

**Village of Cement City
Master Plan**

2014 edition

The 2014 edition of the Village of Cement City Master Plan was adopted by the Village of Cement City Planning Commission on _____, 2014

Village of Cement City Planning Commission Chair



The 2014 edition of the Village of Cement City Master Plan was approved by the Village of Cement City Board on _____, 2014

Village of Cement City Clerk

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INTRODUCTION

Why Plan?

Village of Cement City has a vested interest in developing a master plan. The master planning process provides an opportunity for the Village to develop an overall vision for the next 20+ years and to conduct a comprehensive review of its facilities and services. A successful Plan also contributes to the public understanding of the planning process and describes how its goals are to be achieved.

Section 31 of the Michigan Planning Enabling Act (PA 33 of 2008, MCL 125.3831) requires the planning commission to prepare and adopt a “master plan as a guide for development within the planning jurisdiction.” The MPEA authorizes the planning commission to “do all of the following, as applicable:

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

What is a Master Plan?

A Master Plan provides a framework within which Village of Cement City can evaluate its present condition and develop a vision for the future. The Master Plan also serves as the guiding document for land use, development, and zoning decisions. A well-designed and implemented Plan which is kept up-to-date will help the Village of Cement City to continue to be a highly desirable community in which to live, work, and visit.

Master Plan Principles

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

- **The Plan is flexible** — The document is not meant as a monument cast in stone, never to be adjusted or changed given that it plans for the next 20+ years. The Plan is a general guide to be used by the government to give direction for the future of the Village of Cement City. It should be reviewed periodically and altered as general conditions in the community change.
- **The Plan allows for orderly development** — The land use allocations reflected in the Plan are based upon the best available projections of future population levels for the Woodstock area. The Plan must realistically provide sufficient land area to meet the anticipated needs and demands of our residents and businesses, while at the same time protecting the overall quality of life and the physical environment. While the document does not require a use which might provide the greatest amount of return on investment in land, it does require that property owners receive a reasonable return on their investments.

- **The Plan must encourage public understanding and participation** — The Plan should be written in a way that aids public understanding of the planning process and describes how goals for the Village of Cement City are to be achieved.
- **The Plan must be the result of a general consensus of the community** — Plan elements must be clearly understood by all and followed consistently to minimize the possibility of arbitrary decision making. A clear consensus is needed during the planning process to ensure that the Plan will be followed.
- **The Plan must balance property rights** — The law requires that all property owners be granted a reasonable use of their property. This includes the rights of adjoining property owners to enjoy their property.
- **The Plan is not a zoning map** — The document reflects the planned use of land, taking into consideration existing development, but does not depict a "new" zoning district map. Since the future land use and zoning maps are intended to be in reasonable harmony, it is likely that future zoning districts will take the shape of the Plan as rezoning requests are received and reviewed by each community.
- **Zoning is not a substitute for a Master Plan** — The Plan is a long range guide for community development. Zoning approvals are specific to a piece of property and are always attached to the land. They may not be restricted to an individual. Zoning approvals are always permanent, unless the use itself is temporary in nature.
- **Deviation from the Plan puts zoning decisions at risk of invalidation** — Zoning decisions that are not based upon the Plan, risk invalidation if faced with a legal challenge. Decisions made on the basis of the document may be afforded additional validity, since the decision was not made in an arbitrary fashion, but follows a rational Plan for the Village area.

Future Land Use and Zoning

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

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

The connection between the Master Plan and the Zoning Ordinance of Village of Cement City is often misunderstood. Accordingly, the relationship between the Plan's future land use map and the zoning maps is a critical one. That link is established through the Zoning Plan element of the Master Plan (see Appendix B).

Use of the Master Plan

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

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

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

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

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

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

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

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

In order to qualify for grant programs at the state level, or federal grants administered at the state level, the Michigan Department of Natural Resources and Environment (MDNRE) requires that the Village of Cement City have a current (no more than 5 years old) parks and recreation plan. The Village does not have a current recreation plan on file with the MDNR.

- **Approval of a public way, space, building or structure** — An often overlooked provision in state law is a requirement that the Planning Commission review any new street, park acquisition, public building, or other similar easement, street, or use, shown in the Master Plan, prior to any positive actions taken to implement such improvement. This ensures that the proposed improvement is in compliance with the provisions of the Master Plan. Although a denial may be overruled by the controlling authority, the review is still required.
- **Transportation Improvements** — There is a clear relationship between transportation improvements and land use. As development proceeds, the need for new or improved roadways becomes obvious. By measuring the intensity of future development shown in the Master Plan, transportation planners can estimate needed rights-of-way widths, number of lanes, and the level of necessary access management.

Keeping the Plan Current

An outdated Plan that is not frequently reviewed can weaken decisions based upon the document. The Planning Commission should conduct an annual review of the Plan to ensure that it is kept current. Village officials and employees can assist by bringing issues not addressed in the document to the attention of the Planning Commission. Any amendments to the Plan can be done at that time in order to keep it up-to-date and consistent with community philosophies. For example, some goals may have been achieved and new ones need to be established. Where uses have been approved contrary to the Plan, the document should be amended to reflect these changes. By routinely following this procedure, the Master Plan will continue to be an up-to-date and reliable planning tool. Even though the Plan has a 20+ year horizon, a comprehensive update should occur at least every 5 years according to the Michigan Planning Enabling Act (MPEA).

How Did the Plan Develop?

Citizen participation is extremely important to the success of almost any planning effort. Citizen participation helps guarantee that the vision outlined for the future of the Village area accurately reflects the true goals of its residents. Direct and indirect public input opportunities includes:

- Meetings of the Planning Commission where the Plan was included on the agenda (open to the public) and
- A public hearing on the Master Plan.

Who Will Implement the Plan?

Three distinct bodies in the Village are charged with planning and zoning: the Planning Commission, the Zoning Board of Appeals, and the Village Board. All of their decisions and recommendations should be based upon the Master Plan. Decisions not based upon the Plan should trigger the review and possible amendment of the document.

