

**VILLAGE OF LAKE ODESSA  
PLANNING COMMISSION**

**AGENDA**

**MONDAY, JANUARY 23, 2023 - 7:00 P.M.  
PAGE MEMORIAL BUILDING  
839 FOURTH AVENUE  
LAKE ODESSA, MI 48849**

1. Call to Order / Roll Call
2. Approval of Agenda
3. Public Comment  
*Under the Open Meetings Act, any citizen may come forward at this time and make comment on items that appear on the agenda. Comments will be limited to five minutes per person. Anyone who would like to speak shall state his/her name and address for the record. Remarks should be confined to the question at hand and addressed to the chair in a courteous tone. No person shall have the right to speak more than once on any particular subject until all other persons wishing to be heard on that subject have had the opportunity to speak.*
4. Minutes
  - a. Approval of Planning Commission Meeting Minutes from:
    - i. September 26, 2022
5. Public Hearing
  - a. None
6. Action and Discussion items:
  - a. Discussion and Action: Proposed Zoning Ordinance Amendment 2022-06, an Ordinance to Amend the Code of Ordinance of the Village of Lake Odessa by Amending Article II, Sections 24-36
    - i. Discussion of Ordinance Amendments
    - ii. Setting of Public Hearing
  - b. Discussion and Potential Action: Village of Lake Odessa Master Plan Update
7. Board Member Comments
8. Adjournment

VILLAGE OF LAKE ODESSA  
PLANNING COMMISSION

**DRAFT**

MINUTES  
**SEPTEMBER 26, 2022 REGULAR MEETING**  
Page Memorial Building  
Lake Odessa, Michigan

Present: Karen Banks, Beth Barrone (arrived at 7:04 pm), Meg Wheeler, Patrick Reagan, Martha Yoder, Al Hamp  
Absent: None  
Staff: Jeanne Vandersloot  
Visitors: None

Meeting called to order by Chairperson Wheeler at 7:03 p.m.

**APPROVAL OF AGENDA:** motion by Banks, supported by Yoder, to approve the agenda as submitted. Voice vote. Approved 5-0.

**PUBLIC COMMENT** – No public comment.

**MINUTES** – Motion by Banks, supported by Hamp, to approve the following Planning Commission meeting minutes:

1. May 23, 2022 Planning Commission meeting minutes
2. June 21, 2022 Special Planning Commission meeting minutes
3. August 22, 2022 Special Planning Commission meeting minutes

Voice vote. Approved 6-0.

**PUBLIC HEARING**

- a. Public Hearing for a Proposed Amendment to the Village Code of Ordinance, Chapter 36, Articles I, II, and IV as Related to Mobile Home Parks.

Motion by Reagan, supported by Banks, to open the public hearing at 7:04 pm. Voice vote. Unanimously approved, 6-0.

Reagan stated that the public notice for this meeting was published, per state statute, in the Lakewood News, on the Village’s website, and on the bulletin board outside of the Page Building. No comments were received prior to the meeting.

Vandersloot gave an overview of the proposed amendments.

No comment was heard during the public hearing.

Motion by Barrone, supported by Banks, to close the public hearing at 7:08 pm. Voice vote. Motion approved unanimously, 6-0.

**ACTION & DISCUSSION ITEMS:**

- a) Discussion and Action: Recommendation to the Village Council to Adopt the Proposed Zoning Amendment of the Village's Code of Ordinance, Chapter 36, Articles I, II, and IV as Related to Mobile Home Parks.

Motion by Banks, supported by Barrone, to approve a Recommendation to the Village Council to Adopt the Proposed Zoning Amendment of the Village's Code of Ordinance, Chapter 36, Articles I, II, and IV as Related to Mobile Home Parks. Voice vote. Motion approved unanimously, 6-0.

- b) Discussion and Action: Approving the Proposed Meeting Dates and Times for 2023

- Monday, January 23, 2023 @ 7:00 pm
- Monday, March 27, 2023 @ 7:00 pm
- Monday, May 22, 2023 @ 7:00 pm
- Monday, July 24, 2023 @ 7:00 pm
- Monday, September 25, 2023 @ 7:00 pm
- Monday, November 27, 2023 @ 7:00 pm

Motion by Reagan, supported by Wheeler, to accept the meeting dates as proposed for 2023 and to cancel the scheduled regular meeting of the Planning Commission in November of 2022. Voice vote. Motion unanimously approved, 6-0.

**BOARD MEMBER COMMENTS:** Barrone inquired about the property under development by Lee and Ruthann Stuart.

**ADJOURNMENT:** Motion by Banks, support by Wheeler, to adjourn the meeting. All ayes; motion carried, 6-0. Meeting adjourned at 7:17 p.m.

