

**Village of Shepherd
Master Plan
2010 - 2025**

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1.0 Introduction

1.1 Authority to Plan

The Village of Shepherd Planning Commission has updated this master land use plan under the authority of the Michigan Planning Enabling Act, PA 33 of 2008, as amended.

1.2 Purpose of the Plan

Planning is a process involving the conscious selection of policies relating to land use and development in a community. A master land use plan serves several functions:

- Provides a general statement of the community's goals and a comprehensive vision of the future.
- Provides the statutory basis for the Zoning Ordinance, as required by the Michigan Zoning Enabling Act, PA 110 of 2006, as amended; and
- Serves as the primary policy guide for local officials considering development proposals, land divisions, capital improvements, and other matters related to land use and development; thus, it provides a stable and consistent basis for decision making.

Section 7 (2) of the Michigan Planning Enabling Act States:

The general purpose of a master plan is to guide and accomplish, in the planning jurisdiction and its environs, development that satisfies all of the following criteria:

- (a) *Is coordinated, adjusted, harmonious, efficient, and economical.*
- (b) *Considers the character of the planning jurisdiction and its suitability for particular uses, judged in terms of such factors as trends in land and population development.*

- (c) *Will, in accordance with present and future needs, best promote public health, safety, morals, order, convenience, prosperity, and general welfare.*
- (d) *Includes, among other things, promotion of or adequate provision for 1 or more of the following:*
 - i. *A system of transportation to lessen congestion on streets and provide for safe and efficient movement of people and goods by motor vehicles, bicycles, pedestrians, and other legal users.*
 - ii. *Safety from fire and other dangers.*
 - iii. *Light and air.*
 - iv. *Healthful and convenient distribution of population.*
 - v. *Good civic design and arrangement and wise and efficient expenditure of public funds.*
 - vi. *Public utilities such as sewage disposal and water supply and other public improvements.*
 - vii. *Recreation.*
 - viii. *The use of resources in accordance with their character and adaptability.*

1.3 Public Participation Process

This Master Plan was formulated through a process of active participation of the citizens of Shepherd. The Planning Commission held three public meetings for the purpose of involving citizens and the Commission to review and comment on the Plan at its three strategic phases. Attended by the Planning Commission, Village Council Members, and concerned citizens, the meetings were held in the Village Hall on the following dates:

1. January 5, 2000
2. February 23, 2000
3. April 5, 2000

The January 5, 2000 meeting included a survey of all those present to fill out a questionnaire listing their top five likes and dislikes about the community, and top five suggestions for future improvement needs for the community. The survey provided a basis for initial formulation of goals and objectives for the Village.

Pursuant to the public hearing notification requirements of Section 125.38, Municipal Planning Act 285 of 1931, as amended, the Planning Commission on June 21, 2000, conducted a public hearing on the Plan. Pursuant to the comments received from those present at the meeting, the Planning Commission at the meeting adopted the Plan.

Several work sessions were held in 2013 in an effort to update the Master Plan. All updates were conducted in compliance with the Michigan Planning Enabling Act, PA 33 of 2008, as amended.

1.4 Plan Organization

The Master Plan is comprised of three primary components. The background studies profile the demographic and environmental conditions in existence at the time the plan was prepared and updated in 2013. The goals and objectives provide the philosophical basis of the plan. The future land use plan describes the Village's vision of its future in written and graphic form.

1.5 Location and Regional Context

The Village of Shepherd is located in the southeastern portion of Isabella County and within the Township of Coe. The Village encompasses 0.95 square miles or 609 acres. **(Map 1)**

Located just off of US-127, the Village is in proximity to Mt. Pleasant, 10 miles to the north, and to Alma and St. Louis, about 15 miles to the south. The Midland/ Bay City/ Saginaw metropolitan region is just east of the Village.

The Village is comprised of land in the geographic township of T13N-R3W. The majority of the Village falls in Sections 8 and 17 with remaining portions in Sections 9 and 16.

1.6 History of the Village

In the year 1854, several pioneer families settled in Coe Township, naming their community Salt River, after the river running on the east edge. It was the first community in Isabella County. The land was completely covered with forests, both hard and soft woods. The nearest post offices were Maple River and St. Johns, about 40 miles away.

By the 1870s, there was a population of 300, with three stores, one hotel, two blacksmith shops, one boot and shoe shop, one news depot, one flouring and sawmill, one cheese factory, three physicians, and three attorneys.

I. N. Shepherd, son of pioneer Robert Shepherd, began buying up land at 50 cents an acre and built a farmhouse west of the river (the building just east of the Village park). After buying up more land, he platted the present Village and named it Shepherd. He was in business with Ammi Wright, a lumber baron of Alma and named the main street after him. Wright had built a roller mill in Shepherd as well as the building which is the present hardware store.

Shepherd, Wright, and others put the railroad through Shepherd (the Ann Arbor Railroad had planned to bypass those communities). The track was laid across Wright Avenue on October 10, 1885, and I. North Shepherd shipped out a load of lumber that day. The Ann Arbor Railroad bought this stretch of railroad.

By 1895, Shepherd was a very busy village with an iron foundry, roller mill, many saw mills, an elevator, two drug stores, four hotels, three churches, a tin shop, a village school, a creamery, and many other privately owned businesses.

The twentieth century began with Shepherd supporting many small businesses connected with the forests. As the forests

were depleted, these businesses fell by the wayside and agriculture became the principal business to support the community. The grains and beans were the main crops with two elevators that have been here throughout most of the history of Shepherd.

In 1904, a school was built in the Village for grades kindergarten through high school. Not until 1929 was there was a gym which was attached to this building. This is the only part remaining. Now there are two small elementary schools, a junior high and senior high, both with gyms.

The discovery of oil in the area in the late 1920s and early 1930s played an important part in the local economy. Many were fortunate enough to have oil wells on their property and others prospered from their investments. Some of the good results continue to this day.

Wright Avenue is the principal shopping district and has the usual businesses: bank, drug store, laundromat, real estate, hardware, flower shops, grocery store, restaurants, doctors' offices, and a weekly newspaper.

The two highlights of the twentieth century are the very successful Village Centennial, celebrated in 1957, followed by the Maple Syrup Festival, started in 1958. For the last 42 years, Maple Syrup Festival has become a major annual event in Shepherd, attracting large crowds from throughout the region to enjoy the pancakes and other festivities of the three-day event, held during the last weekend in April.

MAP 1 - GEOGRAPHIC LOCATION



**VILLAGE OF SHEPHERD
COE TOWNSHIP, ISABELLA COUNTY MICHIGAN**

2.0 Background Studies Summary

The Village of Shepherd undertook a series of background studies to document past trends, inventory current conditions, and make future projections. The results of these studies provided participants in the planning process a common picture of community characteristics on which to base their land use planning efforts.

2.1 Socioeconomic Profile

- Following the statewide trends, the Village gained in total population between 1990 and 2010 from 1,413 persons in 1990 to 1,515 persons in 2010, for a net increase of 6.64%.
- The Village lost nearly 1% of its population between 2000 and 2010.
- The family formation age group (25 to 49 years old) is the largest age group in the Village, accounting for one-third of the total population.
- The Village's per capita income is slightly greater than Coe Township and Isabella County but less than the State.
- The Village's housing stock is comprised of 71.9% single family homes, 27.6% duplexes and apartments, and .4% mobile homes or trailers.
- Nearly one half of the Village's housing stock has exceeded the 50-year typical useful life for residences.
- The median housing value in the Village is lower than Coe Township, Isabella County, and the State of Michigan.

2.2 Existing Land Use

- The Village encompasses a total area of 542 acres.
- Nearly one –half (45.5%) of the Village is classified residential or vacant residential, followed by 39.4% classified

exempt which includes: schools, churches, street right of ways and village owned property.

2.3 Natural Resources

- Woodlands are Shepherd's most significant natural resource, accounting for 9% of the land.
- Nearly three-quarters of the village (71.7%) is comprised of dry, or non-hydric soils. The remainder is classified as wet, or hydric soils, and account for just over one-quarter (28.3%) of the land.

3.0 Socioeconomic Profile

An important component in the comprehensive planning process is understanding the community's social and economic characteristics. This chapter explores current and historical population changes, age distribution, household make-up, income, education, employment, and housing characteristics for the Village of Shepherd. Where significant, Village data is compared to Coe Township, Isabella County, the State of Michigan and the U.S. The purpose is to identify factors that could influence future land use decisions and to assist policy makers with these decisions.

3.1 Population

At the time of the 2010 U.S. Census, the population of Shepherd was 1,515 residents (708 male - 807 female). For the purpose of this report, the 2010 U.S. Census information will be used when making comparisons to other governmental units.

Population trends for residents of Shepherd between 1990 and 2010 are shown in **Table 1**. The Village's population peaked in 2000 at 1,536, for an increase of 8.7% from the 1990 population of 1,413. Following the State trend, the Village experienced a decline of 1.4% between 2000 - 2010. This decline resulted in a 2010 population of virtually the same as the 1980 population. Village trends result in an overall ~~loss~~ gain of 6.64% from 1990 to 2010. The 2012 estimate for Shepherd shows a population growth of 1.0% for a total of 1523 persons.