- **Planning Commission** — Development and approval of the Master Plan is an important responsibility of the Planning Commission. The Commission is charged with the development of zoning and other ordinances (over which the Village Board has final authority). In this capacity, the Commission met to develop the Master Plan. The Planning Commission also recommends approval or rejection of requests to the Village Board for rezoning and various other zoning proposals.
- **Zoning Board of Appeals** — The Zoning Board of Appeals (ZBA) decides dimensional variance requests (e.g., set-back requirements). The ZBA also makes official interpretations of the zoning ordinance when the meaning or intent of the legislation is not clear. ZBA decisions are final. Appeals are made to the circuit court.
- **Village Board** — As the legislative body for the Village, the Village Board is responsible for the passage of all ordinances, including the zoning ordinance and other planning-related legislation. It also appoints members to the Planning Commission.
- **Other Planning Efforts** — Village staff and other Village committees may also undertake planning efforts on their own or in conjunction with the Planning Commission. These planning efforts may include housing, key transportation corridors, and the other plans. Future updates to those plans should complement the goals of the Master Plan. In turn, those documents should be consulted whenever the Plan is amended or a new Plan is adopted. This consultation should also extend to regional planning efforts.

BRIEF HISTORY

Originally the Village of Cement City was named Kelley's Corners and later Woodstock. It changed to Cement City in 1900, the namesake of the Peninsular Portland Cement Company. The town began near Cary and Cement City roads and had a general store, blacksmith shop and a few houses. The town was surrounded by farms. Orson Kelley (of Kelley's Corners) operated the general store. The LS & MS was the first railroad to serve the village (their Detroit, Hillsdale & Southwestern route) and the Cincinnati Northern (CN) railroad came in 1896. The CN depot landed in Lenawee County. Nearby Little Goose Lake, Big Goose Lake and Silver Lake contained significant marl, a combination of clay and calcium carbonate that is necessary to make cement. The Peninsular Portland Cement Company was founded by a group of Jackson men in 1889. The plant was begun in fall, 1899 just west of the LS & MS on Little Goose Lake. It was the first factory in the world to have its machinery and lights completely powered by electricity.

Cement City was a railroad station on the Cincinnati Northern (later the Big Four, NYC, Penn Central and Conrail. Cement City station was set up to handle two double deck stock cars. By the 1940's, this stock loading facility was gone. The major industry at Cement City was the Peninsular Portland Cement Company, south of town. To give some perspective into operations at the Peninsular Portland Cement plant in 1928, 1,615 rail cars were delivered or picked up at this facility in that year.

The CN crossed over the top of the Ypsilanti Branch of the LS & MS just south of town near the cement plant site. There was also an interchange at this location near the plant.

The cement industry dusted the area with grit for more than 60 years before closing in 1961. More than 100 men were laid off that December, affecting more than half of the village's population. Much of the plant sat idle until the 1990's, when it was cleared for redevelopment. The redevelopment did not come to fruition and the site remains idle today.

PHYSICAL SETTING

Village of Cement City is located in Jackson and Lenawee counties, on the Northwest corner of Lenawee County and the Southwest corner of Jackson County. The Village is bordered by Columbia Township to the north and Woodstock Township to the south. Cement City was incorporated as a Village in 1953. According to the United States Census Bureau, the Village has a total area of 0.95 square miles (2.46 km²), of which 0.91 square miles (2.36 km²) of it is land and 0.04 square miles (0.10 km²) is water.

The topography of the Village ranges from gently rolling with an elevation 1065 feet above sea level. There are several major soil associations in Village of Cement City. The majority of the Village consists of Miami loam (32.2% of total) with a 3 to 7 percent slope, Morley loam (28.6 % of total) with 3 to 7 percent slope, Fox sandy loam (12.8% of total) 7 to 15 % slope and the remain 26.4% of total land mass ranging from Marlette-Owosso complex, Houghton muck, and Eleva sandy loam. Gently rolling, somewhat drained and sandy loam soils of the Miami series. A very small portion of the Northwest and Northeast corner of the Village is nearly level.

Given the size of the Village, productive agricultural lands are primarily found in areas outside the Village proper. The map indicates that the best soils for agriculture are found in scattered areas outside the Village with few concentrations of productive agricultural land within.

The capability of the soil to accommodate septic tank absorption fields is an important characteristic to consider in development. In areas where the soil does not meet percolation tests, the Lenawee County Health Department requires that tile fields must be set back a minimum distance from structures, property lines, water wells, etc. This provides enough land area on the site for the development of alternative systems of holding and filtering the sewage on site. It also limits the threat of seepage off of the site. In general, Map 4 indicates areas where soils are expected to meet the Health Department criteria for septic systems. The map shows that much of Village of Cement City contains soils that are suitable or marginally suitable for septic tank absorption fields.

EXISTING LAND USE CHARACTERISTICS

The land use pattern in Village of Cement City is characterized as mainly a rural non-farm setting with a few productive farming operations outside the Villager boundaries. There are several concentrations of low-density developments within.

The areas of low-density development include the Main Street running east and west, and Potter Street running north of Main Street, with in the Village of Cement City and two lakes: Little Goose and Big Goose on the southern boundary.

Map 1 depicts current Village land use patterns in 2014. The primary feature of this map is that a significant amount of low-density residential development has occurred throughout the Village. For the most part, the two lake areas have not been built out.

Residential Areas

Residential development in Village of Cement City is characterized by concentrations of residential uses located on major streets and roads within the incorporated Village.

In addition, residential uses are lightly scattered throughout the Village, on small parcels of property in agricultural areas containing two or more acres of property.

The number of housing units in Village of Cement City increased from 154 in 1970 to 174 in 2010. The majority of these units were constructed on small parcels of land.

Commercial Areas

According to local survey there are approximately 3 commercial businesses operating in Village of Cement City. Types of businesses located in the Village include: party store, bar, and body shop.

Industrial Areas

Village of Cement City has NO industrial operations.

Agricultural Areas

Prime agricultural areas are found on the outside perimeter of the Village. According to tax records, there are approximately 6 agricultural parcels. Large parcels once used for farming operations either have been or are being sold in small parcels making farming operations scarce within the Village.

