



VILLAGE OF CLARKSVILLE
IONIA COUNTY
2011 MASTER PLAN

**VERIFICATION OF ADOPTION
BY VILLAGE COUNCIL**

I hereby certify that the 2011 Master Plan for the Village of Clarksville was duly adopted by the Clarksville Village Council on February 7, 2011.

Shari Clark, Clerk
Village of Clarksville

ACKNOWLEDGEMENTS

2011

Village of Clarksville Master Plan

The preparation of the Clarksville Village Master Plan involved the contributions of community leaders and residents. In particular, the efforts of the following individuals is acknowledged and greatly appreciated.

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February 7, 2011

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Maps by Progressive AE & Ionia County

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INTRODUCTION

The Village of Clarksville Master Plan has been prepared by the Village Planning Commission and adopted by the Village Council under the provisions of the Michigan Planning Enabling Act, Public Act 33 of 2008, as amended. This 2011 Plan replaces the 1996 Community Comprehensive Plan.

Authority to Plan

The Planning Act authorizes villages to prepare and adopt a plan. The purpose of that plan, according to the State Act, is to:

- promote the public health, safety, and general welfare;
- encourage the use of resources in accordance with their character and adaptability;
- avoid overcrowding of the land by buildings and people;
- lessen congestion on public roads and streets;
- facilitate a transportation system, sewage disposal, safe and adequate water supply, recreation and other public improvements; and,
- Consider the Village's character and suitability for particular uses.



Although the Master Plan has no regulatory power, it states specific land development and preservation goals. These goals are intended to guide both the Planning Commission and the Village Council in making both day-to-day and long-range land use decisions.

This Master Plan has been developed based upon several factors: the existing natural resources of the Village; current land use trends; the need for different types of land use including industrial and commercial uses; and the desired community character as expressed through work sessions with Village officials.



State law states that each community shall review its Master Plan every five years, and determine whether the plan should be amended or a new plan adopted. Therefore, the Village Master Plan addresses land use policy for at least the next five years, and at the end of that period the Plan should be reviewed to determine whether its' stated goals and policies need to be revised.

Use of the Plan

The Master Plan serves as a tool for decision making by providing information and rationale for land use decisions. The Master Plan does not contain a specific time frame or timetable for the development of Village lands as recommended on the Future Land Use Map. Development takes place as land owners seek rezonings and as developers request approval of plans for residential and commercial projects in response to market demands.

The Master Plan does not dictate the timing of development but rather the Plan sets forth recommendations for what type of land uses can be established in the Village, where they can be established and under what conditions they can be established.

In particular, the Plan will assist local officials in the following:

- **Review of rezonings and special use permits.** Applications for rezonings and special use permits should be evaluated not only in terms of specific ordinance standards but also in terms of how well the proposed action will be consistent with the goals and objectives of the Master Plan.
- **Review of public improvement projects. All future public improvement projects, including the construction of new facilities, utilities, or buildings must first be reviewed by the Planning Commission for consistency with the Master Plan,** according to PA 33 of 2008. In particular, any public improvement project must be reviewed to see whether it is consistent with the planned future land use pattern in the Village. Public improvements projects include roads, public

safety facilities, parks and recreation facilities, utilities, and any other public space, building, or structure.

- **Review of plats and site condominiums.** Site condominium divisions, have a profound impact upon the character of a community and future public service needs. The Master Plan provides policies to assist the Planning Commission with decisions as to location and design of subdivisions, and the adequacy of public services to meet the increase in demand placed upon the community by the land use intensity of site condominiums and platted subdivisions. Policies for subdivision of land apply not only to residential land use, but to commercial and industrial land use as well.
- **Maintaining community character while managing growth.** Each community has a vision for its future, and a sense for the desired character. **The Master Plan, more than any other document, provides direction for Village officials in managing growth while retaining the desired community character, and providing the best quality of life possible for current and future residents.**
- **Providing a legal framework for zoning actions.** The Michigan Zoning Enabling Act requires that zoning regulations be “based upon a plan.” (MCL 125.3203) A Village’s zoning actions and regulations are generally viewed favorably by the courts provided that such actions and regulations are not deemed to be “arbitrary and capricious.” By providing adequate support for zoning decisions, the Master Plan therefore serves as the legal backbone of the zoning ordinances and helps to protect zoning decisions made by the Planning Commission and Zoning Board of Appeals
- This Plan is a very strong and visible statement by the Village and its residents, regarding the intended future character of the community and strategies to assure that character. As a formal and tangible document this Plan instills a sense of



stability and direction for Village officials, Village activities, and Village residents.

Preparation of the Master Plan

The Master Plan process began on March 29, 2010 with a training session on the basics of planning and zoning presented to the Village Council and the Planning Commission by MainStreet Planning Company. On that date several new Planning Commissioners were sworn in. On April 15th the Council and Planning Commission conducted walking tour of the central portion of the Village and convened at the Village offices to discuss their observations. A brainstorming session was then held to identify the **Strengths, Weaknesses, Opportunities and Threats (SWOT)** for the Village. This SWOT session constituted the beginning of identifying the community issues that would impact the preparation of the Master Plan. The results of the walking tour and SWOT are contained in Chapter 2.

The Village Council on May 8, 2010 adopted a new ordinance to re-constitute the Planning Commission according to the Planning Enabling Act of 2008. The new Planning Commission, which consists of seven members, subsequently elected officers and adopted new By-Laws as it began its work to prepare a new Master Plan for the Village.

As part of this effort the Commission prepared amendments to the Zoning Ordinance to bring it into compliance with the Michigan Zoning Enabling Act of 2006 and held a public hearing on July 15, 2010 recommending approval to the Village Council.

On June 15, 2010 the Commission held a community visioning session to solicit comments from Village residents in the preparation of the Plan. Thirteen people attended and participated in small group exercises to discuss their version of the Clarksville of 2010 and the Clarksville of the future. The session produced ideas and information useful in the preparation of the Master Plan.

The results of this workshop are contained in Chapter 2.