The 2010 Census shows a population density of 1,782.4 persons per square mile for the Village's 0.85 square miles of land area. This population density can be compared with the 85.5 persons per square mile for Coe Township, 122.1 persons per square mile for Isabella County and 173.7 persons per square mile for the State of Michigan.

**Table 1
Population Trends
Village, Township, County, and State, 1990 - 2010**

Place	1990	2000	Change 1990-2000		2010	Change 1990-2010	
			#	%		#	%
Village of Shepherd	1,413	1,536	123	8.70%	1,515	102	6.64%
Coe Twp.	2,967	2,993	26	0.88%	3,079	112	3.74%
Isabella Co.	54,624	63,351	8,727	15.98%	70,311	15,687	24.76%
Michigan	9,295,297	9,938,444	643,147	6.92%	9,883,640	588,343	5.92%

Source: U.S. Bureau of the Census

3.2 Age Distribution, Racial Make Up and Disability Status

Information on age distribution within a population can assist the community in matching public services to community characteristics and in determining special needs of certain age groups. For example, the younger population tends to require more rental housing units and smaller homes, while the elderly population needs nursing home facilities. Analysis of age distribution can also be used by policy makers to identify current gaps in services and to project future service needs for housing, education, recreation and medical care.

Age distributions for the Village, Township, County, and State from the 2010 Census are compared in **Table 2**. Overall, age distributions are comparable for the units of government. Like the Township, County, and State, the Village of Shepherd's largest age group is the family formation age group (25 - 49 years), followed by the school age group (5-17 years). Shepherd's median age

of 31.6 is comparable to Coe Township (37.5) and the State of Michigan (39.3); however, Isabella County has a much lower median age of 25.1 years.

Racial make up of Shepherd's population is relatively homogeneous. Of the 1,515 persons in the community in 2010, 94.2% were White, with the remaining 5.8% classified as Black, Native, Asian, or other. **Table 3** compares the Village's racial composition to that of the Township, County, and State.

3.3 Households

Census data from 2010 shows that Shepherd has an average household size of 2.36 persons, as compared to 2.49 persons for Coe Township, 2.57 persons for Isabella County, 2.49 persons for the State, and 2.58 for the U.S. **Table 4** compares the household characteristics of the Village with that of the County, the State and the U.S. The household make up of the Village is very similar to the other three units of government compared.

Table 2
Age Distribution
Village, Township, County, and State, 2010

Age Range	Shepherd Village		Coe Township		Isabella County		Michigan
	#	%	#	%	#	%	%
Under 5	93	6.1%	181	5.9%	3,634	5.2%	6.0%
5-14	213	14.1%	446	14.5%	6,889	9.8%	13.3%
15-24	202	13.3%	397	12.9%	24,516	34.9%	14.3%
25-39	289	19.1%	535	17.4%	11,052	15.7%	18.0%
40-49	221	14.6%	427	13.9%	7,052	10.0%	14.2%
50-59	233	15.4%	491	15.9%	7,496	10.7%	14.6%
60-64	67	4.4%	172	5.6%	2,845	4.0%	5.8%
65+	197	13.0%	430	14.0%	6,827	9.7%	13.7%
TOTALS	1,515	100.0%	3,079	100.0%	70,311	100.0%	99.9%
Median Age	37.5		39.3		25.1		38.9

Source: U.S. Bureau of the Census

Table 3
Racial Make Up
Village, Township, County, and State, 2010

	Shepherd Village		Coe Township		Isabella County		Michigan	
	#	%	#	%	#	%	#	%
White	1427	94.2%	2930	95.2%	62,697	89.2%	7,803,120	78.9%
Black	7	0.5%	11	0.4%	1,676	2.4%	1,400,362	14.2%
Native	20	1.3%	39	1.3%	2,414	3.4%	62,007	0.6%
Asian	5	0.3%	9	0.3%	1,148	1.6%	238,199	2.4%
Other	56	3.7%	90	2.9%	2,376	3.4%	379,952	3.8%
TOTALS	1,515	100.0%	3,079	100.0%	70,311	100.0%	9,883,640	99.9%

Source: 2010 U.S. Census

Table 4
Household Characteristics
Village, County, State, and U.S., 2010

Household Type	Shepherd Village		Isabella County		Michigan		United States	
	#	%	#	%	#	%		%
Married Couple Families	277	43.3%	10,193	41.2%	1,857,127	48.0%	56,510,377	48.4%
Single Male Families	41	6.4%	1,032	4.2%	185,363	4.8%	5,777,570	5.0%
Single Female Families	94	14.7%	2,598	10.5%	511,583	13.2%	15,250,349	13.1%
Non-Family Households	228	35.6%	10,923	44.1%	1,318,435	34.0%	39,177,996	33.6%
Total Households	640	100.0%	24,746	100.0%	3,872,508	100.0%	116,716,292	100.0%
Average Household Size	2.36		2.57		2.49		2.58	

Source: 2010 U.S. Census

3.4 Income and Poverty

Three measures of income (median household, median family and per capita) are illustrated in **Table 5** for the Village, Township, County, and State. The income of Village residents is comparable to the other governmental units, and reflects the 2009 calendar year.

The table also illustrates poverty statistics comparing Shepherd to the other units of government. The Village (8.20%) has fewer persons below the poverty level than both the County (14.40%) and the State (11.10%). However, the Township (7.60%) has fewer persons below poverty level than the Village.

3.5 Education

Education is an important factor in analyzing the capabilities of the local work force and the economic vitality of the community. Educational attainment is tracked by the U.S. Census Bureau and indicates that 92.1% of Shepherd residents (25 years of age or older) are high school graduates or higher, as compared to 89.2% for Coe Township, 89.6% for Isabella County and 88.4% for the State as a whole. Village residents with a bachelor's degree or higher account for 23.3% of the population, while Township, County and State have 19.1%, 25.7% and 25.3% college graduates, respectively. These statistics are illustrated in **Table 6**.

Table 5
Income and Poverty
Village, Township, County, and State, 2009

Place	Median Family Income	Median Household Income	Per Capita Income	% of Families Below Poverty Level
Shepherd Village	\$48,611	\$39,750	\$20,985	8.20%
Coe Township	\$51,413	\$45,909	\$19,873	7.60%
Isabella County	\$53,977	\$36,815	\$18,738	14.40%
Michigan	\$60,895	\$48,669	\$25,482	11.10%

Source: 2010 U.S. Census

Table 6
Educational Attainment
Village, Township, County, and State, 2010

Place	High School Graduate OR Higher	Bachelor's Degree OR Higher
Shepherd Village	92.10%	23.30%
Coe Township	89.20%	19.10%
Isabella County	89.60%	25.70%
Michigan	88.40%	25.30%

Source: 2010 U.S. Census

3.6 Employment

Data in **Table 7** document employment by major industry groups for residents of the Village, Coe Township, and Isabella County. Nearly one-quarter (26.4%) of the Village residents were employed in the education, health care and social service industry followed by arts, entertainment, recreation, accommodation and food services (14.3%). Shepherd industries are comparable to the Township and County.

Table 8 documents employment by occupation. The largest occupation category in the Village was management, business, science and arts (31.7%), followed by sales and office (26.1%), and service workers (18.5%). Village occupations are comparable to the Township and County.

Table 7
Employment by Selected Industry
Employed Persons 16 Years and Over
Village, Township, and County, 2010

Industry	Shepherd Village		Coe Township		Isabella County	
	#	%	#	%	#	%
Agriculture, Forestry, Fishing and Hunting, and Mining	6	0.9%	34	2.4%	999	3.1%
Construction	46	6.9%	54	3.9%	1,210	3.8%
Manufacturing	45	6.8%	200	14.4%	2,544	7.9%
Wholesale Trade	24	3.6%	24	1.7%	524	1.6%
Retail Trade	84	12.6%	105	7.5%	3,943	12.3%
Transportation and Warehousing, Utilities	44	6.6%	44	3.2%	750	2.3%
Finance, Insurance, Real Estate	61	9.2%	96	6.9%	1344	4.2%
Professional, Scientific, Management, Administrative and Waste Management Services	19	2.9%	86	6.2%	1502	4.7%
Arts, Entertainment, Recreation, Accommodation, and Food Services	95	14.3%	176	12.6%	6,662	20.7%
Education, Health Care and Social Services	176	26.4%	435	31.2%	9,478	29.5%
Public Administration	26	3.9%	34	2.4%	981	3.1%
Other	40	6.0%	105	7.5%	2187	6.8%
Totals	666	100.0%	1393	100.0%	32,124	100.0%

Source: 2010 U.S. Census

Table 8
Employment by Selected Occupation
Employed Persons 16 Years and Over
Village, Township, and County, 2010

Occupation	Shepherd Village		Coe Township		Isabella County	
	#	%	#	%	#	%
Management, Business, Science and Arts	211	31.7%	470	33.7%	8,927	27.8%
Service Workers	123	18.5%	272	19.5%	9,146	28.5%
Sales and Office	174	26.1%	290	20.8%	8703	27.1%
Natural Resources, Construction and Maintenance	62	9.3%	96	6.9%	2,454	7.6%
Production, Transportation and Material Moving	96	14.4%	265	19.0%	2,894	9.0%
Totals	666	100.0%	1393	100.0%	32,124	100.0%

Source: 2010 U.S. Census

3.7 Total Housing Stock

An evaluation of the housing stock and property values can be very beneficial in determining community housing needs. Data from the U.S. census show a total of 688 housing units in the Village of Shepherd: 495 single family (71.9%), 190

multi-family (27.6%), and 8 3 mobile homes (0.4%). **Table 9** illustrates the types of housing structures at the time of the 2010 U.S. Census, comparing the Village to Coe Township and Isabella County. The types of structures for all units of government are comparable.