SOCIO-ECONOMIC CHARACTERISTICS

Population

The population of Village of Cement City increased 12.7% from 1960 to 1970, rising from 471 to 531 residents. The Village's continued to increase to a high of 539 persons in 1980, an additional 1.5%. However, the population decreased 8.5% by 1990 to 493 residents and that trend has continued. By 2010, the population decreased 11.2% to 438 persons.

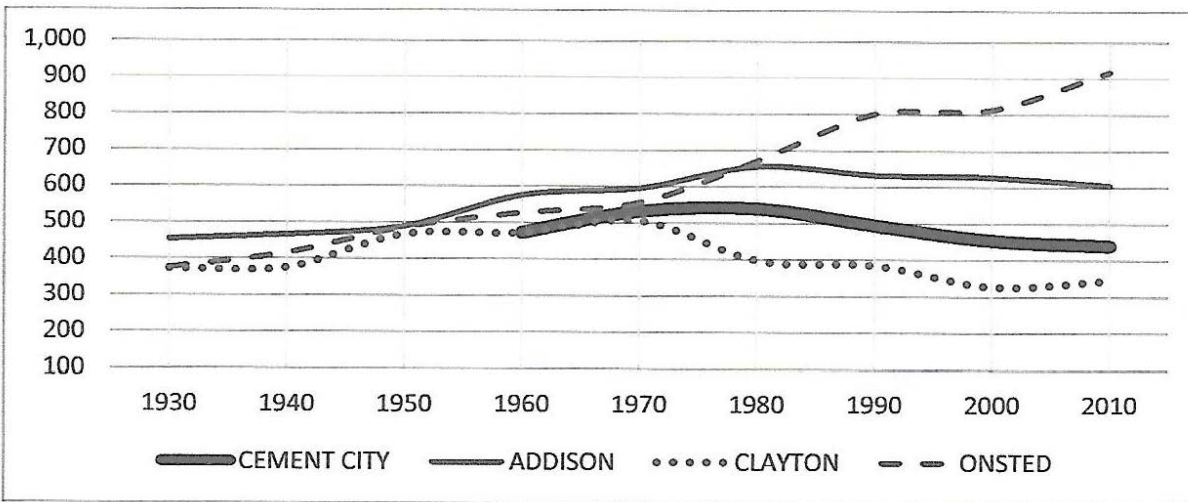
Below is a chart comparing the population changes in Village of Cement City with the changes in surrounding Villages from 1930-2010 time period. It can be seen from the chart that the population trends for the Village of Cement City and Addison are similar for the 1960-2010 time period, although the latter village is more populous. Although population rate in Village of Cement City decreased at a lower rate than in Clayton since 1970, Onsted's population continues to rise.

1930-2010 AREA POPULATION GROWTH†

VILLAGE	1930	1940	1950	1960	1970	1980	1990	2000	2010
CEMENT CITY	N/A	N/A	N/A	471	531	539	493	452	438
ADDISON	452	465	488	575	595	655	632	627	605
CLAYTON	372	375	467	470	505	396	384	326	344
ONSTEAD	375	414	486	526	555	670	801	813	917

SOURCE: U.S. CENSUS BUREAU

† CEMENT CITY DID NOT INCORPORATE AS A VILLAGE UNTIL 1953



Population Projections

Village of Cement City's population decreased 18.7% for the 1980-2010 time period, an average annual growth rate of -0.6%. However, the average annual growth rate was only -0.3% between 2000 and 2010. Based upon those recent trends, population growth is projected to fall between the following estimates through 2040:

PROJECTED VILLAGE POPULATION GROWTH

RATE	2010	2015	2020	2025	2030	2035	2040
-0.6%	438	425	412	400	388	376	365
-0.3%	438	431	425	419	412	406	400

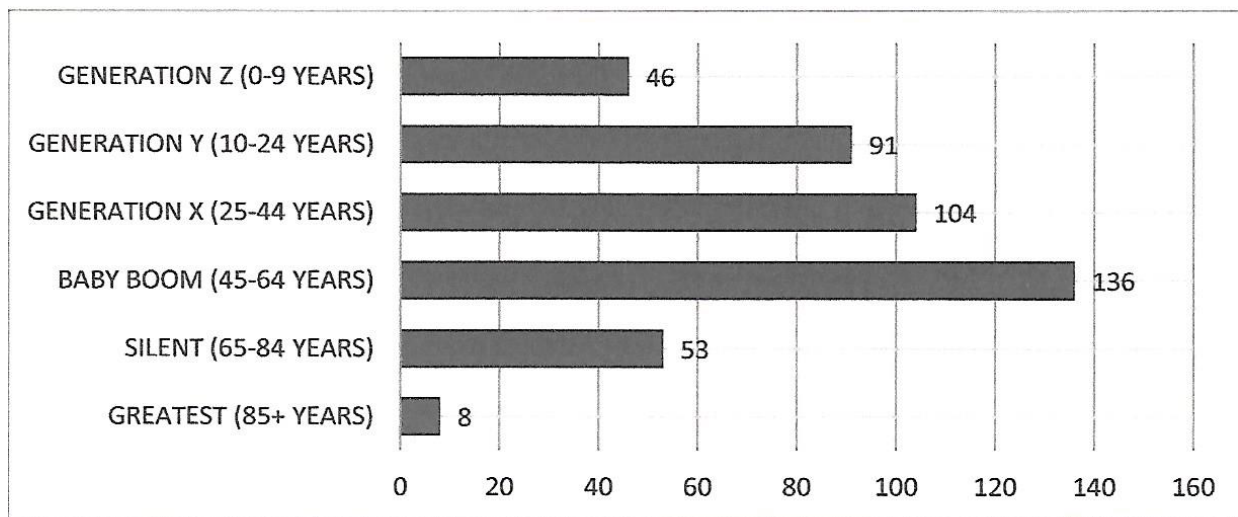
SOURCE: REGION 2 PLANNING COMMISSION

Considering current growth rates, it is likely that Village of Cement City will not exceed the population projection of 400 in 2040. However, the Village should plan for sufficient residential development in the future. Given the trend toward smaller household size, as evidenced in the section on household size, more residential units will be needed in the future to house fewer people.