The Planning Commission met monthly to prepare a draft Plan which was reviewed with the Village Council on October 21, 2010. The Draft Plan was sent to adjoining communities as required by the Planning Enabling Act and on January 20, 2011 a public hearing was held to obtain further citizen comment on the proposed plan. Following the hearing the Planning Commission recommended adoption of the Village Master Plan on January 20, 2011

The Village Council adopted the Plan on February 7, 2011

CHAPTER 1

COMMUNITY DESCRIPTION

LOCATION

The Village of Clarksville is located within Ionia County surrounded by Campbell Township in the southwest corner of Ionia County. The Village is two miles south of I-96 at the intersection of Nash Highway and Clarksville Road. Nearby cities include Grand Rapids 33 miles to the west and Lansing 38 miles east.



COMMUNITY DESCRIPTION

Village Government

Clarksville is a Home Rule village governed by a Village Council which consists of an elected president and six trustees. The village clerk and treasurer are also elected. The Village offices are located at 162 South Main Street. A part time Development Official administers the Zoning Ordinance and building inspection services are provided by Ionia County. The Village hall has a public meeting room which is home to the Campbell Township Historical Society which holds its monthly meetings there and displays historical items.

Services

Police service is provided "on call" by the Ionia County Sheriff's Department and the Michigan State Police. Fire protection is provided by volunteers through an agreement with the Campbell Township Fire Department. The fire station is located in the Village at 331 South Main Street.

The Village also provides street sweeping, leaf pick up, a spring cleanup day and snow removal in the central portion of the Village.

Clarksville is a member of the Clarksville-Morrison Lake Sewer Authority which provides sanitary sewer service to the Village. Appendix B contains a map illustrating the location of sanitary sewer lines in the Village. The waste is pumped from the Village by a force main to a treatment lagoon located several miles to the north east of the Village close to Morrison Lake.

The Authority was created in 1978 to serve the Village and the lands around Morrison Lake in Boston Township. The Authority has two employees with representatives from the Village, Campbell Township, Boston Township, and two at large members comprising its governing body. The system is designed to treat up to 270,000 gallons per day and in 2010 was treating 70-80,000 gallons per day.

The system serves 160-170 customers in Clarksville. According to the manager of the treatment facility and based on the amount of treatment capacity allotted to Clarksville **approximately 65 new dwellings could be served by this remaining capacity.**

Once this capacity is utilized, the Village will need to purchase additional capacity from the Authority in order to continue to provide sanitary sewer service. Providing additional capacity would require a new contract with the Authority.

The Pinhook Estates subdivision which was constructed between 2000 and 2003 was allocated 24 new sewer connections and according to the manager of the Authority up to six new dwellings could be added to the 18-20 existing dwellings already constructed in this subdivision.

Village ordinances require that a dwelling, business or other building used for human occupancy connect to the Village sanitary sewer system if the building is within 200 feet of the sewer line. Residential sewer connection fees are contained in the Appendix.

There is no public water in the Village. All water is provided by private wells on individual lots. According to the Ionia County Public Health Department a number of wells in the Village have concentrations of nitrates which are considered unsafe by the

Environmental Protection Agency. These nitrates are the result of chemical application over the years from existing and former nearby agricultural activities.

The Health Department does not have an estimate of the number of such contaminated wells as testing is only done when a property is sold and the buyer requests such a test or when an existing user submits a sample for testing.

According to the Health Department the wells for Pinhook Estates use a deeper aquifer (200 + feet) than most existing Village dwellings and no nitrate levels have been reported.

In September of 2010 the Village conducted a random sample of about 20 wells to test for nitrate levels. The study concluded that shallow wells are more subject to surface contaminants and susceptible to high nitrate levels. Village officials hand delivered the study results to all dwellings in the Village.

Consumers Energy supplies electricity to the Village and any upgrade of service for industrial use, for example, could be extended to the Village at the expense of the user.



High speed internet service was provided to the Village in 2006.

The Clarksville Area Library is located at 130 South Main Street. Clarksville has one school, Clarksville Elementary, located at the west end of McCormick Street. The school serves children kindergarten through fifth grade and is part of the Lakewood School District.



Recreation facilities within the Village are located on the school grounds and consist of a playground structures and a ball field. Campbell Township Park located about one-half mile south of the Village on Nash Highway in Campbell Township provides ball fields and a picnic pavilion.

Village events include: the Clarksville Ox Roast held annually on the second Saturday in August; the Clarksville Steam and Gas Engine Show on the fourth weekend in August; the farmers market located in the parking lot on Main Street across from the Village offices on Saturday mornings from mid May to mid October: and the Bethlehem Village Christmas re-enactment held by the Clarksville Bible Church.

ENVIRONMENTAL PROFILE

Topography and Soils

The topography of the Village of Clarksville is generally undulating and rolling uplands to flat slopes formed by material deposited during the glacial activity of long ago. The elevations rise up from Bear Creek and gently slope away to the northeast and southwest.

Soil characteristics of the Village are based on the United States Department of Agriculture Soil maps and are classified to range from sandy loam soils to heavy silts and clay loams. These soil types range from good drainage to poorly drained soils and consist of nearly level grades to moderate slopes. The Lapeer, Dryden, Sebewa and Ionia sandy loam soils in the area are fair to well drained and are on the gently sloping upland swells, ridges and side slopes and predominate the farm lands around the developed portions of Clarksville. The more poorly drained Barry and Brookstone soils are found on nearly level and gently sloping lower concave slopes and broad till plains along creeks. The poorly drained Conover Soils are prevalent in the developed part of the Village.

Water Resources

The surface water resources of the Village of Clarksville include the Bear Creek, also shown on older maps as Taylor Drain. The creek flows generally northwesterly through the north part of the Village. The creek serves as the county drain. Therefore, it receives storm water runoff from the majority of the Village and area farms, and then flows via natural drainage northwest to the Thornapple River.

Wetlands

There are no significant wetlands in the Village that have been identified with restrictions for development by the Michigan Department of Natural Resources. However, there are several areas which are considered as intermittent wetland by local residents and are situated in the cultivated land areas of the farms mostly toward the north parts of the Village. The U.S. Soil Conservation Service has identified the location and status of soils and degree of wetness affecting the farming activities, but this places no restrictions on land development.

Flood Plain

The Bear Creek is prone to minimal periodic flooding during spring thaws and heavy rains, but seldom overflows its banks. There is sparse development along the creek, therefore, there would be minimal property damage resulting from any flooding.