Table 9
Type of Housing Structures
Village, Township, and County, 2010

Unit Type	Shepherd Village		Coe Township		Isabella County	
	#	%	#	%	#	%
1 unit structures detached or attached	495	71.9%	1092	82.4%	16,995	59.8%
2-4 unit structures	130	18.9%	140	10.6%	2,171	7.6%
5-9 unit structures	15	2.2%	18	1.4%	2290	8.1%
10 or more unit structures	45	6.5%	45	3.4%	4,125	14.5%
Mobile Home	3	0.4%	31	2.3%	2,816	9.9%
Other	0	0.0%	0	0.0%	6	0.0%
TOTALS	688	100.0%	1326	100.0%	28,403	100.0%

Source: 2010 U.S. Census

3.8 Housing Tenure

According to the U.S. Census Bureau, the national rate of home ownership has grown from 55.0% in 1950 to 64.2% in 1990 to the current 66.1% as of the 2010 census. The 2010 home ownership rate for Shepherd was 58.1% for occupied homes. The ratio of owner occupied to renter occupied is comparable for Coe Township and Isabella County. (**Table 10**)

**Table 10
Housing Occupancy Characteristics
Village, Township, and County, 2010**

Category	Shepherd Village		Coe Township		Isabella Co.	
	#	% of Total Units	#	% of Total Units	#	% of Total Units
Occupied Housing	589	85.6%	1198	90.3%	24,746	87.1%
Owner-Occupied	400	58.1%	939	70.8%	14,651	51.6%
Renter-Occupied	189	27.5%	259	19.5%	10,095	35.5%
Vacant Units	99	14.4%	128	9.7%	3,657	12.9%
Total Housing Units	688	100.0%	1,326	100.0%	28,403	100.0%

Source: 2010 U.S. Census

3.9 Age of Structures

Generally, the economically useful age of residential structures is approximately 50 years. Beyond that age, repairs become expensive and the ability to modernize the structure to include amenities considered standard for today's life-styles is diminished. When a community's housing stock approaches that age, the need for housing rehabilitation, demolition and new construction will begin to increase.

Table 11 compares residential structure age for the Village, Township, County and State. At the time of the 2010 Census, 47.0% of the Village's housing stock had exceeded the 50-year age limit. Proportionally, the Village and the Township have significantly more older homes than the County and the State.

**Table 11
Age of Structures
Village, Township, and County, 2010**

Year Structure Built	Shepherd Village		Coe Township		Isabella Co.		Michigan	
	#	%	#	%	#	%	#	%
After 2000	73	10.6%	102	7.7%	5,018	17.7%	444,964	9.8%
1980 - 1999	145	21.1%	285	21.5%	8,974	31.6%	1,032,059	22.8%
1960 - 1979	147	21.4%	382	28.8%	7,464	26.3%	1,254,100	27.7%
1940 - 1959	134	19.5%	198	14.9%	3,334	11.7%	1,085,636	24.0%
Before 1939	189	27.5%	359	27.1%	3,613	12.7%	715,456	15.8%
TOTALS	688	100.0%	1,326	100.0%	28,403	100.0%	4,532,215	100.0%

Source: 2010 U.S. Bureau of the Census

3.10 Housing Values and Rent

One comparative measure of the local housing stock is housing value. The median value of owner-occupied year-round housing units for Shepherd in 2010 was \$99,600. This is substantially less than the median housing value of \$112,000 for Coe Township, \$124,100 for Isabella County and \$137,300 for the State, as indicated in **Table 12**.

Table 12 also illustrates comparative rental rates, showing that median rent for the Village of Shepherd and Coe Township are nearly identical.

Table 12
Distribution of Housing Values and Rent
Village, Township, County, and State, 2010

Financial Characteristics	Village Shepherd		Coe Township		Isabella County		Michigan	
	#	%	#	%	#	%	#	%
VALUE: Owner-occupied Units (a)	400	100.0%	939	100.0%	14,651	100.0%	2,812,607	100.0%
Less than \$50,000	17	4.3%	59	6.3%	1,801	12.3%	314,277	11.2%
\$50,000 to \$99,999	185	46.3%	348	37.1%	3,416	23.3%	608,849	21.6%
\$100,000 to \$149,999	134	33.5%	283	30.1%	3,692	25.2%	627,124	22.3%
\$150,000 to \$199,999	34	8.5%	143	15.2%	2,608	17.8%	518,323	18.4%
\$200,000 to \$299,999	27	6.8%	103	11.0%	2,193	15.0%	435,387	15.5%
\$300,000 or more	3	0.8%	3	0.3%	941	6.4%	308,647	11.0%
Median Value	\$99,600		\$112,000		\$124,100		\$137,300	
Gross Rent: Occupied Units Paying Rent (b)	185	100.0%	248	100.0%	9,693	100.0%	955,629	100.0%
Less than \$200	10	5.4%	10	4.0%	231	2.4%	24,141	2.5%
\$200 to \$499	62	33.5%	65	26.2%	1,896	19.6%	141,817	14.8%
\$500 to \$749	72	38.9%	129	52.0%	4,308	44.4%	322,886	33.8%
\$750 to \$999	38	20.5%	41	16.5%	1,725	17.8%	251,822	26.4%
\$1,000 or more	3	1.6%	3	1.2%	1,533	15.8%	214,963	22.5%
Median Rent	\$547		\$605		\$672		\$742	

^a Specified housing units include only one-family houses on less than ten acres without a commercial establishment or medical office on the property.

^b Contract rent is the monthly rent agreed to, or contracted for, regardless of any furnishing, utilities, or services that may be included.

Source: 2010 U.S. Census

4.0 Existing Land Use Analysis

The rational application of the planning process for the Future Land Use Plan is possible only when there is a clear understanding of existing conditions and relationships between land uses. Knowledge of existing land development furnishes the basic information by which decisions can be made concerning proposals for future residential, commercial, industrial, and public land use activities. The Existing Land Use Map and Table, that are included in this section of the report, will serve as a ready reference for the Village in its consideration of land use management and public improvement proposals.

4.1 Survey Methodology

A computer-generated base map for the Village was first created using the digital information from the Isabella County Assessor's Office and the Michigan Resource Information System (MIRIS). The map was further updated and checked for accuracy by the Village President. The base map includes the Village boundary line, streets with names, water bodies, railroads, and property lines.

Analysis of the GIS parcel data was conducted classifying each parcel by the tax classification associated with the parcel and reviewing the 2009 Ariel Photography thus, the Existing Land Use Map was created (**Map 2**). The map was reviewed with the Planning Commission and the Village President for accuracy. Land use acreages were then derived directly from the digital information (**Table 13**).

4.2 Land Use Analysis

The Village of Shepherd encompasses a total area of 542 acres, or 0.85 square miles. The main access to the Village is from the Wright Avenue (Shepherd Road) exit off of US-127. Wright Avenue, running east/west, divides the Village into north and south halves. Wright Avenue also serves as the commercial corridor of the Village.

The Village is predominantly a residential community. Residential (30.94%) and residential vacant (14.60%) is by far the predominant land use in the township (combined 45.54%), followed by exempt (39.43%), commercial and commercial vacant (8.17%), agriculture (3.55%) and industrial (3.31%).

A description of each land use classification follows:

Residential

Includes Single-family homes and covers 167 acres, or 30.94% of the Village. As the largest land use category, single-family homes are located throughout the Village. Mobile homes are also included in this category. Multi-family homes such as apartments are included in the commercial classification.

Agriculture

Agriculture vacant (20 acres or 3.55%) is the second smallest land use category in Shepherd. All agricultural lands are located in the northwestern areas of the Village.