Age Structure

The following chart represents the age structure (i.e., generations) of Village residents (including the incorporated villages) according to the 2010 U.S. Census.

GENERATIONS IN 2010



SOURCES: 2010 U.S. CENSUS AND REGION 2 PLANNING COMMISSION

‘Baby boomers’ — those aged 45-64 years in 2010 — accounted for 31.1% of the population. ‘Generation X’ — those aged 25-44 years in 2010 — accounted for 23.7% of Village of Cement City residents. ‘Generation Y’ — those aged 10-24 years in 2010 — accounted for 20.8% of the population. The ‘Silent Generation’ — those aged 65-84 years in 2010 — accounted for 12.1% of Village of Cement City residents. ‘Generation Z’ — those aged 0-9 years in 2010 — accounted for 10.5% of the population. The

‘Greatest Generation’ — those aged 85 years or more in 2010 — accounted 1.58% of Village of Cement City residents. The chart may be used as a guide to predict housing needs in the next 10- 15 years assuming no migration or death. It may also suggest policies which encourage development of services **which may be of benefit to senior citizens.**

The median age of Village of Cement City residents was 40.1 years in 2010, a significant increase from 35.9 years in 2000. The American Community Survey estimated that the median of the Village of Cement City residents increased to 41.3 years for the 2008-2010 time period. The following table provides a breakdown of the age structure change from 2000 to 2010 and may be of benefit in attempting to predict future age.

2000-2010 AGE STRUCTURE							
	2010	2000	CHANGE		2010	2000	CHANGE
UNDER 5 YEARS	22	35	-37.1%	45-54 YEARS	81	60	35.0%
5-9 YEARS	24	39	-38.5%	55-59 YEARS	30	23	30.4%
10-14 YEARS	31	44	-29.5%	60-64 YEARS	25	20	25.0%
15-19 YEARS	38	30	26.7%	65-74 YEARS	38	28	35.7%
20-24 YEARS	22	16	37.5%	75-84 YEARS	15	25	-40.0%
25-34 YEARS	62	53	17.0%	OVER 84 YEARS	8	6	33.3%
35-44 YEARS	42	73	-42.5%				

SOURCE: 2000 & 2010 U.S. CENSUS

Educational Attainment

The following table displaying the educational attainment of the 369 Village of Cement City residents at least 25 years of age during 2008-2012, according to the American Community Survey (U.S. Census). High school graduates comprised an estimated 82.4% of Village of Cement City residents, comparable to the 86.4% nationally. People who had an associate’s or a bachelor’s degree accounted for an estimated 4.9% and 4.3% of the Village of Cement City residents, respectively, compared to 8.0% and 18.2%, respectively, nationally. An estimated 10.9% of the population nationally also held a graduate or professional degree.

2010 EDUCATIONAL ATTAINMENT	
EDUCATIONAL ATTAINMENT	PERCENTAGE
LESS THAN 9TH GRADE	3.5%
9TH TO 12TH GRADE, NO DIPLOMA	14.1%
HIGH SCHOOL GRADUATE (INCLUDES EQUIVALENCY)	39.8%
SOME COLLEGE, NO DEGREE	33.3%
ASSOCIATE’S DEGREE	4.9%
BACHELOR’S DEGREE	4.3%
GRADUATE OR PROFESSIONAL DEGREE	0.05%

SOURCE: 2008-2012 AMERICAN COMMUNITY SURVEY (U.S. CENSUS)

Labor Force Status

An estimated 416 Village of Cement City residents were at least 16 years of age during the 2008-2012 time period, according to the American Community Survey. An estimated 27.9% of those residents did not participate in the labor force and an additional 1.0% served in the armed forces, leaving 72.1% participating in the civilian labor force. Of the estimated 296 Village of Cement City residents active in the civilian workforce, 84.5% were employed and 15.5% were unemployed during that same time period. The following table provides information on their employment by occupation.

2010 EMPLOYMENT BY OCCUPATION

EDUCATIONAL ATTAINMENT	PERCENTAGE
MANAGEMENT, BUSINESS, SCIENCE, AND ARTS OCCUPATIONS	16.0%
SERVICE OCCUPATIONS	16.8%
SALES AND OFFICE OCCUPATIONS	17.2%
NATURAL RESOURCES, CONSTRUCTION, AND MAINTENANCE OCCUPATIONS	20.0%
PRODUCTION, TRANSPORTATION, AND MATERIAL MOVING OCCUPATIONS	30.0%

SOURCE: 2008-2012 AMERICAN COMMUNITY SURVEY (U.S. CENSUS)

GENERAL HOUSING CHARACTERISTICS

Household Size

Household size is usually measured in persons per household. The ratio of persons per occupied housing unit is important for several reasons. The most important reason for planning purposes is that trends in persons per household indicate how much housing and land will be needed to accommodate changing levels of population.

The persons per household ratio has several other important implications. It can provide insight into the need for multiple-family versus single-family housing; indicate an increasing/decreasing number of households with children; reveal increasing numbers of senior citizens living alone; and indicate an increasing number of single people who choose not to get married before establishing their careers.

There were an estimated 193 Village of Cement City households during the 2008-2012 time period, according to the American Community Survey. People living alone comprised an estimated 24.4% of those household. This factor contributed to the nearly universal trend across the United States over the last several years of shrinking household size. The following chart shows the trends since 1990 and 2010 in Village of Cement City, Lenawee County and the State of Michigan.

1990-2010 AREA PERSONS PER HOUSEHOLD

	1990	2000	2010
Village of Cement City	2.87	2.79	2.52
Lenawee County	2.77	2.61	2.52
State of Michigan	2.66	2.56	2.49

SOURCE: U.S. CENSUS BUREAU RECORDS

Occupancy and Tenure

According to the 2010 Census, there are 211 housing units in Village of Cement City during the 2008-2012 time period. Of those, 78.2% were owner-occupied, 13.3% were renter-occupied and 8.5% were vacant. Of the estimated 18 vacant units, 11.1% were utilized for seasonal, recreational, or occasional use, reducing the overall vacancy rate to 7.6%.