DEMOGRAPHICS

The following tables contain information from the 2000 U. S. Census. The 2010 Census was being conducted during the preparation of this Plan and was not yet available.

Population

**TABLE 1
POPULATION IN CLARKSVILLE,
SURROUNDING COMMUNITIES, AND
IONIA COUNTY AS A WHOLE
(1980 – 2000)**

	1980	1990	2000	Number of Persons	% Change (1990–2000)
Campbell Township	1,692	1,814	2,243	429	23.6%
Boston Township	3,681	4,313	4,961	648	15%
Odessa Township	3,531	3,885	4,036	151	3.9%
Bowne Township	1,718	1,907	2,743	836	43.8%
Carlton Township	1,980	2,067	2,331	264	12.8%
Village of Clarksville	348	370	317	-53	-14.3%
Ionia County	55,893	57,024	61,518	4,494	7.8%

**TABLE 2
AGES OF POPULATION
VILLAGE OF CLARKSVILLE YEAR 2000**

	Number	Percent
Under 5 Years	25	7.9%
5-19 Years	61	19.3%
20-44 Years	97	30.6%
45-64 Years	71	22.4%
65-84 Years	46	14.5%
85 and Older	17	5.3%
Total	317	100%

**TABLE 3
MEDIAN INCOME
CLARKSVILLE & IONIA COUNTY**

	Clarksville	Ionia County
Median Household Income	\$35,313	\$43,074
Median Family Income	\$53,750	\$49,797
Per Capita Household Income	\$16,066	\$17,451

	Number	Percent	Number	Percent
Families with Poverty Status	3	4.2%	1,034	6.8%

Source: US Census Bureau, Census 2000

**TABLE 4
HOUSING AND HOUSEHOLDS BY TYPE
CLARKSVILLE
YEAR 2000**

Total Housing Units	148
Owner Occupied	101
Renter Occupied	39
Vacant Housing Units	8
Family Households	81
Married Couple Families	66
With Children Under 18 Years	29
Non-Family Households	59
Householder Living Alone	53

Householder 65 Years & Over	32
Average Household Size	2.26
Average Family Size	2.96

BUILDING PERMITS

According to the Ionia County Building Department which issues the permits for Clarksville 28 building permits for new single family dwellings have been issued from 2001 to August 2010 which is an average of about 2.8 permits per year. All of these permits were issued for the Pinhook Estates Subdivision and none for the remainder of the Village.

Adding these 28 new dwellings to the 148 dwellings identified in the 2000 census equals 176 total housing units in the Village.

STREETS & TRAFFIC

The Village receives State of Michigan Act 51 funds and contracts with the Ionia County Road Commission for street repair and snow plowing.

There are two main roads in the Village. Main Street, which is a north south two lane road connecting to I-96 approximately two miles north of the Village and connecting to M-50 two miles south of the Village. Main Street turns into a County Primary road known as Nash Highway outside of the Village.

The other principal road is Clarksville Road which is also a County Primary road outside the Village and which is called Cross Street in the Village.

Traffic counts for these roads as compiled by the Ionia County Road Commission are shown in the following table. All counts are for two way traffic over a 24 hour period.

TABLE 5
TRAFFIC COUNTS

<u>Location</u>	<u>Year</u>	<u>Count</u>
Nash Highway		
• At N. Village limits	2009	2028
• S. of Robbins Rd.	2005	2227

Clarksville Road

- At W. Village limits 2005 961
- West of Mick Road 2007 826

CHAPTER 2

COMMUNITY PARTICIPATION

In order for the Clarksville Master Plan to be successfully implemented, it must reflect the values and desires of those who live there. For this reason two workshops were held to solicit the comments of Village officials and residents regarding the preferred future of Clarksville. The first session was held on April 15, 2010 during which the Council and Planning Commission conducted a walking tour of the central portion of the Village and convened at the Village offices to discuss their observations. A brainstorming session was then held to identify the **Strengths, Weaknesses, Opportunities and Threats (SWOT)** for the Village. This SWOT session constituted the beginning of identifying the community issues that would impact the preparation of the Master Plan.

A second workshop was offered to Village residents and announced by the hand delivery of a flyer to each house in the Village. Attendance at this workshop held on June 15, 2010 involved about 13 residents which included Council and Planning Commissioners who participated in small group exercises to discuss their version of the Clarksville of 2010 and the Clarksville of the future. The session produced ideas and information useful in the preparation of the Master Plan.

Also included as a part of the citizen participation component are the results of a Community Visioning Session held on June 18, 2007 with Clarksville residents which was facilitated by a representative of the Michigan State Housing Development Authority.

The results of each session are on the following pages.

**RESULTS OF APRIL 15, 2010 SWOT
PARTICIPANTS: VILLAGE COUNCIL AND PLANNING
COMMISSION**

The following are the compiled results of the SWOT. The results from each of the three groups have been combined to produce a list of priorities within each category in descending order. Identical items along with their voting tallies were combined.

Items that were similar but not identical are listed separately within a group of similar items. Items that had no strong similarity to other items are listed separately. Numbers of votes received for items are in bold. If items did not receive any votes, the item is still listed.

SUMMARY OF ITEMS RECEIVING THE MOST VOTES

STRENGTHS & OPPORTUNITIES TO BUILD ON

- Clarksville has that small town feel.
- Plenty of room for growth; vacant buildings create new business opportunities; older building downtown can be improved; water and sewer expansion could create new growth; grants are possible.
- Good location relative to Lansing & Grand Rapids
- Has many basic services for every day living: convenience store, church, pizza, bar, beauty salon, doctors' office, library, elementary school, hardware store, lumber yard, post office
- Business friendly, community oriented people.
- Opportunity for a bed & breakfast & skate board park

WEAKNESSES & THREATS: ISSUES TO ADDRESS

- Lack of law enforcement including enforcement of local ordinances.
- Young people do not have a reason to stay/ population will decline.
- Vacant & unkempt buildings & property; deteriorating houses.