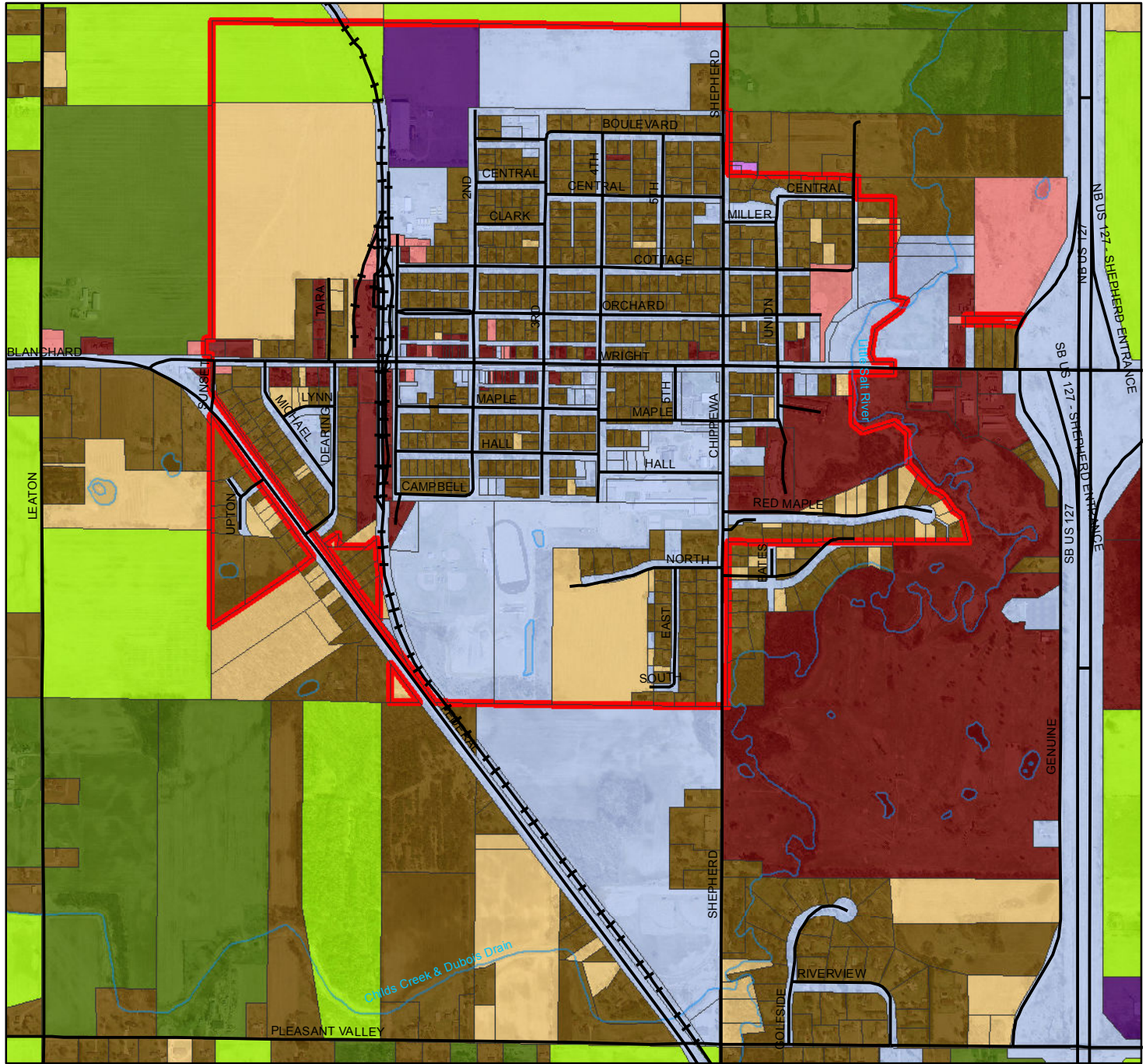
Commercial

Commercial use (44.25 acres or 8.17%) includes retail sales and services, private offices, and businesses other than industrial uses. Most of the commercial establishments are located along Wright Avenue. The commercial classification also includes multi-family housing such as apartments. Most multi-family residential properties are found in the southeastern area of the Village.

Industrial

Industrial use (17.95 acres or 3.31%) is the smallest land use classification in the Village. Highland Plastics is located in the north/northwestern area of the Village and is the only property classified as Industrial.

Map 2 EXISTING LAND USE



MASTER PLAN VILLAGE OF SHEPHERD

COE TOWNSHIP
ISABELLA COUNTY
MICHIGAN

Legend			
■	Agriculture	■	Commercial
■	Agricultural Vacant	■	Commercial Vacant
■	Residential	■	Industrial
■	Residential Vacant	■	Industrial Vacant
■	Exempt		

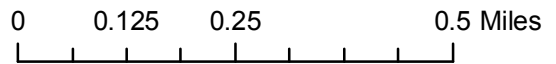


Table 13
Existing Land Use Acreage
Village of Shepherd
2013

Land Use Category	Acreage	Percent
Residential	167.74	30.94%
Residential - <i>Vacant</i>	79.18	14.60%
Agriculture	0.00	0.00%
Agriculture - <i>Vacant</i>	19.27	3.55%
Commercial	38.47	7.10%
Commercial - <i>Vacant</i>	5.78	1.07%
Industrial	17.95	3.31%
Industrial - <i>Vacant</i>	0.00	0.00%
Exempt	213.79	39.43%
Total	542.18	100.00%

Source: Web based-Isabella County GIS and Tax Information

Exempt

Exempt use accounts for 213.79 acres or 39.43% of the land use classification throughout the Village. Exempt classifications include churches, cemeteries, parks and road right of way areas.

5.0 Natural Resources Assessment

The development of land can significantly impact and be impacted by the natural environment. Thus, when preparing a Future Land Use Plan, it is important to determine the extent of environmentally sensitive areas within the community.

Environmentally sensitive areas are lands whose destruction or disturbance will effect the life of a community by either:

1. Creating hazards such as flooding or slope erosion.
2. Destroying important public resources such as groundwater supplies and surface water bodies.
3. Wasting productive lands and non-renewable resources such as woodlands and prime farmland.

Each of these effects is detrimental to the general welfare of a community and may result in an economic loss.

The purpose of this section is two-fold. First, the goal is to identify areas in the Village that are most suited for development. The focus is on areas that will minimize development costs and provide amenities without adversely impacting the existing natural systems. The second goal is to identify land that should be conserved in its natural state and is most suitable for open space or recreation purposes.

Topography, woodlands, soil, water resources, and geology are among the most important natural features that impact land use. Descriptions of these features follow.

5.1 Topography

The topography of Shepherd is relatively flat. Elevations range from a low of 750 feet above sea level at the southeastern border to a high of 770 feet above sea level at the western border. The flat terrain presents few constraints to development.

5.2 Woodlands

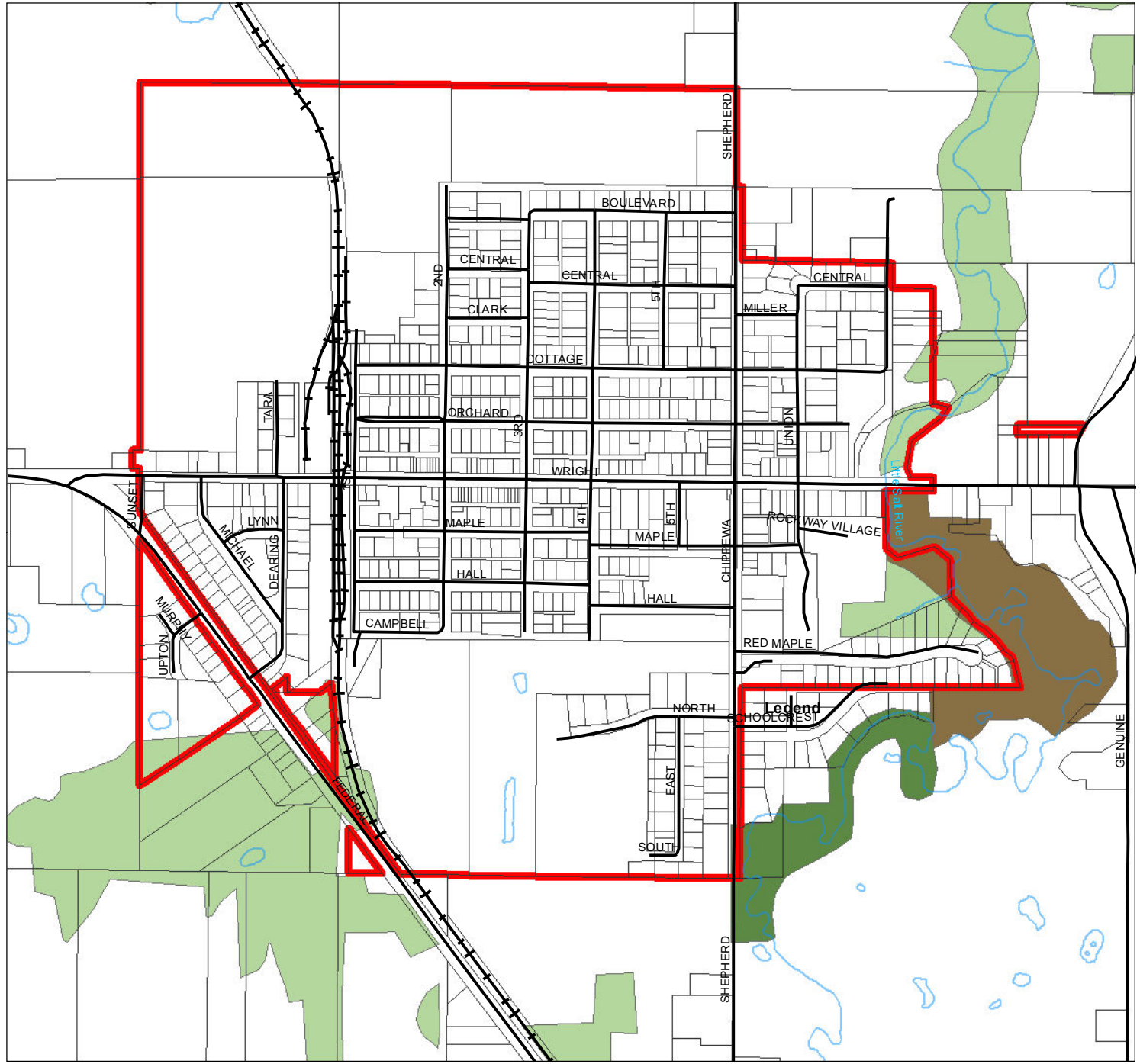
Woodlands information for Shepherd is derived from the Michigan Resource Information System (MIRIS) land cover/use data provided by the Michigan Department of Natural Resources. **Map 3** depicts the location of woodlands.

