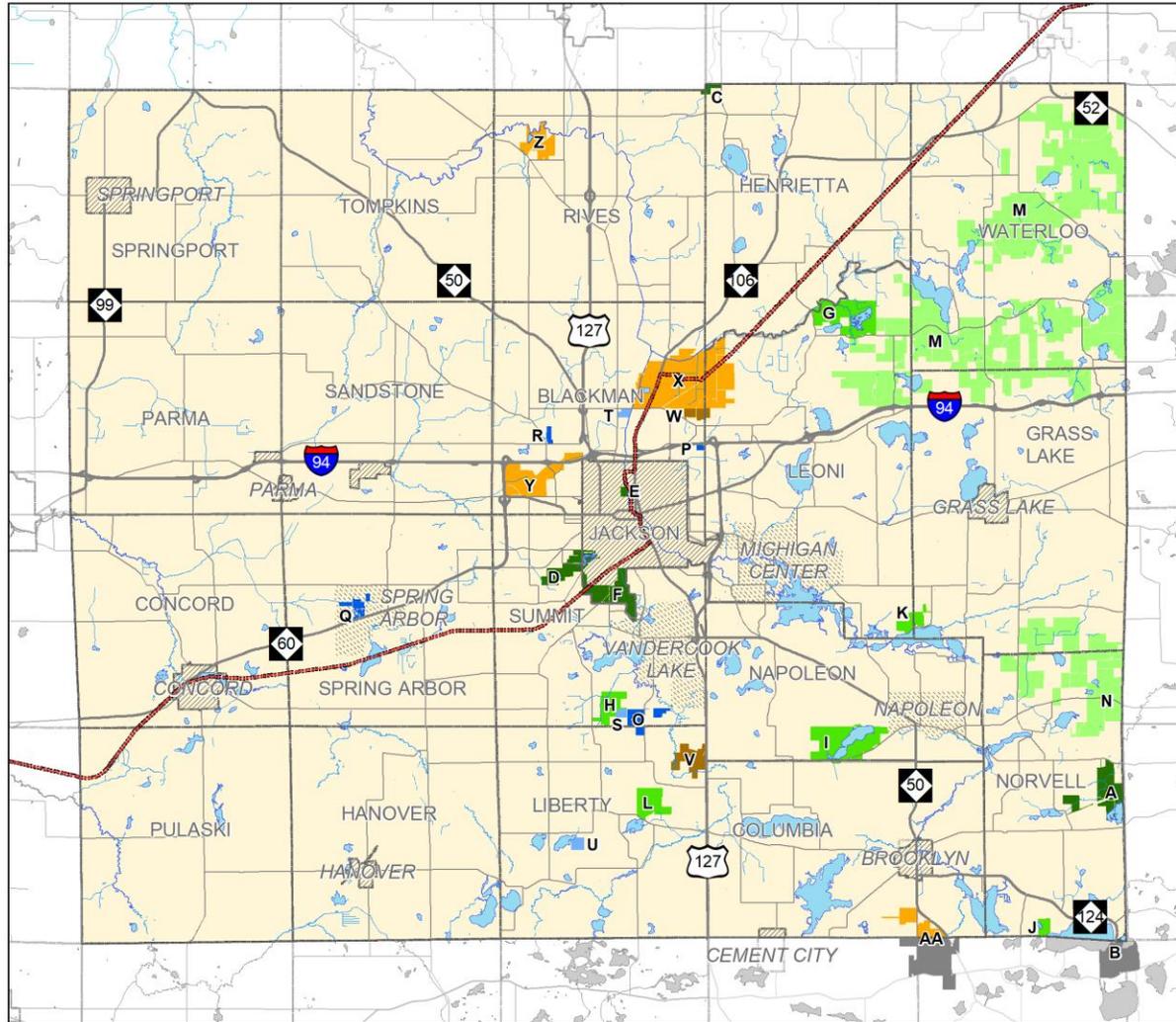


**Public School  
Districts and Schools**

- Legend**
- Blue: Northwest School District
  - Yellow: School Districts in the Jackson Intermediate School District
  - Red: School District
  - Green: School Districts in Other Intermediate School Districts
  - Grey: School Districts in Other Intermediate School Districts
  - Black bell icon: Public School Sites