- Limited businesses for residents: no grocery store or full service restaurants.
- Lack of industrial base.
- Limited sanitary sewer capacity & no public water

LIST OF INDIVIDUAL ITEMS

- *STRENGTHS (The number of votes follows each item)*
 1. Small town feeling 9
 2. Good location relative to Grand Rapids and Lansing 9
 3. Basic services provided: post office, convenience store, church, pizza, bar, beauty salon, doctors' office, library, elementary school, hardware store, lumber yard. 5
Own post office
 4. Friendly business in the community, people, community oriented 4
New businesses in recent years
 5. Township park and state park nearby 3
 6. Elementary school walkable to most kids, modern school system 3
 7. Library-children's activities 3
 8. Local, volunteer fire department 3
 9. Geographical layout 2
 10. Farmers market 1
 11. High-speed internet 1
 12. Rural setting 1
 13. People of village 1

14. Bear Creek Villa 1
Retirement Community
15. Proximity to MSU Extension
MSU Extension
16. Nearby golf course
17. Higher incomes in surrounding township

WEAKNESSES

1. Village doesn't have power to enforce violations 4
Lack of law enforcement/police 2
2. Limited businesses 4
No industrial base 4
No grocery store 3
No full service restaurant 3
Empty commercial buildings 1
New development drain 1
3. Reason to come to Clarksville 4
People don't know where Clarksville is 2
4. No city/public water 4
5. Limited sanitary sewer capacity 3
6. No activities-youth and adults 3
Lack of entertainment
7. Lack of resident participation/apathy 3
8. High unemployment 1
Economy limits home and business improvements 1
9. Showing its age 1

OPPORTUNITIES

1. Room for expansion 5
2. Bed and breakfast 5
3. Grants 5
4. Opportunity to improve appearance of downtown 4
Commercial buildings to reface 1
5. Possible business opportunities/empty buildings 4
6. Water and sewer improvements-could create expansion 4
7. Possible bike trails 4
Skate park 4
8. More community involvement-events 3
9. Location 3
10. Create an identity 3
11. Room for a grocery store 3
12. Need historical museum 1
13. Expand farmers' market 1
14. Railroad access
15. Good place to raise a family

THREATS

1. Young people leave-no reason to stay 5
Declining population 3
2. Vacant, unkempt buildings 4
Number of deteriorated houses 3

- Vacant houses due to foreclosures 1
- 3. Poor economy 4
 - Lack of employment 1
 - Statewide economy
- 4. No city water 3
 - Nitrates in water 2
- 5. Losing businesses 3
- 6. Lack of Sanitary Sewer 2
 - Sewage on land 1
- 7. Loss of taxes/revenue due to declining property values 2
 - Higher taxes 1
- 8. Lack of community involvement 2
- 9. Loss of school 2
- 10. Lack of police-robberies 2

**COMMUNITY VALUES WORKSHOP RESULTS
WORKSHOP HELD JUNE 15, 2010
GUIDING PRINCIPLES**

<u>Principle</u>	<u>Votes</u>
1. Community entertainment, structures & venues; Build more community activities; Community/family activities	18
2. Develop community businesses; Improve downtown commercial	12
3. Develop a younger footprint	6
4. Enforce ordinances	5

- | | |
|---|---|
| 5. More community involvement | 5 |
| 6. Residential-more | 5 |
| 7. Create walkable community | 4 |
| 8. Improve and preserve historical character | 4 |
| 9. Use rural character for outdoor recreation | 3 |

SOME RESULTS FROM THE COMMUNITY VISIONING SESSION HELD ON JUNE, 18, 2007 THAT ARE SIMILAR TO THE RESULTS OF THE COMMUNITY VALUES WORKSHOP:

1. More civic participation needed
2. A DDA should be established-store fronts should be upgraded-more businesses needed
3. Community identity needed (today's buzz word is "branding")
4. More community events
5. Sidewalks are important
6. One idea that was simply added on a post-it note, but that is very important for community events/tourist trade is providing public restrooms.

**COMMENTS AND OBSERVATIONS
OF THE APRIL 15, 2010 WALKING TOUR
PARTICIPANTS: VILLAGE COUNCIL AND
PLANNING COMMISSION**

Residential

Open carports used for storage, along with porches-unattractive
 Disrepair in homes
 Unwarranted garbage

Yard upkeep-old cars, garbage

Improvements of homes and commercial buildings (zoning improvements)

Some nice homes and landscaping

Buildings in general

Buildings with broken eaves, roofs in poor shape

Multiple storage sheds per lot-unattractive

Some buildings uninviting appearance

Sidewalks

More sidewalks on Cross St.

Sidewalk improvements make homes more presentable

Downtown/commercial

Old fire barn

Alley maintenance

Empty garage behind realty

Downtown buildings/windows-poor construction

Improvements of homes and commercial buildings (zoning improvements)

Downtown power lines unattractive

Old well

Old well, First and Nash-fire department

First St. well-what to do?

CHAPTER 3

PLANNING ANALYSIS

Adjacent & Regional Influences

Clarksville is surrounded by Campbell Township which does not have zoning. The land in the Township bordering the Village is largely devoted to growing crops and is likely to remain so in the foreseeable future. Land along Nash Highway and Clarksville Road could, however, be easily divided to construct houses fronting on these roads. This type of development would not affect land use in Clarksville.

Clarksville serves as the center and gathering place of Campbell Township and residents in the Township tend to identify the Village as being part of their community.

Clarksville enjoys a geographic location about two miles from an interchange with I-96 which is a major travel route between the employment centers of Lansing and Grand Rapids. Because of this Clarksville could be viewed as being an ideal location for persons who wish to have a small town living environment within a reasonable commuting distance to their jobs and indeed some residents do live in Clarksville and work in these larger metro areas.

Other Influences & Issues

- While easily accessible Clarksville is not visible from I-96 and so remains somewhat less well known than say Portland to the east which is quite visible from I-96. Attracting attention to the Village by various means such as highway signage, advertisements, property listings with realtors in larger cities, internet postings and other methods could serve to “get the word out “and create reasons for others to visit, explore housing opportunities and also support local businesses.

- The Zoning Ordinance, which was adopted following the adoption of the 1996 Comprehensive Development Plan and is based on the 1996 Plan, may be overly regulatory considering the limited administrative resources of the Village. **Because of the lengthy zoning requirements and lack of attention to these requirements the zoning rules have not been consistently followed over the years.**

A prime example of this is the Pinhook Estates Subdivision platted in an R-1 Zone which required minimum lot sizes of 20,000 sq. ft with 100 feet of lot width. The lots which were approved, however, had approximately 8000 sq. ft. with 66 feet of lot width. All of these lots are non-conforming as are the houses which do not meet the minimum setback requirements of the R1 Zone. Non-conforming dwellings typically require a variance to expand and lending institutions can be reluctant to finance mortgages or construction loans.