Only 9% of the Village is covered by woodlands. These woodlands are classified as upland forests. Upland forests include mostly central hardwood (oak) trees. Tree species in the oak forest include red oak, white oak, sugar maple, red maple, black cherry, beech, basswood, and ash.

Woodlands are complex ecological systems and, consequently, provide multiple benefits to the environment and its wildlife and human inhabitants. Woodlands play a role in flood protection by slowing the flow of surface runoff to allow for greater water infiltration. Woodlands also reduce air pollutants through absorption. In addition to providing wildlife habitat, forest vegetation moderates the effects of wind and temperature, while stabilizing and enriching the soil.

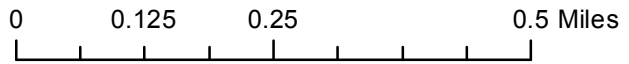
For human inhabitants, forested areas offer scenic contrasts within the landscape and with the changing of seasons. Forest lands also act as buffers from noise on heavily traveled roads.

MAP 3 ENVIRONMENTAL RESOURCES



MASTER PLAN VILLAGE OF SHEPHERD

COE TOWNSHIP
ISABELLA COUNTY
MICHIGAN



The primary use of woodlands is recreation such as hiking and nature enjoyment. Woodland resources contribute greatly to a community's environmental quality. The conservation of woodlands plays a positive role in maintaining and enhancing the future environmental.

5.3 Soil Conditions

Soil characteristics help define the land's capacity to support certain types of land uses. Soils most suitable for development purposes are well-drained and are not subject to a high water table. Adequate drainage is important for minimizing stormwater impacts and the efficient operation of septic drain fields. Adequate depth to the water table is necessary to prevent groundwater contamination from septic systems. A high water table also limits the construction of basements. Though civil engineering techniques can be employed to improve drainage and maintain adequate separation from the water table, such techniques are expensive to construct and maintain.

Map 4 shows the classification of soils according to their potential for urban development. The information was obtained from the United States Department of Agriculture, Soil Survey Book. Development criteria include bearing capacity, volume change, compressibility, shear strength and depth to water table of the soil type. Soils in areas with good potential tend to have good to fair bearing capacity, low volume charge, and very low compressibility. Soils in areas with poor potential are hydric soils, with high water table and are generally located within the floodplain. Areas that have soils with fair to poor potential have a wide range of limiting conditions such as seasonal high water table, fair to poor bearing capacity, medium compressibility and shear strength.

Good soils (non-hydric or dry) exist throughout the Village and account for 437 acres or 71.7% of the land. Poor soils (hydric or wet) are located, primarily, in the northern and western portions of the Village and make up 172 acres or 28.3% of the land.

5.4 Geology

The geology of Shepherd, as well as the entire Lower Peninsula of Michigan, is described in terms of surface geology or quaternary geology (materials deposited by continental glaciers) and bedrock geology (sedimentary rocks underlying the glacial deposits).

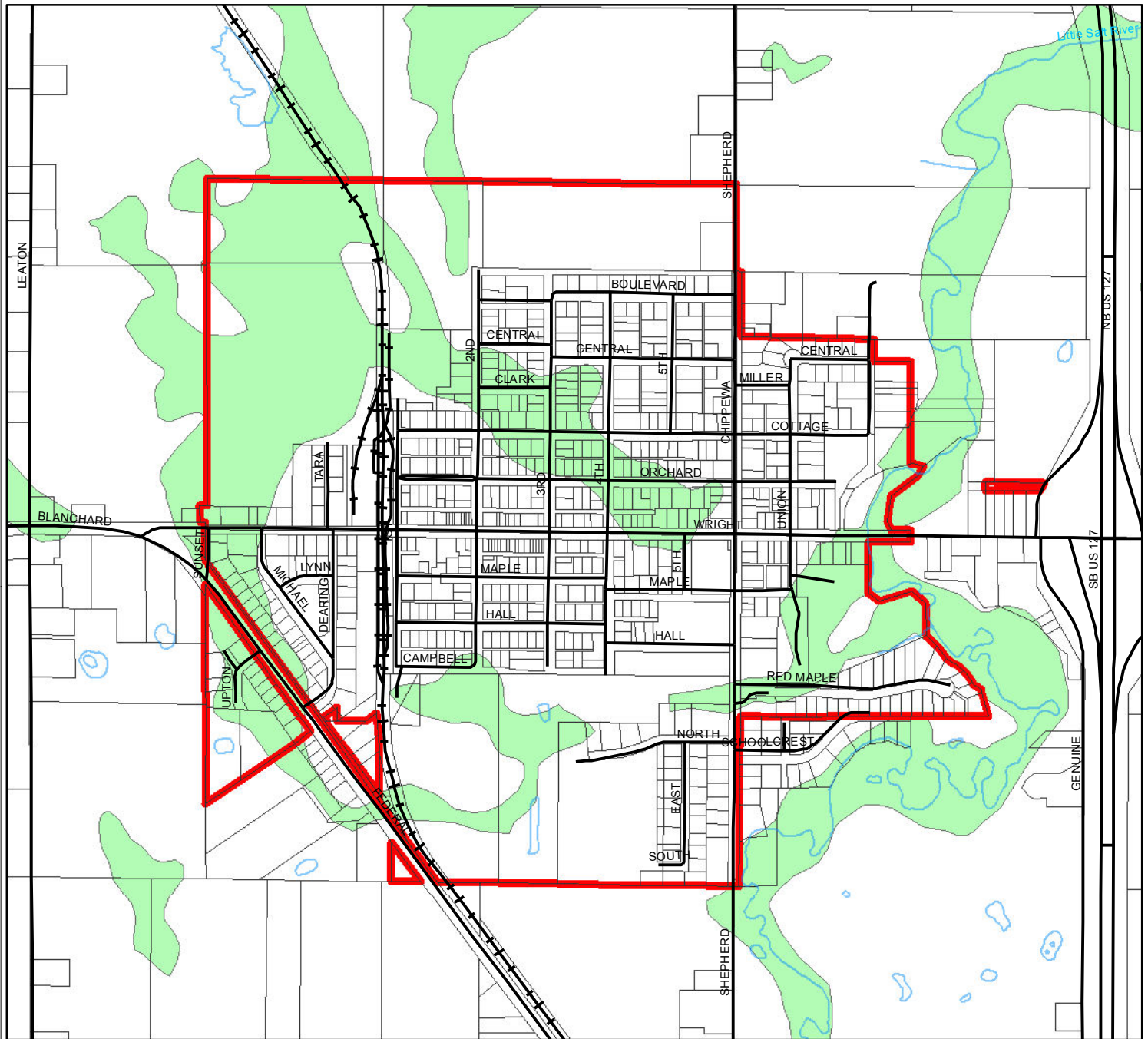
The quaternary geology of the Village developed 10,000 to 12,000 years ago through continental glacial activity. As the glaciers melted and retreated from the landscape, large amounts of sand, gravel, clay, and loam were deposited. Massive glacial lakes formed at the front of the retreating glaciers. Isabella County was among those submerged in glacial water.

The melting glacial water was laden with fine soil particles, which eventually settled to the bottom, creating clay and loam soils. The glacial melt water streams also deposited fine sands into the shallow glacial lakes. The sand channels are several miles wide in places, but the sand in them is generally only five to ten feet deep.

The sand deposits were further altered by wave action from these glacial "Great Lakes," creating small sand dunes and low beaches across the landscape as the water levels declined and the lakes retreated to their current area of coverage. These low sandy ridges can be found in the countryside surrounding the Village of Shepherd.

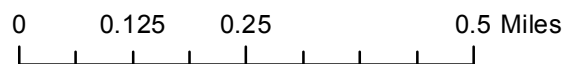
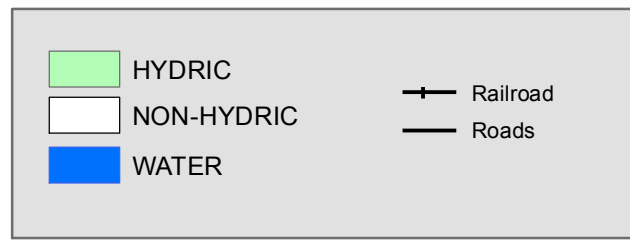
The sub-surface geology of Shepherd is sedimentary bedrock that was laid during the Pennsylvanian ages of the Paleozoic Era. Bedrock is covered by glacial deposits and, generally, depending upon the thickness of the glacial deposits, are located at depths from 40 to 300 feet below the surface. The bedrock was formed from ancient seas, which covered the area some 250 to 600 million years ago. The shallow marine seas deposited layers of silt, clay, sediments, marine animals, plants, coral, and other calcareous materials. These deposits formed sandstone, shale, coal, and limestone bedrock.

Map 4 SOIL CONDITIONS



MASTER PLAN VILLAGE OF SHEPHERD

COE TOWNSHIP
ISABELLA COUNTY
MICHIGAN



6.0 Community Goals and Objectives

6.1 Introduction

Before a community can actively plan for its future growth and development, it must first develop a set of goals and objectives that define the boundaries of its needs and aspirations and thus establish a foundation for Master Plan formulation. The goals and objectives must reflect the type of community desired and the kind of lifestyle its citizens wish to follow, given realistic economic and social constraints. During the Master Plan Update of 2013, the Planning Commission reviewed the goals as previously established.