ESTIMATE TENURE AND VANCANCY STATUS

Tenure/Vacancy Status	Units
OWNER OCCUPIED	165
RENTER OCCUPIED	28
SEASONAL, RECREATIONAL, OCOSIONAL	2
VACANT	16

SOURCE: 2008-2012 AMERICAN COMMUNITY SURVEY (U.S. CENSUS)

ESTIMATED SELECTED MONTHLY COSTS

PORTION OF INCOME	OWNER- OCCUPIED	RENTER- OCCUPIED
LESS THAN 20%	33.1%	52.4%
20%-24%	15.4%	23.8%
25%-29%	12.3%	0.0%
30%-34%	10.8%	4.8%
35% or MORE	28.5%	19.0%

SOURCE: 2008-2012 AMERICAN COMMUNITY SURVEY (U.S. CENSUS)

Housing Costs and Affordability

According to the American Community Survey, the estimated median for selected monthly homeowners costs in the Village of Cement City during the 2008-2012 time period were \$1,000 for mortgaged housing units and \$292 for housing units without a mortgage. The median gross rent during that time period was \$775.

The previous chart provides a breakdown of the housing costs as a percentage of household income in Village of Cement City. The U.S. Department of Housing and Urban Development (HUD) considers housing to be affordable when occupants pay less than 30% of their total household income for housing costs. Using that standard, American Community Survey data suggests that housing is affordable for 60.8% of Village of Cement City's homeowners. Rental costs fared much worse with an affordability rate of 76.2%.

VILLAGE RESOURCES

Transportation

Village of Cement City is served by Cement City Highway, a major connection (Map 6) to US-12 and Vicary Road with connects to US-127. US-12 runs just below the southern border of the Village of Cement City, connecting with US-223 and US-127. US-127 runs on the western edge of Woodstock County and the Village of Cement City connecting with I-94 and Lansing North and to the Ohio Turnpike South.

The above traffic routes are used to gain access to Adrian, Jackson, Lansing, Detroit, Toledo and Chicago. During the summer months these roads are the major routes to and from the Village and also the Michigan International Speedway (MIS) located about 2 miles east of Village.

Village of Cement City is located approximately twenty-five minutes from Adrian, fifteen minutes from Jackson, sixty minutes from Lansing and Toledo, and ninety minutes from Detroit.

Primary roads in the Village include Cement City Highway, Woodstock Street, Vicary Road and Lewis Road. The above roads are traveled more in the summer due to area lakes and MIS Races.

Sewer and Water Facilities

The only sewer systems near the Village are located around Lake Columbia and Clark Lake. These systems service residents up to 250 feet from said lakes.

There exists only a plan for the potential construction of a central sewer system by the Village of Cement City, with the potential of connecting to the Lake Columbia system which is part of the Leoni Township sewer system.

Schools

The Village of Cement City has three schools districts (Columbia, Addison, and Onsted) that provide for the educational needs of the community. There are several colleges located in the area including Adrian College, Siena Heights University, Hillsdale College, Jackson College, and Baker College

Health Care Facilities

Hospitals in the area consist of ProMedica Bixby Hospital in Adrian, Allegiance Hospital in Jackson and Hillsdale Community Hospital. These hospitals have full emergency room services.

Village of Cement City is also serviced by the Addison Fire Department which provides rescue services and advanced life support ambulance transportation to the area hospitals.

Police and Fire Services

Village of Cement City is provided with fire/ambulance protection by the Addison Fire Department and Columbia Township Fire Department.

The Addison Fire Department presently has two stations: station #1 located in Addison and station #2 on Round Lake Highway. The Columbia Township Fire Department has one station: station #1 in Brooklyn.

The emergency medical services provided by the Addison Fire Department consist of twenty four hours a day seven days per week coverage.

The police protection is provided by the Columbia Township Police Department, Jackson County Sheriff Department, Lenawee County Sheriff Department and the Michigan State Police.

LAND USE PROBLEMS AND POTENTIALS

An understanding of present or anticipated land use problems and potentials is important in the long range planning for the Village of Cement City. The land use plan should focus on minimizing or eliminating problems and maximizing potential and opportunities.

A major concern for Village of Cement City is the decreasing demand for residential, commercial properties within the Village proper. Without the infrastructure which refers to the basic physical and organizational structures needed for the operation of any economy, it can be difficult to support any growth, such as sewers, electrical grids, telecommunications and water supply. These structures provide the commodities and services essential to enable or enhance societal living conditions.

A good land use plan will maximize the potential for positive effects resulting from the current state.

LAND USE GOALS AND OBJECTIVES

Recreation and Open Space Areas

Goal:

Unique natural features and environmentally sensitive areas should be protected and preserved because of their recreational potentials and natural assets which are valuable to the community's future wellbeing.

Objectives:

- Encourage the preservation of areas such as woodlands, streams, banks, lake shores and marshlands by prohibiting building and development unless it can be proven that sufficient physical features are present to support such development without endangering the environment.
- Attempt to connect recreation areas with natural areas wherever possible to develop open space corridors that provide a network of recreational and natural enjoyment areas.
- Attempt to preserve and enhance DNR designated wetlands.

Agricultural Land Uses

Goal:

Agricultural activities within the Village of Cement City are important to preserve and protect these lands from incompatible land uses for those who want to seek a living by agricultural means.

Objectives:

- Encourage low residential densities in agricultural areas.
- Encourage the protection of active agricultural lands from incompatible and unnecessary development.

Residential Land Uses

Goal 1:

Residential land uses should be developed in such a manner as to maintain an attractive living environment which provides a mixture of housing opportunities while preserving the existing housing supply and locating new residences in areas where they can be provided with necessary services and where they will be compatible with adjacent land uses.

Objectives:

- Encourage development of residential units in areas where sewer connections are available, or alternative sewer systems or where soil types permit septic systems.
- Encourage residential development in areas that are compatible with existing land uses thereby discouraging conflicts with other types of land uses.