- The existing sewer system for the Village as noted in the Chapter 2 has enough capacity to serve approximately 65 new dwellings. With less than an average of three new houses constructed per year since 2000 there would appear to be sufficient capacity for many years. However, a commercial, industrial or multi-family use could locate in the Village and utilize most or all of the remaining capacity leaving little or none available for future residential growth.
- The current (2010) sewer connection fee per residential dwelling has risen substantially from the 1980 connection fee of \$1850 and may discourage the construction of new houses in the Village. Village officials should request an explanation for the current connection fee from the Sewer Authority and discuss how to reduce the fee in order to encourage new housing construction.

- Review and establish sewer connection fees for industrial and commercial uses
- Sufficient land exists for future residential use. In order to ensure that this land is accessible from existing streets such as Nash Avenue, High Street, and McCormick Avenue and others new buildings must not be allowed to be constructed at the end of these streets. Village officials should also take steps to reclaim the right of passage over platted but un-built streets.
- The Village Zoning Map has not been updated for many years and the zoning boundaries are subject to question. The map should be revised and re-adopted by the Council so that it accurately reflects the zoning for all properties in the Village.
- Policies and procedures for processing zoning violations, building and land development requests should be reviewed for consistency with the requirements of the Zoning Ordinance, Ionia County for building permits and the needs and desires of the Village Council and Planning Commission.
- There is a need for more off street parking downtown.



CHAPTER 4

GOALS & ACTIONS

The results of the SWOT session with the Village Council and Planning Commission and the Community Values Workshop gave a clear picture of the values and issues that are important to Clarksville residents.

Values

Clarksville residents clearly value the people who make up their Village and they want to see more people involved in community activities to make Clarksville a stronger more vibrant place to live and raise a family. Other valued characteristics include the following:

- Small town rural character.
- Business friendly.
- Walkable.
- Historic character of downtown.
- Many convenient services and stores.
- Close to larger cities.

Issues

Residents felt that the most pressing issues facing Clarksville were lack of law and ordinance enforcement, poor economy, young people leaving, and lack of an industrial base. Other major issues included:

- Lack of public water.
- Limited sanitary sewer capacity.
- Vacant and unkempt buildings and property.
- Lack of activities for youth and adults.(Need to appeal to a younger footprint)
- Declining property values

Based on the above values and issues and also drawing from the goals expressed in the 1996 Comprehensive Development Plan, many of which have remained unchanged to now, the following set of goals and objectives were developed to guide the

OUR VISION:

Through the active involvement of our citizens develop and maintain an attractive, safe, pleasant, and economically viable community while maintaining our small town character.

preparation of the Future Land Use portion of Master Plan and to serve as statements that express the community's long range desires and to provide direction for related planning activities.

Goals are intended to provide a basic framework upon which long term development decisions and day to day decisions may be made by public and private agencies. Following the Goals are Action Steps which give more specific means of reaching the desired overall Goals.

Goals

1. Promote and generate opportunities for Village citizens to be involved in community activities, projects, and events to improve the quality of life in Clarksville.

Action: Seek out "issue champions" – residents who have a strong interest in a particular issue such as the arts, walking trails, technology, or gardening for examples and assist /encourage them to take charge to achieve their goal.

Action: Sponsor Village led activities such as a Village clean-up day, Main Street flower planting, outdoor movie night, poker night, and Village potluck dinners.

Action: Partner with Campbell Township to promote recreation activities and events.

Action: Create a Village web site to promote the Village and serve as source of information sharing; consider a Facebook page as well.

Action: Create a marketing strategy to promote Clarksville as an ideally located residential community for those who work in Grand Rapids or Lansing.

Action: Create a physical focal point such as a village green to serve as a gathering place for events and attractions; the gazebo and farmers market area currently serves this purpose but this theme could be expanded upon.

2. Maintain and improve the central commercial area along Main Street as the focus of commerce and services for the residents of Clarksville and the surrounding area.

Action: Take steps to establish a Downtown Development Authority which will generate a source of funds for physical improvements to the business district and low interest loans and grants for business owners.

Action: Form a Clarksville Business Association to promote and advertise businesses, improve downtown aesthetics, and seek grants or other funding opportunities

Action: Become an active participating member of the Ionia County Economic Alliance and the Lakewood Chamber of Commerce.

Action: Work with the Michigan Department of transportation to install appropriate signage on I-96 to inform travelers of the business and services in Clarksville which are just two miles off the highway.

Action: Contact colleges in Lansing and Grand Rapids to solicit students in architectural and landscape architecture programs to prepare streetscape improvement plans and drawings for the downtown; allow residents to vote for their favorite plan.

Action: Seek assistance from the Ionia County Economic Alliance for help in accessing State of Michigan programs such as the MainStreet Program or grant opportunities.

Action: Review and amend zoning ordinance requirements regarding permitted uses, setbacks and lot size to ensure so that zoning regulations will be more reflective of existing conditions for commercial zoned properties and to reduce non-conforming conditions.



Action: Analyze the parking needs for the downtown and take steps to provide more off street parking.

3. Retain and create attractive, safe and convenient residential neighborhoods with good housing and adequate schools, parks, utilities, sidewalks and civic open space which can contribute to a sense of community.

Action: Improve housing quality which falls below minimum standards by adoption and enforcement of necessary codes.

Action: Require the installation of sidewalks for all new residential and commercial developments.

Action: Allow for senior citizen housing opportunities in areas served by public utilities and other supporting services such as recreation and shopping.

Action: Collaborate with Campbell Township to construct a walking/bicycling path from the Village to Campbell Park south of the Village.

Action: Plan for and seek funding for a community wide trail system.

Action: Review the Village Zoning Ordinance to ensure that existing regulations support residential goals and actions and change those rules which hinder their accomplishment.

Action: Initiate a meeting with the Clarksville –Morrison Lake Sewer Authority to determine if residential connection fees can be lowered in order to promote new housing construction.

4. Provide for an adequate street system and public utility system and code enforcement measures that will ensure balanced, orderly growth and ensure the safety and well being of Village residents.