6.2 Community-Wide Goals

1. To create an optimum human environment for the present and future residents of the Village of Shepherd, an environment that will meet their physical, social, and economic needs, while preserving the friendly and small town character of the community.
2. To capitalize on the Village's proximity to US-27, Soaring Eagle Casino, Mt. Pleasant and Alma for the purpose of encouraging tourism and for making Shepherd an attractive place to live in.
3. Work with property owners to enhance the aesthetic characteristics of the community.
4. To relate land use primarily to the long-term needs and quality of life of the community.
5. To encourage intergovernmental cooperation with other surrounding communities in the coordination and provision of the area-wide facilities.
6. To preserve and promote the rights of individual property owners while maintaining the aesthetic character of the community.

6.3 Residential Goal and Objectives

Goal

To promote the enhancement of residential areas with attractive and affordable housing choices.

Objectives

1. Maintain the existing housing stock in the community to preserve and enhance the Village's unique character.
2. Protect the identity and stability of residential areas.
3. Encourage appropriate land use in residential areas through long-term planning and local ordinance adoption.
4. Remove unsanitary or unsafe housing through code enforcement or other means.
5. Remove blight through code enforcement or other means.
6. Promote the improvement and beautification of neighborhoods.
7. Encourage new housing developments in outlying areas of the Village.

6.4 Commercial Goal and Objectives

Goal

To provide for a wide range of commercial facilities to serve the needs of the local population and tourists.

Objectives

1. Redevelop, expand, beautify, and promote the central business district around a unique theme to promote commerce and tourism in the community.
2. Encourage the development of commercial establishments to serve the needs of the community.
3. Establish a compatible relationship between commercial and adjacent residential uses through long-term planning and local ordinance adoption.
4. Eliminate spot zoning where appropriate.
5. Identify historic buildings and promote their restoration and/or preservation.

6.5 Industrial Goal and Objectives

Goal

To encourage a variety of light industrial developments with attractive sites to strengthen the tax base and provide employment opportunities for area residents.

Objectives

1. Encourage the development of new industries that are economically associated with the existing industrial base in the region.
2. Locate industrial areas within reasonable boundaries that are easily accessible from existing transportation networks and are not subject to encroachment by incompatible uses.

6.6 Transportation Goal and Objectives

Goal

To develop and maintain a network of streets that meets the needs of all Village residents, businesses and tourists in a safe and convenient manner.

Objectives

1. Utilize federal/state road and highway classification system for classifying existing and future streets in the Village of Shepherd.
2. Cooperate with the Michigan Department of Transportation, the Isabella County Road Commission, and surrounding communities in the planning and design of street improvements.
3. Limit points of ingress/egress on major streets.
4. Segregate truck and automobile traffic as much as possible.
5. Develop and implement a plan for improvements of local streets through a public participation process.
6. Develop a network of bike/hiking paths to all parts of the Village to encourage non-motorized transportation.

6.7 Park and Recreation Goal and Objectives

Goal

To preserve the natural resources of the Village of Shepherd and provide for the recreational needs of all residents and tourists.

Objectives

1. Encourage public participation and utilize professional expertise to determine needed and desired recreation facilities.
2. Redevelop, expand, and promote the recreational facilities of the Shepherd Park.
3. Establish a Village-wide tree planting and beautification program.
4. Locate desirable sites to meet the future recreational needs of the residents.
5. Cooperate with the surrounding communities, and not for profit and community groups in the development of regional trails and other recreational facilities.

6.8 Natural Environment Goal and Objectives

Goal

To preserve and enhance the natural and environmental resources of the Village for all present and future Village residents.

Objectives

1. Implement land use patterns, which will direct new growth away from environmentally sensitive areas, such as woodlands, wetlands, steep slopes, and areas subject to flooding.
2. Implement development controls, which will maximize the protection of land-based natural resources while preserving the quality of air and water.

6.9 Infrastructure Goal and Objectives

Goal

To improve and enhance the infrastructure of the Village for all present and future Village residents.

Objectives

1. Cooperate with the surrounding communities in meeting infrastructure needs of the community.
2. Use underground utilities where appropriate.

7.0 Future Land Use Plan

7.1 Introduction

The Future Land Use Plan is based upon the background studies and analysis, as presented in the preceding Sections 3.0 through 5.0, and the Community Goals and Objectives (Section 6.0). This plan is designed to serve as a guide for future development. If it is to serve the needs of the community and function effectively, it must incorporate several important characteristics.

1. The plan must be general.

The plan, by its very nature, cannot be implemented immediately. Therefore, only generalized locations (not necessarily related to property lines) for various land uses are indicated on the plan.

2. The plan should embrace an extended but foreseeable time period.

The plan depicts land uses and community development strategies through the year 2025.

3. The plan should be comprehensive.

The plan, if it is to serve its function as an important decision-making tool, must give adequate consideration to the sensitive relationships which exist between all major land use categories, including environmentally sensitive properties. Development in environmentally sensitive areas should be discouraged by the Village of Shepherd. All future development as indicated on the Future Land Use (**Map 5**) should occur only as environmental conditions permit and should take into consideration those environmental restrictions as outlined in the Natural Resources Assessment of this plan.

4. The plan should acknowledge regional conditions and trends.

Shepherd is an integral part of Coe Township and its future will be significantly impacted by what happens in Isabella County. Furthermore, the communities of Mount Pleasant and Alma, and the surrounding Townships in Isabella, Midland, and Gratiot Counties, will also impact the future growth of the Village. Therefore, the Plan should acknowledge the regional Village's context. Through recognition of regional implications, the Village's Future Land Use Plan will be more realistic and reasonable in terms of guiding the future utilization of land resources in the Village.

5. The plan must be updated periodically.

The plan may require periodic revisions to reflect significant changes in local, state, or national conditions, which cannot be foreseen at this time.

For example, within the past 30 years, several major innovations in land development have occurred. Included among these are: the initiation and expansion of the freeway system; modifications in shopping facilities (shopping centers, enclosed malls, free parking); relocation of employment centers from the cities to the suburbs; changes in housing preferences from the traditional single-family home to apartments, townhouses, condominiums, and mobile homes; and the declining family size.

6. It is, of course, impossible to predict the type of changes which may occur over the next decade or two. Therefore, a comprehensive review of the Future Land Use Plan should be undertaken approximately every five years to provide for an adequate analysis of new conditions and trends.

Should major rezonings, which are in conflict with plan recommendations be accomplished, the plan should be reviewed and amended accordingly.

7.2 Plan Recommendations

Seven land use classifications are proposed for the Village of Shepherd. The various future land uses are portrayed on **Map 5** and in **Table 14**. A description of each is presented below.

1. Single-Family Residential

Single-Family Residential, 251.53 acres, or 46.4%, is the largest land use category in the Village. Intended as the main residential district, this district includes all of the existing single-family home neighborhoods.

2. Multi-Family Residential

This district, 81 acres, or 15.1%, includes all of the existing apartments and a significant amount of land for new growth. Shepherd needs to expand opportunity for multi-family or higher density housing (apartments, duplexes, townhouses, and mobile home parks) to accommodate the future needs of its population, specifically the elderly and the young adults. Areas added for this purpose are: 1) northwest corner of the Village, north of Wright Avenue and west of railroad; and 2) the vacant land between the Salt River Village Apartments complex and Salt River.

3. Commercial

Commercial district, 5.66 acres, or 1.0%, includes all of the existing commercial uses outside the designated central business district.

4. Central Business District

Shepherd has a large concentration of businesses centered on both sides of Wright Avenue, between First Street and Fourth Street. In order to strengthen this area as a retail center for the community, as well as for promoting tourism in the Village, the plan recommends the creation of a well-defined central business district. The 27-acre district should be developed around a theme unique to Shepherd as a regional destination for shopping, services, and recreation.

5. Industrial

Industrial district, 53.94 acres, or 10.0%, includes all existing industrial uses, plus considerable room for new industries. Virtually all of the industry in the Village is appropriately located along the railroad corridor. The plan recommends further expansion of industrial use along the same corridor, as land becomes available.

6. Institutional

Institutional use, 83.11 acres, or 15.3%, is the second largest future land use category in the Village. It includes all of the existing institutional uses outside the central business district, plus the school property south of the Shepherd Schools. The 48-acre property should be developed to further educational and recreational opportunities for the entire community.

7. Recreation/Open Space

This district, 38.5 acres, or 7.1%, includes the Salt River Park, the Festival Park area and the vacant property along the Railroad, south of the Shepherd Schools.

Approximately 102 acres is used for streets and railroad rights-of-way.

In addition to the aforementioned land uses, the plan also recommends the following:

Village Entryway

Shepherd is located at the crossroad of two regional thoroughfares, Wright Avenue and Chippewa Street.

It is also located in close proximity to US-127 and the City of Mt. Pleasant with its casino-resort complex. To capitalize on this location and to establish a positive identity for the Village, a series of four Village entryways in strategic locations are proposed in the plan. Entryways are located on Wright Avenue and Chippewa Street, at the four Village limits.