- Encourage new residential development around existing developed areas to permit a more efficient provision of service.
- Enhance property values by separating residential area from conflicting land uses.
- Preserve and protect the integrity of neighborhoods with the use of blight, nuisance, and zoning ordinances.

Goal 2:

It has been demonstrated that the number of senior citizens will be increasing as the baby boom generation begins to reach retirement age. Ensure that the needs of senior citizens are met.

Objectives:

- To the greatest extent possible, ensure that the needs of the elderly are taken into consideration as part of development projects.
- Encourage existing and proposed land uses that serve the elderly to provide for transportation and accessibility needs.
- Review zoning regulations to ensure that they do not discriminate against senior citizens and provide the flexibility to accommodate their needs.

Commercial Land Uses

Goal:

Commercial development should relate to the overall character of the community and to its specific land use patterns. The development should also provide services and products in locations which are readily accessible to residents and which promote efficient and safe traffic patterns.

Objectives:

- Encourage cluster concentrations of related commercial uses so as to avoid strip commercial development.
- Encourage commercial development of a convenience nature near existing and planned residential areas.
- Encourage the location of major commercial areas at the intersection of major streets and roads to provide accessibility from several directions.
- Provide for the future expansion of existing or planned commercial areas.
- Consider conflicting land use buffers when commercial uses abut residential and agricultural areas.

Industrial Land Uses

Not Available

FUTURE LAND USE PLAN

The land use plan for future growth and development in Village of Cement City is based on existing characteristics of the Village, the problems and potentials facing the Village and the goals and objectives for future growth. The plan designates specific areas for each type of land use in a manner designed to guide the Village toward future growth into the next decade Map 7. A detailed discussion of each land use category and suggested locations follows.

Open Areas

Recreation and Open Space Areas

Recreation and open space areas consist of those lands which, because of their physical characteristics, would be suitable for recreation and open space use.

Targeted areas:

There are a couple areas within the Village of Cement City. The first surrounds most of Little Goose Lake, excluding southwestern part of the Village of Cement City.

Agricultural Areas

Agricultural areas include land of at least two acre parcels for single family dwellings or a minimum of five acres for agricultural related purposes. The land in this category is suitable for agricultural development and agricultural related uses.

Targeted areas:

Agricultural areas cover some of this municipality, including many of the properties adjacent to the Village. The agricultural areas basically consist of those portions of the Village not covered by other areas.

Residential Areas

Low-Density Residential Areas

This category consists of single-family dwellings at low densities help to preserve a predominantly rural character. The areas are fit for concentrated residential use because of the ability of the soil to absorb sewage wastes from individual septic tanks.

Targeted areas:

There are several low-density residential areas in the Village. The largest areas run along Woodstock Street and Vicary Road or Jackson Street. Other sizeable areas are Potter Ave., Perrin Ave. and North Parker Street. Smaller areas are located along Peninsular Street and both sides of Lewis Road or Halsey Street to the west of the Village of Cement City.

High-Density Residential Areas

Not Available

Commercial Areas

The Village of Cement City Master Plan proposes one commercial area. This area contains existing commercial establishments near residential areas.

Targeted areas:

The commercial area is located on Main Street on both sides of said street running from Woodstock Street west to Parker Street.

Industrial Areas

Not Available

PLAN IMPLEMENTATION

The Village of Cement City Master Plan is a document that represents the future development policies of the community. The Plan itself is not a legally binding or enforceable document. The Plan is also not capable of bringing about change without other tools that are designed and authorized by statute to carry out the policies of the Plan. The Plan is however, a basis for the Village Zoning Ordinance, and other local regulations.

Zoning is the most common tool used to implement the community plan. Village of Cement City has an adopted Zoning Ordinance and accompanying zoning map. The zoning map subdivides the community into zoning districts. Each district has its own regulations that are specific to that zoning district. The zoning district boundaries on the official zoning map do not necessarily follow boundaries found on the Land Use Plan map. As the Village grows and rezoning of certain areas become more frequent, the zoning map should resemble the Master Plan map more than it did when the Plan was first adopted. The ultimate goal of the Master Plan is to serve as a vision of what the community could look like if the policies stated in the Plan are implemented. To make this vision become a reality, zoning decisions should be consistent with the Plan.

The Village of Cement City Master Plan is a flexible document that has been designed and intended to change as the community changes. It should be periodically updated as development activity causes the landscape to change. If the document was inflexible, it would not be possible to interpret unique circumstances that occur with some rezoning cases. There will likely be instances when it will be necessary to deviate from the Plan. When it is necessary to deviate from the Plan, it should be done with consideration for the effect on not only the adjacent property owners, but also the impact on the entire community. The reasons why it is necessary to deviate from the Plan should be well documented in the motion and minutes of any public hearing or meeting.

It has been several years since the Village adopted its current zoning ordinance. Since that time, trends in zoning practice and changes to the state zoning statute may have resulted in the need to update the document. This plan will also suggest changes. Therefore, it is anticipated that some follow-up will be necessary after this plan has been completed.

One of the stated goals of the Plan was to protect some of the Village's natural resources. While this is not possible to protect ail of the community's natural resources, it is possible to protect some of the more valuable areas from extensive development. Environmentally sensitive areas in the Village are resources that benefit the entire community and are desirable to protect for the future of the community. Areas that are sensitive to encroachment by man have been mapped in the Plan and displayed as an overlay on the Land Use Plan map. The areas that have been shaded on the map identify areas where wetlands, floodplains, or other sensitive lands may be found. The map should be consulted for every action related to the land that requires Village approval.

In cases where a site is located in an area identified as having physical limitations, the person or persons applying for regulatory approval (except a rezoning), should be prepared to satisfactorily demonstrate to the Village that the proposed action will not significantly affect the environment in or near the proposed development area. In the case of a rezoning, the Village should consult the appropriate maps delineating sensitive areas to determine if the uses allowed as permitted or conditional uses could have a detri-

mental effect on the ecosystem. The Village should base its decision for approval or denial of the rezoning in part upon the potential for degrading the environmentally sensitive area.