Action: Consistently enforce current Village ordinances and adopt new regulations as needed, such as a property maintenance ordinance, to address issues relating to deteriorating and unkempt properties.

Action: Provide proper training for code enforcement officials such as the Zoning Administrator Certificate Program conducted by the MSU Land Policy Institute's Planning & Zoning Center.

Action: Adopt a municipal civil infraction ordinance.

Action: Begin discussions with the Clarksville-Morrison Lake Sewer Authority regarding increasing the allocation of sewer system capacity for Clarksville as the remaining capacity for the Village will likely be used up in the coming years.

Action: Continue to monitor the quality of well water in the Village to determine the extent of possible contamination and determine a course of action depending on the results.

Action: Inventory road conditions and establish a priority list of improvements.

5. Continue to cooperate with Campbell Township and Ionia County to ensure coordination of land use policies and efficient delivery of governmental services.

Action: Meet with Township officials on a periodic basis to discuss issues of mutual concern and benefit.

Action: Consider development of a joint recreation plan with the Township and Lakewood School District in order to increase the chances of obtaining recreation grants from the State of Michigan.

6. Protect and preserve the significant natural features of the Village.

Action: Consider a requirement to provide a protective vegetative buffer along Bear Creek which has the support of Village residents.

Action: Ensure that all developments accommodate stormwater runoff in accordance with contemporary stormwater management techniques.

Action: Continue the existing tree planting re-placement program to ensure the long term viability of tree lined streets. Seek donations and maintenance commitments from property owners on the street to defray costs to the Village.

Action: Ensure that the subdivision and site condominium regulations require tree plantings along public streets and that site plan regulations contain provisions for protection of the natural features of a site.

CHAPTER 5

FUTURE LAND USE PLAN

This section contains the recommendations for the future use of the land which will guide the development of the Village of Clarksville for the next five to ten years. The Future Land Use Plan establishes the pattern of land use desired by the community, but that pattern must be re-evaluated every five years according to State of Michigan law.

The Goals and Actions presented in the Chapter 4, the community participation results of Chapter 2 as well as principals of sound land use planning, and the existing zoning and land use of property in the Village are the foundation upon which the Future Land Use Plan is based. The Future Land Use Plan consists of the text within this document as well as the Future Land Use Map. In addition to the factors noted above the Future Land Use Map is based upon a number of major concepts listed below.

MASTER PLAN CONCEPTS

- Agricultural uses in the Village are still an important part of the Village character but that over the long term farm land will gradually “grow houses” as well and that active farming in the Village will gradually decline.
- The Village of Clarksville will continue to serve as the focal point and identity for residents in and outside the Village.
- New development in the Village will be served by public sanitary sewer and that a public water system is needed as well to promote growth and ensure public health.
- A new minimum lot size is needed to provide a wider range of residential densities and housing opportunities for different income levels.

- New commercial development should be located close to the downtown to avoid strip commercial development, to build upon the existing business environment and to remain within walking distance of most Village residents thereby maintaining that “small town feel ” so desired by the people of Clarksville.
- What happens in the Village of Clarksville affects the future of Campbell Township and vice versa; cooperative planning efforts can benefit both communities.

FUTURE LAND USE CATEGORIES

The Future Land Use Plan recommends a number of different Future Land Use Categories. The following descriptions explain the type of land use, the intensity of that land use, and the locations for proposed uses. Policies and rationale guiding the establishment of those uses are also provided, as well as implementation steps for carrying out the recommendations of the Plan.

The future land use recommended for an area may be the same as the existing zoning for that area, while in some cases the future land use recommended is different from the existing zoning. Future Land Use categories may or may not correspond to zoning districts existing in the Village; in some cases, a new zoning district is recommended as an implementation strategy.

The Future Land Use Map does not change the existing zoning in an area. A property owner or the Village will need to apply for a rezoning at some point in the future if the future land use category is different from the existing zoning. Meanwhile, a property owner must use the property as it is currently zoned.

The boundaries of the future land use categories shown on the Future Land Use Map should be interpreted with some flexibility. For example, lands abutting a “boundary” as depicted on the Map might be considered for rezoning within either category.

LDR LOW DENSITY RESIDENTIAL

This Future Land Use category calls for single family dwellings as the principal land use at a density of about **two dwelling units per acre** with public sanitary sewer. The minimum lot size would be 20,000 sq. ft. with 100 feet of lot width with public sanitary sewer and 40, 000 sq. ft. with an on site septic system. These lot sizes are the same as current R-1 Zone requirements.

LDR areas are proposed for the undeveloped land at the north portion of the Village on both sides Main Street and also for land in the southwest corner south of the railroad tracks and land at the east end of Front Street. LDR lands are also well suited for Moderate Density development as described below. LDR lot sizes will allow for a transition in to the larger lots allowed in adjoining Campbell Township.

LDR planned areas are encouraged to be developed under the Open Space Planned Unit Development (OS-PUD) regulations.

Under the OS-PUD rules, the density (number of dwellings per acre) would be controlled by the density recommended in the Master Plan for LDR areas. The dwelling units permitted, however, would be clustered in a few selected areas on the parcel while the remainder of the land would be set aside as permanent open space for use by residents.

The premise of the Open Space PUD is that developments focus first on those areas which are to be preserved and then design the house sites and roads around these preserved areas.

Lot sizes would not need to adhere to the minimums required by a particular zoning district, but could vary depending upon the particular site features. This open space, if large enough, could also be used or kept as active farmland. This open space is protected by legal mechanisms such as deed restrictions or conservation easements to ensure that it remains undeveloped.

MOD
MODERATE DENSITY RESIDENTIAL

This is a new land use category allowing primarily single family dwellings at a density of 3.63 to 4.36 dwelling units per acre.

The minimum lot size would be either 10, 000 sq. ft. with 80 feet of lot width or 12,000 sq. ft. with 85 feet of lot width. This size of lot is needed to provide an alternative to the LDR minimum lot size of 20,000 sq. ft. and the MDR minimum lot size of 7500 sq. ft. A 10,000 or 12,000 sq. ft. lot is a typical suburban lot.