An entryway is not intended as a land use classification. It is meant to serve as an area where the Village would encourage attractive developments, if an opportunity exists, alleviate blight, if it exists, and install special identity features, such as welcome signs, banners, lighting, and landscaping.

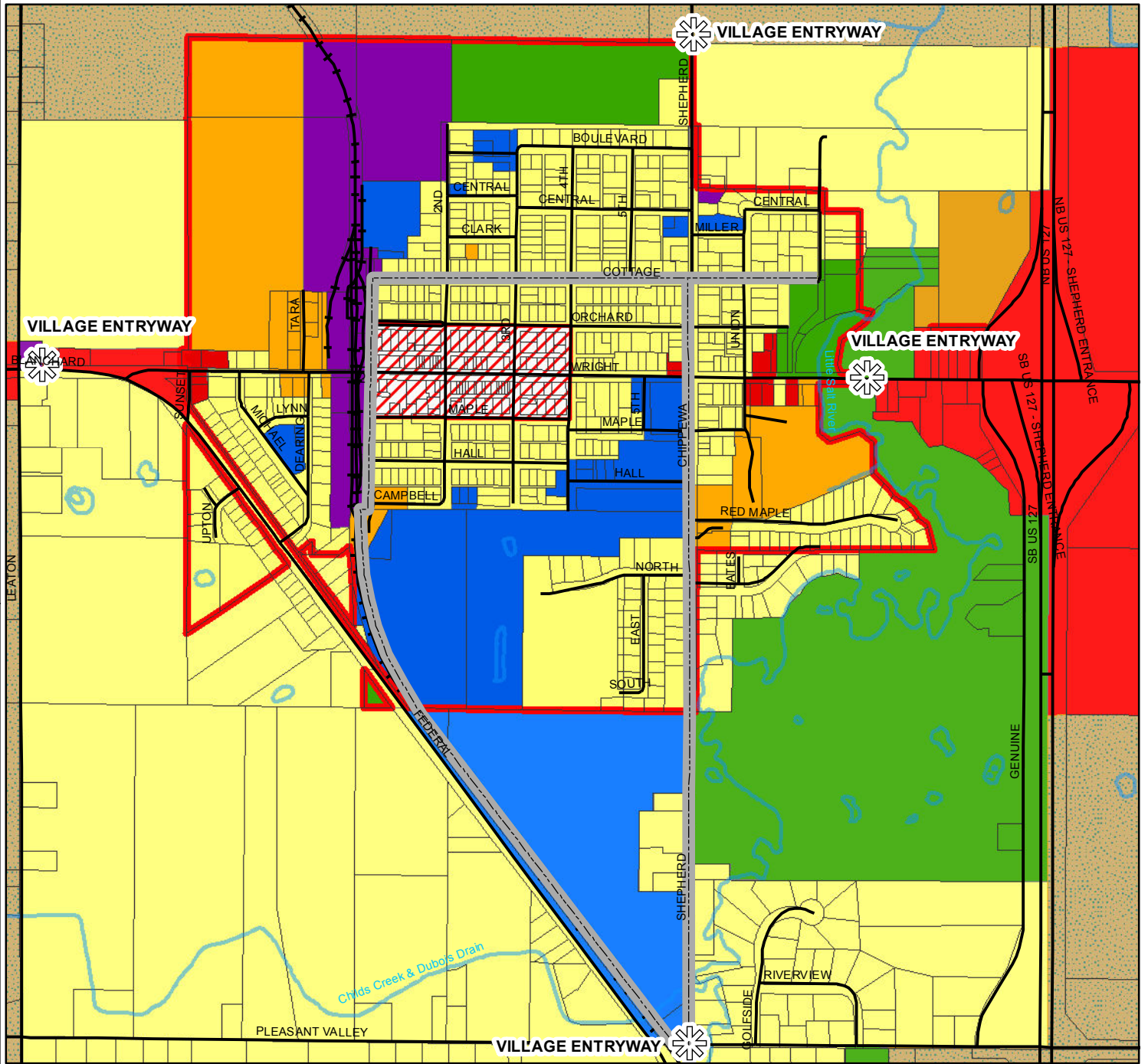
Bike Trail Network

The plan recommends development of a bike trail network to connect all major amenities in the Village. The trail is proposed to be located along Orchard Avenue, to connect Salt River Park with the central business district, and into a loop along the Central-Railroad and Chippewa Street, to connect Shepherd Schools.

**Table 14
Future Land Use Acreage
Village of Shepherd**

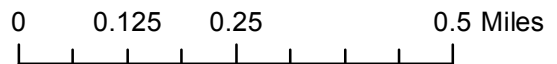
Land Use Category	Acreage	Percent of Total
Single-Family Residential	251.53	46.4%
Multi-Family Residential	81.75	15.1%
Commercial	5.66	1.0%
Central Business District	27.09	5.0%
Industrial	53.94	10.0%
Institutional	83.11	15.3%
Recreation/Open Space	38.50	7.1%
Total	541.58	100.0%

Map 5 FUTURE LAND USE



MASTER PLAN VILLAGE OF SHEPHERD COE TOWNSHIP ISABELLA COUNTY MICHIGAN

Legend	
	Single Family Residential
	Multi-Family Residential
	Central Business District
	Recreation/Open Space
	Industrial
	Institutional
	Railroad
	Roads
	Bike Trail
	Commercial



8.0 Plan Implementation Resources

8.1 Introduction

The Village of Shepherd's Master Plan is a long-range community policy statement comprised of a variety of both graphic and narrative recommendations intended to provide guidelines for making reasonable and realistic community development decisions. The plan is intended to be employed by the Village officials, by those making private sector investments, and by all citizens interested in the future development of the Village.

The completion of the plan is but one part of the community planning process. Realization, or implementation of the goals, objectives, and recommendations of the master plan, can only be achieved over an extended period of time and only through the cooperative efforts of both the public and private sectors. Implementation of the plan may be realized by actively:

1. Assuring community-wide knowledge, understanding, support, and approval of the plan;
2. Regulating the use and manner of development of property through up-to-date and reasonable zoning controls, subdivision regulations, and building and housing codes;
3. Developing a Capital Improvements Program (CIP) to fund public facilities and services in support of the plan;
4. Participating with the private sector in the process of co-development, whereby local government provides incentives, subsidy, or other inducements to assist the private sector in the development efforts.

8.2 Public Support for Long-Range Plan

Citizen participation and understanding of the general planning process and the specific goals and objectives of the plan are critical to the success of the Village planning program. A well-organized public relations program is needed to identify and build public support. Lack of citizen understanding and support could have serious implications for the eventual implementation of planning proposals. Failure of the public to support needed bond issues and continuing dissatisfaction concerning taxation, special assessments, zoning decisions, and development proposals are some of the results of public misunderstanding and rejection of long-range plans.

In order to organize public support most effectively, the Village of Shepherd should emphasize the necessity of instituting the planning program and encourage citizen participation in the planning process.

The validity of the plan, as well as the right of the Village officials to review various development proposals to assure their compatibility with the Village's expressed policies, require that the plan be officially adopted by the Village Planning Commission, and endorsed by the Village Council.

8.3 Land Development Codes

Zoning Ordinance

Zoning regulations are adopted under the local police power granted by the State for the purpose of promoting community health, safety, and general welfare. Such regulations have been strongly supported by the Michigan courts, as well as by the US Supreme Court. Zoning consists of dividing the community into districts, for the purpose of establishing density of population and

regulating the use of land and buildings, their height and bulk, and the proportion of a lot that may be occupied by them. Regulations in different kinds of districts may be different; however, regulations within the same district must be consistent throughout the community

The intent of zoning is to assure the orderly development of the community. Zoning is also employed as a means of protecting property values and other public and private investments. Because of the impact which zoning can have on the use of land and related services, it should be based on a comprehensive long-range community plan.

Zoning is an effective tool not only for the implementation of the plan, but also benefits individual property owners. It protects homes and investments against the potential harmful intrusion of business and industry into residential neighborhoods; requires the spacing of buildings far enough apart to assure adequate light and air; prevents the overcrowding of land; facilitates the economical provision of essential public facilities; and aids in conservation of essential natural resources.

There are a variety of zoning approaches and techniques, which may be employed to help assure that Shepherd remains an attractive community. These techniques acknowledge the critical role of both Village officials and staff in enforcing the provisions of the local zoning ordinance. Two key tools available to Village officials seeking to assure quality development are special approval use procedures, and performance guarantee provisions.

Some land uses are of such a nature that permission to locate them in a given district should not be granted outright, but should only be approved after assurances that the use will meet certain specified conditions. These types of land uses are called special approval, conditional, or special exception uses. The Village may use this flexible zoning process to permit uses of land by following special procedures, including a public hearing and site plan review, to

ensure the compatibility of the use within the vicinity in which it is to be located. This technique is based upon discretionary review and approval of special land uses. The site development requirements and standards upon which these decisions are made must be specified in the Ordinance. However, additional reasonable conditions may be attached in conjunction with the approval of a special land use including provisions to conserve natural resources and measures designed to promote the use of land in an environmentally, socially, and economically desirable manner.