**APPENDIX A
PLACEHOLDER**

APPENDIX B ZONING PLAN

The Master Plan provides the legal basis for zoning in Village of Cement City. Accordingly, the Plan is required to contain a special plan element, known commonly as the Zoning Plan, by Michigan’s planning and zoning enabling acts. As noted in the Michigan Planning Guidebook (May 2008), “special plan elements are often prepared to establish a legal basis for a local regulation, such as a zoning plan to serve as the basis for zoning regulations.”

The MPEA —the Michigan Planning Enabling Act (PA 33 of 2008), as amended— requires “a zoning plan for the various zoning districts controlling area, bulk, location, and use of buildings and premises” because Village of Cement City has an adopted zoning ordinance (Sec. 33 (2) (d)). The MZEA —the Michigan Zoning Enabling Act (PA 110 of 2006), as amended— requires the Planning Commission to adopt and file with the Village Board “a zoning plan for the areas subject to zoning” in the Village (Sec. 305 (a)). Finally, the MPEA also requires the Zoning Plan to “include an explanation of how the land use categories on the future land use map relate to the districts on the zoning map” (Sec. 33 (2) (d)).

Zoning Districts

Articles 3 and 4 of the Zoning Ordinance establish and define the following zoning districts (please see the Zoning Map):

Open Districts — Open districts are established to protect land best suited for open use from the encroachment of incompatible land uses, to preserve valuable agricultural land for agricultural uses, and to retain land suited for open space and recreation use for the future.

- **Agricultural District (AG-1)** — The intent of this district is to set aside land suitable for agricultural development and agricultural related uses.
- **Recreation Open Space District (RO-1)** — The intent of this district is to set aside those lands which, because of their physical characteristics, would be suitable for recreation and open space use.

Residential Districts — Residential districts are designated principally for residential use and are limited to dwellings and other uses normally associated with residential neighborhoods in order to encourage a suitable and healthy environment for family life.

- **Rural Non-Farm Residential District (RNF-1)** — This district is established to provide suitable areas for single-family dwellings at low densities to preserve a predominantly rural character in these areas fit for concentrated residential use because of the ability of the soil to absorb sewage wastes from individual septic tanks.
- **Lake Residential District (RL-1)** — This district is designed to preserve and enhance areas which are suitable for lakefront residential development, principally single-family dwellings at moderate densities, with consideration to protecting the lake waters from potential pollutants.
- **Suburban Residential District (RS-1)** — This district is designed to provide residential areas principally for moderate suburban densities where necessary urban services and facilities, including central sewerage and water supply systems, can be feasibly provided.

- **Multiple-Family Residential District (RM-1)** — This district is designed to permit a high density of population and a high intensity of land use in those areas which are served by a central water supply system and a central sanitary sewerage system, and which abut or are adjacent to such other uses or amenities which support, complement, or serve such a density and intensity.
- **Mobile Home Residential District (MH-1)** — This district is composed of those areas of the Village whose principal use is or ought to be mobile home dwellings. The regulations of this district are designed to permit a density of population and an intensity of land use in those areas which are served by a central water supply system and a central sanitary sewerage system, and which abut or are adjacent to such other uses, buildings, structures, or amenities which support, complement, or serve such a density and intensity.

Commercial Districts — Commercial districts are designed to limit compatible commercial enterprises at appropriate locations to encourage efficient traffic movement, parking, utility service; advance public safety; and protect surrounding property.

- **Local Commercial District (C-1)** — This district is designed to encourage planned and integrated groupings of stores that will retail convenience goods and provide personal services to meet regular and recurring needs of the neighborhood resident population. To these ends, certain uses, which would function more effectively in other districts and would interfere with the operation of these business activities and the purpose of this district, have been excluded.
- **General Commercial District (C-2)** — This district is intended to encourage planned and integrated groupings of retail, service and administrative establishments which will retail convenience and comparison goods and provide personal and professional services for the entire area and to accommodate commercial establishments which cannot be practically provided in a neighborhood commercial area.
- **Highway Service Commercial District (C-3)** — This district is intended to provide for various commercial establishments offering accommodations, supplies and services to local as well as through automobile and truck traffic. These districts should be provided at locations along major thoroughfares or adjacent to the interchange ramps of a limited access highway facility and should encourage grouping of various facilities into centers and discourage dispersion of these activities.

Industrial district — Not available

Dimensional Standards

The following bulk, height, and setback restrictions for each district are included in the zoning ordinance (Sec. 4.5).

Area, Height, Bulk Requirements

Zoning District	Lot Requirements			Minimum Yard Requirements			Max. Bldg. Height Requirements		Comments		
	Min Lot Area	Min Lot Width	Max Lot Cov	Front	Side	Rear	Principal	Accessory			
Agricultural (AG-1)	2 acres [‡]	200'	10%	60'	30'	50'	2½ story or 35'	80'	Single-family detached dwelling units.		
	5 acres [‡]								All other uses.		
Recreation Open Space (RO-1)	2 acres [‡]	300'	10%	60'	30'	50'	2½ story or 35'	80'	Single-family detached dwelling units.		
	5 acres [‡]								All other uses.		
Rural Non-Farm Res. (RNF-1)	1 acre [‡]	150'	20%	50'	20'	35'	2½ story or 35'	80'	Single-family detached units.		
	2 acres [‡]								All other uses.		
Lake Residential (RL-1)	10,000 sq. ft. [‡]	80'	30%	35'	10'	35'	2½ story or 35'	25'	Single-family detached dwelling units with central sewage and water systems.		
	15,000 sq. ft. [‡]	100'							50'*	20' total 35' [†]	Single-family detached dwelling units without central sewage.
	1 acre [‡]	120'							All other uses.		
Suburban Residential (RS-1)	10,000 sq. ft. [‡]	100'	30%	35'	10'	20'	2½ story or 35'	25'	Single-family detached dwelling units with central sewage and water systems.		
	15,000 sq. ft. [‡]	120'							25' total 35' [†]	Single-family detached dwelling units without central sewage.	
	1 acre [‡]	120'							All other uses.		
Multi-Family Residential (RM-1)	10,000 sq. ft. [‡]	80'	25%	25'	10'	25'	2½ story or 35'	25'	Single-family detached dwelling units with central sewage and water systems.		
	15,000 sq. ft. [‡]	120'							25' total 25' [†]	Single-family detached dwelling units without central sewage.	
	15,000 sq. ft. [‡]	120'							15,000 sq. ft. for 1 st three dwellings + 2,000 sq. ft. for each additional unit.		
	½ acre [‡]	120'							All other uses.		
Mobile Home Residential (MH-1)	10 acres 4,500 sq. ft.	35'	15%	8' 20' total	10' 25' total	8' 20' total	1 story or 15'	15'	Mobile home park Mobile home site within a mobile home park		