A new zoning district chapter will need to be prepared and adopted in order to implement this recommendation. The name of this district could be R1-A. Once this district is made part of the Zoning Ordinance property owners could request a rezoning to the R1-A Zone for those areas illustrated on the Future Land Use Map. The proposed MOD areas are at the north and south portions of the Village on what is primarily vacant land. Public sanitary sewer must be provided in order for lands to be rezoned for this type of land use.

MDR
MEDIUM DENSITY RESIDENTIAL

The Medium Density Residential category recognizes existing residential areas which make up most of the Village neighborhoods. Lots in these areas are generally 60-66 feet wide with about 7500 sq. ft. of lot area. This is a density of about six dwelling units per acre. Medium Density Residential is analogous to the R-2 Zoning District.

The Pinhook Estates Subdivision was platted with lots of this size. Areas beyond the existing R-2 Zoning are planned for MDR in order to expand but retain the Village character as growth occurs and to offer a less expensive residential development opportunity to the LDR and MOD future land use areas. Future MDR areas are planned at both ends of Nash Street and north and east of the Pinhook Estates Subdivision. An MDR area would also be suitable at the south end of South Broad Street and north of East Ferney Street to allow for expansion of the

Village to the south and north at the same density. Duplexes would also be allowed in the MDR areas.

HDR HIGH DENSITY RESIDENTIAL

This category would allow multi-family dwellings, elderly housing and manufactured housing communities as the density would range from 8-11 dwellings per acre. Public sewer would be required. Bear Creek Villa is included in this category.

One additional area is recommended for this type land use in order to provide alternative housing opportunities in the Village. This area is adjacent to Bear Creek Villa and the HDR category would allow for expansion of this facility or a new similar facility.

In order to assure that multifamily buildings do not visually dominate the existing neighborhoods where they are proposed the Plan recommends that multi-family buildings contain no more than 12 dwelling units per building.

C COMMERCIAL

This future land use category allows generally recognized retail, office and service uses as the principal land use. The Plan recognizes the existing commercial uses at the south end of the Village (Big" L" Lumber Store and the Clarksville Feed Store) and proposes several new commercial areas in order to allow for more commercial development opportunities to serve Village residents.

Some of the new areas should be relatively close to the Village center in order to satisfy one of the major land use concepts noted at the beginning of this chapter. The Plan recommends commercial land use south of the Campbell Township Fire Station as a continuation of non-residential uses along this stretch of South Main Street. Another commercial area is proposed on West Cross Street opposite Second Street. This is

somewhat close to the Village Center on vacant land and could easily serve the existing neighborhood to the north and future residential use to the south. Any commercial zoning granted for this area should be relatively small perhaps no more than one to two acres so as to not encourage strip commercial development and to keep commercial uses at a scale in line with other commercial uses in the Village.

The Plan calls for a somewhat larger commercial area on North Main Street on the north side of Bear Creek in order to accommodate a use or uses which would need a site of 4-8 acres. While this is somewhat removed from the Village Center it does provide an area to accommodate a larger commercial user which may desire to locate in Clarksville as the Village population grows. The Future Land Use Map shows the general location of this future commercial use which would be appropriate on either or perhaps both sides of North Main Street. Land uses abutting any future commercial use would be Moderate Density Residential and appropriate measures such as landscaping and lighting would be required during site plan review to ensure compatibility between the commercial and residential uses.

An area south of the railroad tracks could also accommodate a larger user although this land is also suitable for industrial use.

Although the Zoning Ordinance contains a district called Professional Office the Plan does not have a specific office future land use category. Offices are permitted in areas planned for Commercial land use and given the limited planned commercial areas a separate office designation was deemed to not be necessary.

TC TOWN CENTER

This category recognizes the existing area which is zoned TC, Town Center. A small expansion of this area is proposed east of and north of the Post Office. These parcels do contain single family dwellings but allowing these houses and/or lots to convert to downtown type retail and service uses will allow for some new uses to be introduced downtown without protruding

into existing residential areas. These lots could also serve as municipal parking lots to help address the parking issue downtown.

The Plan recommends that the existing zoning regulations for the TC Zone be reviewed to revise rules for lot sizes, building setbacks, and land uses so the requirements can match the actual arrangement and types of uses and remove the non-conforming status of existing uses and structures.

For any new development within the Town Center area the Plan recommends that new and re-stored buildings have a façade and type of architecture which is reflective of the existing commercial buildings along Main Street in order to carry on the historical character of the downtown.

I INDUSTRIAL

Industrial uses are the primary use in this category and are proposed for the land at the south end of the Village adjacent to the grain elevator and railroad tracks. Such uses should be served by the Village sanitary sewer system.

This new area is relatively flat, has excellent access to I-96 via Main Street and is large enough to accommodate a multitude of smaller industrial uses or several large industrial uses. Access to the industrial area should not be from the local street system.

The classification is intended to accommodate uses such as manufacturing and processing, warehousing, contractor equipment yards, and truck terminals. Other industrial uses which might have objectionable operating characteristics such as asphalt plants and salvage yards would be permitted by special land use.

P/I
PUBLIC / INSTITUTIONAL

This future land use category recognizes those lands and facilities that are owned or operated by a government agency or are supported by public funds and include government buildings, libraries, cemeteries, and public schools.

CHAPTER 6

PLAN IMPLEMENTATION

In order for the Master Plan to serve as an effective guide to the continued development of the Village of Clarksville, it must be implemented. Primary responsibility for implementing the Plan rests with the Council, the Planning Commission and the Village staff. This is done through a number of methods. These include ordinances, programs, and administrative procedures.

It is important to note that the Master Plan itself has no legal authority to regulate development in order to implement the recommendations of the Plan. This implementation must come from the decisions of the Council and Planning Commission to provide needed public improvements and to administer and establish regulatory measures relative to the use of the land.

The private sector, which includes individual land owners as well as developers, is also involved in fulfilling the recommendations of the Master Plan by the actual physical development of land and through the rezoning of land. The authority for this, however, comes from the Village Council. Cooperation and coordination among individuals, private developers, and public agencies is, therefore, important in successful implementation of the Master Plan.

Chapter 4 of the Plan sets forth goals as well as a set of actions which serve to guide the future development of the Village. Some of the specific implementation recommendations of this chapter are taken from these action steps, while others are taken from the land use recommendations made in Chapter 5.