To ensure compliance with a zoning ordinance and any conditions imposed under the ordinance, a community may require that a performance guarantee, cash deposit, certified check, irrevocable bank letter of credit, or surety bond, acceptable to the Village and covering the estimated cost of improvements on the parcel for which site plan approval is sought, be deposited with the Village Clerk. This performance guarantee protects the Village by assuring the faithful completion of the improvements. The community must establish procedures under which rebate of cash deposits will be made, in reasonable proportion to the ratio of work completed on the required improvements, as work progresses.

A stable, knowledgeable Planning Commission is critical to the success of the zoning process. The Commission's responsibilities include long-range plan formulation and the drafting of appropriate, reasonable zoning ordinance regulations designed to implement plan goals and objectives. Adoption of the zoning ordinance by the legislative body then provides the legal basis for enforcement of zoning ordinance provisions.

The ultimate effectiveness of the various ordinance requirements, however, is dependent upon the overall quality of ordinance administration and enforcement. If administrative procedures are lax, or if enforcement of regulations is handled in an inconsistent, sporadic manner, the result will be unsatisfactory at best.

The Building Department is often responsible for carrying out zoning/development related functions, including building inspections, ordinance administration, and community/developer liaison. Each of these functions requires a substantial investment of staff time. If sufficient time is not made available to carry out these critical functions, they may only be accomplished in a cursory manner. Therefore, the Village should provide for adequate staff levels and/or consulting assistance to assure that these essential day-to-day functions will receive the professional attention required to assure quality development.

Subdivision Regulations

When a developer proposes to subdivide land, he or she is, in effect, planning a portion of the Village. To assure that such a development is in harmony with Development Plan objectives, the subdivision, whether residential or nonresidential, must be guided in accordance with the Michigan Subdivision Control Act 288 of 1967, as amended, and the Michigan Land Division Act 591 of 1996.

Several direct benefits accrue from the regulation of subdivisions by a local unit of government. By requiring the subdivider to install adequate utilities and improved streets, purchasers of the lots are not later burdened with unexpected added expenses. A subdivision without adequate physical improvements is detrimental not only to itself, but it also reduces the opportunity for reasonable development of adjacent parcels. In addition, long-range economy in government can be realized only when adequate improvements are provided by the subdivider.

As a part of its review of proposed subdivisions, the Planning Commission focuses on such features as the arrangement and width of streets, the grading and surfacing of streets; the width and depth of lots; the adequate provision of open space; and the location of easements for utility installations. The subdivision

review process is one of the methods of implementing the goals and objectives of the community's long-range plan.

8.4 Capital Improvements Program

The term "capital improvements" is generally intended to embrace large-scale projects of a fixed nature, the implementation of which results in new or expanded public facilities and services. Such items as public building construction, park development, sewer installation, waterworks improvements, street construction, land acquisition, and the acquisition of certain large-scale pieces of equipment (graders, sweepers, trucks, etc.) are included in the Capital Improvements Budget.

Few communities are fortunate enough to have available at any given time sufficient revenues to satisfy all demands for new or improved public facilities and services. Consequently, most are faced with the necessity of determining the relative priority of specific projects and establishing a program schedule for their initiation and completion. The orderly programming of public improvements is to be accomplished in conjunction with a long-range plan.

In essence, the Capital Improvements Program is simply a schedule for implementing public capital improvements which acknowledges current and anticipated demands, and which recognizes present and potential financial resources available to the community. The Capital Improvements Program is a major planning tool for assuring that they proceed to completion in an efficient manner. The Capital Improvements Program is not intended to encourage the spending of additional public monies, but is simply a means by which an impartial evaluation of needs may be made. The program is a schedule established to expedite the implementation of authorized or contemplated projects.

Long-range programming of public improvements is based upon three fundamental considerations. First, the proposed projects must be selected on the basis of community need. Second, the program must be developed within the community's financial constraints and must be based upon a sound financial plan. Finally, program flexibility must be maintained through the annual review and approval of the capital budget. The strict observance of these conditions requires periodic analysis of various community development factors, as well as a thorough and continuing evaluation of all proposed improvements and related expenditures.

It is essential that in the process of preparing and developing the program, the Planning Commission be assigned a role in reviewing project proposals to assure conformity with the Master Plan and to make recommendations regarding prioritizing projects, and appropriate methods of financing.

8.5 Governmental Assistance

Many sources of governmental assistance are available to aid local officials and private interests in meeting desired land use objectives or improvement needs. Federal, state, and local plan implementation resources which are available to the Village are listed below in **Table 15**.

Local government must also be cognizant of enhancing the financial feasibility of private development projects through "co-development." Co-development is simply the joint public and private investment for a common purpose.

The participation can range from direct loans to private interests to reduce the capital needed to develop a project, selling publicly controlled land at less than fair market value to lower construction costs, or by issuing bonds to acquire land, construct buildings, or acquire equipment which the Village would sell or lease to private industry.

**Table 15
Plan Implementation Resources**

FUNDING LEGISLATION/ SOURCE	PROGRAM NAME	PROGRAM DESCRIPTION	COMMENTS
Federal	Community Development Block Grant (CDBG) Program	Flexible program developed to replace categorical grants. Eligible projects include property acquisition, installation of repair of public facilities (roads, water, and sewer lines, etc.) building rehabilitation and preservation, and planning activities.	Projects must meet one of three national objectives: (1) benefit low and moderate income persons; (2) aid in the prevention of slums or blight; and, (3) meeting community development needs having a particular urgency.
Federal	Economic Development Admin., Public Works and Development Facilities Assistance	Funding for public works and development facilities that contribute to job retention or creation.	Committed private investment is required. EDA participation will range from 50-80% of project cost.
Federal	Section 202 Housing Program	Loan programs to provide funding for senior citizen and handicapped housing. New construction, rehabilitation and congregate housing is all eligible.	Only nonprofit corporations and cooperatives may be sponsors.
Federal	Water and Waste Water Disposal Loan and Grant Program	Funds are available on either a grant or loan (or a combination of the two) basis for the construction of water and wastewater collection systems.	Availability and amounts for both grants and loans are based upon a rating scale that takes into consideration the ability of the applicant to obtain alternate financing, the ranking of the community's "ability to pay", and median income.
Federal	Community Facility Loan Program	These funds can be used for improvements other than water and sewer lines, however, including streets, grading, storm sewer, and other utility construction.	Interest rates are negotiated to some degree, based upon the community's financial condition and demographic characteristics.
State	Industrial Development Corp. Act (Act 327 of 1931)	IDCs may be established as profit or nonprofit organization to purchase sites and construct buildings to stimulate local industrial activity.	First major state economic development program.
State	Rehabilitation of Blighted Area Act (Act 344 of 1945)	Localities are permitted to develop plans, seek citizen review and sell bonds for funding rehabilitation projects to eliminate blighted areas.	Act was recently amended to include "potentially blighted" areas.
State	Shopping Area Redevelopment Act (Act 120 of 1961)	Act permits renewal of the principal shopping area of community with revenue bonds and special assessments.	Activities are restricted to improving streets, walkways, parking lots, and urban malls.
State	Economic Development Corp. Act (Act 338 of 1974)	Nonprofit EDC is created by community. EDC may acquire land, construct buildings, and acquire equipment, which it sells or leases to private industry.	Financing is obtained from the sale of bonds, or from loans or grants from the local community.

**Table 15 (Continued)
Plan Implementation Resources**

FUNDING LEGISLATION/ SOURCE	PROGRAM NAME	PROGRAM DESCRIPTION	COMMENTS
State	Michigan Renaissance Fund	This program makes loans to communities to finance land, rehabilitation costs, and infrastructure or public facility costs associated with a prospective "business and industrial park or parcel" project, which readies a community for development.	Creation of a significant number of well-paying jobs within the state is the main criterion. Also, there is a shortage of readily available business and industrial sites in the community. Likelihood of private and public sector support associated with the project is another important consideration.
State	The Local Development Financing Act (Act 281 of 1986)	City created Local Development Financing Authority can finance public facility improvements, using tax increment financing, from revenues captured from increased value of any eligible property. Eligible property consists of property of which the primary purpose and use is manufacturing, processing of goods and materials by physical or chemical change, agricultural processing, or high technology activity.	A community may develop a certified industrial park and use captured revenues from eligible property within the park for public facilities for other property within the park.
Local	Special Assessments	Special assessments are a fee levied by the community within a district for the financing of a local improvement that is primarily of benefit to the landowners who must pay the assessment.	
Local	General Obligation Bonds	General obligation bonds are negotiable bonds issued by the community and payable from the levy of ad valorem taxes on all taxable property within the community. They are backed by the full faith and credit of the issuing jurisdiction. These bonds are typically used to fund physical improvements, such as street lighting, parking facilities, recreation, and land acquisition.	
Local	Revenue Bonds	Revenue bonds are negotiable bonds issued by the community and payable only from the net revenues of the project being financed. These bonds are most often issued to finance utility improvements, and parking and transportation facilities.	

CERTIFICATION

I, the undersigned, the duly qualified and Clerk of the Village of Shepherd, Michigan do hereby certify that the foregoing is a true and complete copy of the updated Village of Shepherd Master Plan adopted by the Village Council at a regular meeting held on May 19, 2014 an original of which is on file in the Village Office, and that such meeting was conducted and public notice thereof was given pursuant to and in compliance with Act No. 267, Michigan Public Acts of 1976, as amended, and that minutes of such meeting were kept and are available as required by such Act.



Gina L. Gross, Village Clerk

Dated: May 19, 2014