[†] Corner Lot

[‡] Stand-alone accessory structures may be constructed provided that the lot meets the minimum lot area requirements for zoning district

* Abutting a water body

(continued)

Zoning District	Lot Requirements			Minimum Yard Requirements			Max. Bldg. Height Requirements		Comments
	Min Lot Area	Min Lot Width	Max Lot Cov	Front	Side	Rear	Principal	Accessory	
Local Commercial (C-1)	10,000 sq. ft.	75'	25%	35'	20'	35'	35'	n/a	With central sewage and water systems.
	15,000 sq. ft.	100'			35' [†]				Without central sewage.
General Commercial (C-2)	10,000 sq. ft.	75'	25%	35'	20'	20'	35'	n/a	With central sewage and water systems.
	15,000 sq. ft.	100'			35' [†]				Without central sewage.
Highway Service Commercial (C-3)	15,000 sq. ft.	100'	25%	35'	20'	20'	35'	n/a	

[†] Corner Lot

[‡] Stand-alone accessory structures may be constructed provided that the lot meets the minimum lot area requirements for zoning district

* Abutting a water body

Rezoning Criteria

The most common zoning application of the master plan is during the rezoning process. Accordingly, a rezoning should be required to meet the following set criteria in order to be considered consistent with the master plan.

- Is the proposed rezoning consistent with the policies and uses proposed for that area in the Village’s master plan?
- Will all of the uses allowed under the proposed rezoning be compatible with other zones and uses in the surrounding area?
- Will any public services and facilities be significantly adversely impacted by a development or use allowed under the requested rezoning?
- Will the uses allowed under the proposed rezoning be equally or better suited to the area than uses allowed under the current zoning of the land?

Relationship to the Future Land Use Map

The remainder of this appendix equates the various zoning districts included on the zoning map with the various categories included on the future land use map.

Open areas — The following open areas are included on the future land use map:

- **Recreation and open space areas** — Recreation and open space areas are addressed generally on the future land use map. The following zoning district equates to those areas:
 - **RO-1** — Recreation Open Space District
- **Agricultural areas** — Agricultural areas are addressed generally on the future land use map. The following zoning district equates to those areas:

- **AG-1** — Agricultural District

Residential areas — The following residential areas are included on the future land use map:

- **Low-density residential areas** — Low-density residential areas are addressed generally on the future land use map. The following zoning districts equate to those areas:
 - **RNF-1** — Rural Non-Farm District
 - **RL-1** — Lake Residential District
 - **RS-1** — Suburban Residential District
- **High-density residential areas** — High-density residential areas are addressed generally on the future land use map. The following zoning districts equate to those areas:
 - **RM-1** — Multiple-Family Residential District
 - **MH-1** — Mobile Home Residential District

Commercial area — The following commercial area is included on the future land use map:

- **Commercial areas** — Local commercial areas are addressed generally on the future land use map. The following zoning districts equate to those areas:
 - **C-1** — Local Commercial District
 - **C-2** — General Commercial District
 - **C-3** — Highway Service Commercial District

APPENDIX C CAPITAL IMPROVEMENTS PROGRAMMING

What is a Capital Improvements Program?

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

Why Prepare a Capital Improvements Program?

Section 65 of the MPEA —the Michigan Planning Enabling Act (PA 33 of 2008, MCL 125.3865), as amended— requires that Village of Cement City “annually prepare a capital improvements program of public structures and improvements,” upon the adoption of this Master Plan. Accordingly, the Planning Commission —or the Village Board if the Planning Commission is exempted from this task— must “prepare and adopt a capital improvements program [(CIP)], separate from or as a part of the annual budget.” The CIP shows “those public structures and improvements, in the general order of their priority, that in the [Village’s] judgment will be needed or desirable and can be undertaken within the ensuing 6-year period . . . [and] shall be based upon the requirements of the [Village] for all types of public structures and improvements. Consequently, each agency or department of the [Village] with authority for public structures or improvements shall upon request [provide] lists, plans, and estimates of time and cost of those public structures and improvements.”

Of course, there are also benefits to developing and maintaining a CIP. Chief among those benefits is the coordination of seemingly disparate projects. For example, water and sewer projects can be coordinated with street paving projects eliminating the potential for streets to be repaved, only to be torn up for a water or sewer project two or three years later. It is also important to note that “plans for new public works that are identified in the [Master Plan can] actually come to fruition through the CIP” and to ensure that “new public facilities are built in locations and consistent with the public policy for development in particular areas or neighborhoods as spelled out in the” document, according to the Michigan Planning Guidebook.

Developing a Capital Improvements Program

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

Establishing Objective Criteria

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

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

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

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

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

Establishing a Process

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

- Prepare an inventory of all capital facilities.
- Rate the existing level of service for each infrastructure element.
- Identify the structure needs.
- Identify options to meet needs and cost estimates to all projects over the next six years.

Prepare a draft CIP that includes a review of each project against the master plan and CIP prioritization criteria:

- Establish financial capacity for financing public works proposals over the next six years.
- Develop a project schedule for the next six years based on the ranking of selected projects and the availability of funding.
- Select projects to be undertaken during the coming year which become the capital budget. The remaining projects become part of the capital improvements program for the subsequent five years.
- Develop a project schedule for the next six years based on the ranking of selected projects and the availability of funding.
- After public review and hearing, the CIP is adopted by the Village Board with any agreed upon amendments.
- Implement current year of the CIP.
- Monitor projects and update the CIP annually.

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