The following sections identify the major activities which the Clarksville Planning Commission and Village Council should pursue in order to be pro-active in the implementation of the Master Plan.

ZONING ORDINANCE RECOMENDATIONS

Zoning represents a legal means for the Village to regulate private property to achieve orderly land use relationships. It is the process most commonly used to implement community Master Plans. The zoning ordinance consists of an official zoning map and zoning ordinance text.

The official zoning map divides the community into different zones or districts within which certain uses are permitted and others are not. The zoning ordinance text notes the uses which are permitted and establishes regulations to control densities, height, bulk, setback, lot sizes, and accessory uses.

The zoning ordinance also sets forth procedures for site plan review, conditional uses, and sign controls. These measures permit the Village to control the quality as well as the type of development.

In order that the recommendations and goals of the Master Plan are implemented, the following amendments to the Zoning Ordinance must be prepared and adopted:

1. Prepare and adopt a new zoning ordinance chapter for the R1-A Zone as recommended in Chapter 5.
2. Review and revise the Town Center Zoning Chapter rules for lot sizes, building setbacks and land uses so the new requirements can match the actual arrangement and types of uses and remove the non-conforming status of existing uses and structures.
3. Adopt new regulations to legally permit the proposed farm museum on South Broad Street.
4. Review and revise the Zoning Ordinance with the intent of simplifying and clarifying the procedures to process development requests and the administration and enforcement of the Ordinance.

Some examples of Zoning Ordinance regulations which should be revised include the following:

- Section 8.4 states that application fees for site plan review shall be set by the Ionia County Board of Commissioners;
- Section 5.16.2 refers to the Ionia County Development Official and the A-2 Zone;
- Section 6.6.5 requires a minimum of 10 acres as a development site in the R-1 Zone;
- Section 5.20.3.C which prohibits the keeping of wild animals in the Agricultural conflicts with Section 6.5.4.Q which allows them in the Agricultural Zone;
- Each Zoning District chapter has a list of uses allowed under special conditions and uses allowed by special use. These should be reviewed to determine if both categories are needed;
- The landscaping regulations cover 14 pages. These can likely be revised to better fit the desires and regulatory environment of the Village;
- The Village Zoning Ordinance should be reviewed in its entirety to ensure that existing regulations support the goals and actions of the Plan. Those rules which hinder their accomplishment should be changed.

OTHER RECOMMENDATIONS

1. The Village should adopt a municipal civil infraction ordinance to simplify enforcement of Village ordinances.
2. Prepare a description of the procedures which must be followed for projects which are required to be reviewed by the Planning Commission and Zoning Board of Appeals such as rezonings, site plans and variances. These could be in the form of a handout to guide and inform persons interested in the development review processes in Clarksville.
3. The Village Zoning Map has not been updated for many years and the zoning boundaries are subject to question. The map should be revised and re-adopted by the Council so that it accurately reflects the zoning for all properties in the Village.
4. Prioritize the goals and actions listed in Chapter 4 and begin to act on them as well as addressing the issues raised in Chapter 3.

PLANNING COMMISSION WORK PROGRAM

The Plan recommends that the Planning Commission prepare an annual work program in the beginning of each year. This work program would set forth the tasks of goals which the Planning Commission determines to accomplish for the upcoming year. This will allow the Commission to stay focused on important tasks, in order to develop and implement goals and strategies identified within this Plan.

PLANNING EDUCATION

The Planning Commissioners should be kept informed of planning seminars to learn how to better carry out their duties and responsibilities as Planning Commissioners. These seminars are regularly sponsored by the Michigan Association of Planning (MAP) and the Michigan Municipal League (MML) and are a valuable resource for Planning Commissions. There are also several planning publications which are useful information tools for Planning Commissions. The main publications are Planning and Zoning News and Michigan Planner Magazine.

The Michigan Citizen Planner Program which is administered by the Michigan State University Cooperative Extension Service is also an important education program for Planning Commissioners

REVISIONS TO MASTER PLAN

The Michigan Planning Enabling Act requires Planning Commissions to review their Master Plans every five years and determine whether to amend the plan or adopt a new plan. This review allows the Commission to be responsive to new growth trends and current citizen attitudes.

As growth occurs over the years, the Plan's goals, land use information, population projections, and other pertinent data can then be reviewed and revised as necessary so the Plan can continue to serve as a valid guide to the growth of the Village.

APPENDIX

Clarksville-Morrison Lake Sewer Authority
P.O. Box 167
Clarksville, Michigan 48815

7-27-2006

Breakdown of connection fees for 2006:

Direct connect fee: \$8037.00

Trunkage fee: \$3837.00 Fee charged to cover the cost of the treatment facility, lift stations and manholes throughout the system.

Availability fee: \$3000.00 Base fee charged to run up to 100' of mainline pipe. At more than 100' an excess charge of \$30 per foot will be added.

Lateral fee: \$1200.00 Base fee for determining how much it would cost to install a 6" Y and 33' lateral when the sewer mains are installed. If a property owner has to install a lateral to serve their premises this cost will be subtracted from the direct connect fee.

2006 Costs for sewer line installation:

8" pipe \$30-50 per lineal foot
10" pipe \$35-55 per lineal foot
12" pipe \$40-60 per lineal foot

Pipe installation costs vary by depth, soil type and groundwater table.

Lateral Costs:

6" lateral \$110 for Y installation
8" lateral \$130 for Y installation

6" lateral cost \$25-40 per foot installed

Your average lateral installation will cost between \$1200-\$2000 to install, dependant upon length, depth, soil type and groundwater.

Conclusion: For a developer to hook to an existing main or manhole and extend a main to serve there subdivision that developer or contractor would be responsible to pay only the Trunkage fee for each home connected.

Clarksville-Morrison Lake Sewer Authority
P.O. Box 167
Clarksville, Michigan 48815

7-27-2006

Cost for hookup to North Main Street extension if installed in 2006:

Original cost \$66,100

Number of laterals installed = 19

Average interest earned on CD's from 2000-2006 = 4%

\$66,100

X 4% per year.

\$83,637.59 this is the amount of public money the Authority would have today to put into the system had it not been spent on the extension.

\$83,637.59 divided by 19 laterals equals \$4401.98 per lateral.

Each of the 19 laterals hooked up to would be required to pay the \$4401.98 plus the trunkage fee.