Map Date: 4/12/19





**Jackson County  
Master Plan**

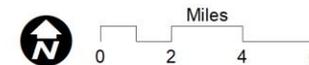


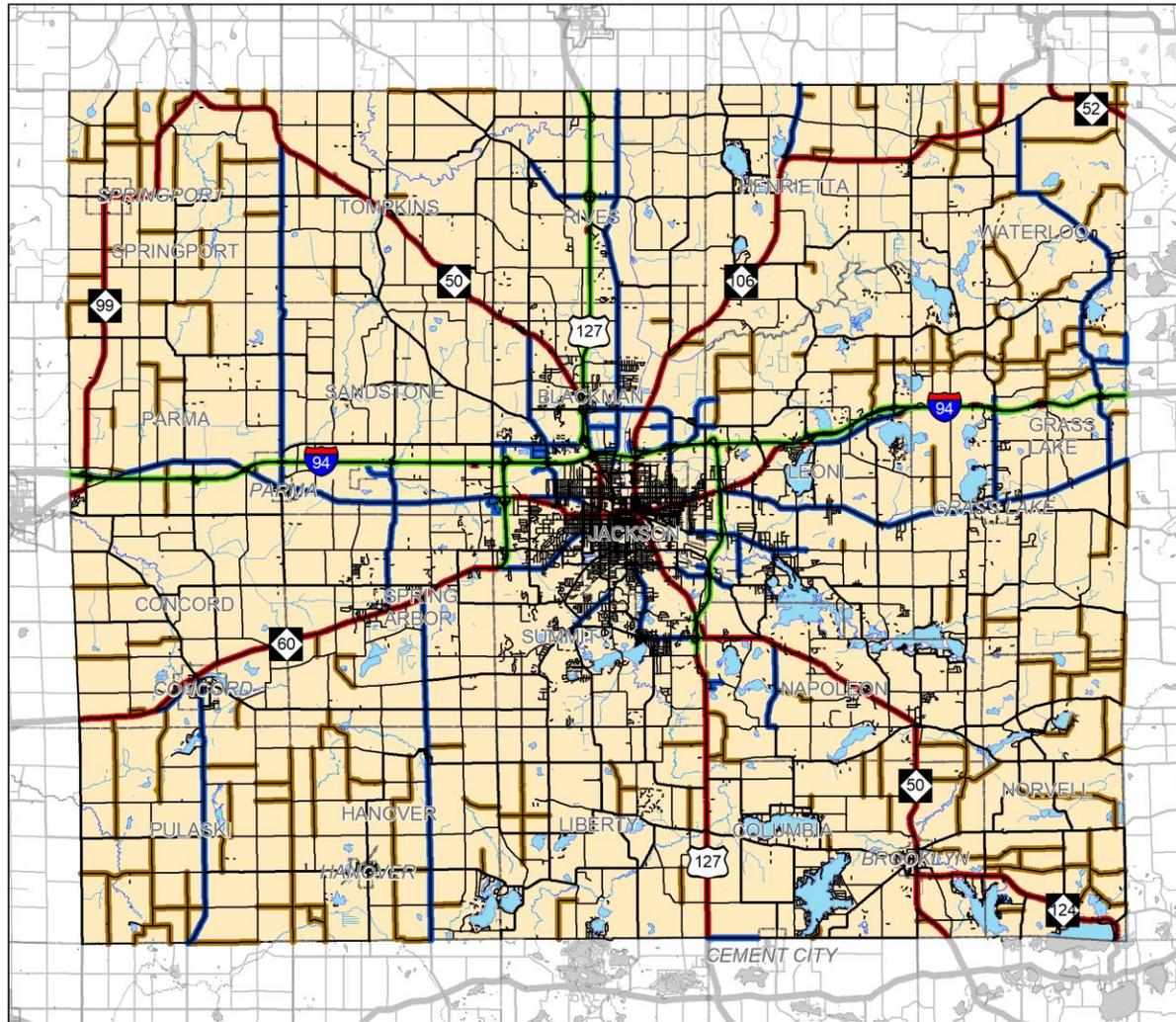
**Major  
Community  
Facilities**

**Legend**

- State, County, and City Parks
- Camps and Nature Preserves
- State Game & Recreation Areas
- Colleges
- Jackson County ISD
- Landfills
- Other Major Facilities
- Cities and Villages
- Census Designated Places
- Emerging Regional Trail Corridor

Map Date: 4/30/19





**Jackson County  
Master Plan**



**Roadway Network**

**Legend**

**Legal Classification/Use**

-  Freeways
-  Other State Highways
-  Major Streets and Primary Roads
-  Minor Streets and Local Roads
-  Private Roads
- Other Factors**
-  All Season Roadways
-  Gravel Roadways

Map Date: 4/24/19