Respectfully submitted,

Patrick Reagan, Village Manager/ Clerk

**VILLAGE OF LAKE ODESSA  
IONIA COUNTY, MICHIGAN**

Trustee \_\_\_\_\_, supported by Trustee \_\_\_\_\_, moved the adoption of the following ordinance:

**ORDINANCE NO. 2022-6**

**AN ORDINANCE TO AMEND THE CODE OF  
ORDINANCES OF THE VILLAGE OF LAKE ODESSA BY  
AMENDING ARTICLE II, SECTIONS 24-36**

**THE VILLAGE OF LAKE ODESSA ORDAINS:**

**Section 1.** That Section 36-94 of the Code of Ordinances, Village of Lake Odessa, Michigan, is hereby amended to read as follows:

Sec. 36-94 – Planned Developments

- (b) *Cluster development.* In any district in which single-family detached dwellings are a use permitted by right, the minimum required lot areas for such use, as set forth in the bulk regulations of this chapter, may be reduced by an amount not to exceed 50 percent; provided that a quantity of land at least equivalent to the total amount deducted from all lots shall be dedicated for open space so that the overall gross density for the entire area shall not exceed that permitted in the applicable zoning district.
  - (1) Compliance with subdivision regulations. Any such plan for cluster development shall be subject to the provisions for special use permit approval by the planning commission and must be in accordance with all of the procedures and provisions set forth in the subdivision regulations of the village.
  - (2) *Site eligibility.* The minimum area necessary to qualify as a cluster development shall not be less than ~~five~~ **three** contiguous acres of land.

\*\*\*\*

- (c) *Residential planned unit development.* A residential planned unit development (residential PUD) may be applied for through the special use permit procedure. The granting of a special use permit for a residential PUD is permitted only for R-1 and MF zoning districts.
  - (1) *Site eligibility.* The minimum area necessary to qualify as a residential PUD shall not be less than ~~five~~ **three** contiguous acres of land. However, an owner of land less than the minimum required area may apply if his land is adjacent to a proposed or constructed residential PUD.

\*\*\*\*

(4) *Site design standards.* Unless modified by the ~~council~~ **planning commission** in writing at the time of application approval, compliance with the following design standards is required:

a. Minimum yard requirements and building setbacks from the exterior perimeter of the development property lines shall be ~~30~~ **20** feet.

\*\*\*\*

f. Within the required ~~30~~-**20** foot perimeter setback, a planted or landscaped buffer area is required along all exterior perimeter boundaries of the proposed property area to be developed. The following requirements for plantings in the buffer areas shall be met:

**Section 2.** Conflict and Repeal. All ordinances or parts of ordinances in conflict with this ordinance are repealed.

**Section 3.** Effective Date. This ordinance shall take effect seven days following publication in a newspaper circulated within the Village.

**Section 4.** Publication. After its adoption, this ordinance or a summary thereof, as permitted by law, shall be published by the Village Clerk in a newspaper of general circulation in the Village.

Ayes:

Nays:

Abstain:

Absent:

**ORDINANCE DECLARED ADOPTED.**

Dated: December 19, 2022

\_\_\_\_\_  
Karen L. Banks, Village President

\_\_\_\_\_  
Patrick Reagan, Village Clerk

**CERTIFICATION**

I, the undersigned duly appointed Village Clerk of the Village of Lake Odessa, Ionia County, Michigan, do hereby certify that the above ordinance, or a summary thereof, was published in the Lakewood News, a newspaper of general circulation in the Village, on \_\_\_\_\_ and that such ordinance was entered into the Ordinance Book of the Village on \_\_\_\_\_.

Date: \_\_\_\_\_

\_\_\_\_\_  
Patrick Reagan, Village Clerk

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## Sec. 36-173. Amendment procedure.

- (a) *Written request or petition to village council.* Except for those initiated by planning commission or village council, all written requests by one or more owners for an amendment shall be submitted to the village council.
- (b) *Referral to planning commission/public hearing.* The village council shall refer every proposed amendment, supplement or change to the planning commission for the holding of a required public hearing thereon and for review and recommended action.
- (c) *Planning commission recommendation.* The planning commission shall consider each proposal for amendment in terms of its own judgment on particular factors related to the individual proposal and in terms of the likely effect of such proposal upon the village land use plan. The planning commission may recommend any additions or modifications to the original amendment proposal. The planning commission shall transmit a written report with recommendation within 60 working days to the village council setting forth the reasons for the acceptance, denial or modification of the amendment proposal.
- (d) *Action by village council.* If the village council deems any amendment, changes, additions or departures are advisable to the proposed text or district boundaries recommended by the planning commission, it shall refer the same back to the planning commission for a further report thereon within a time specified by the village council. Before any amendments shall become effective, the village council may on its own, conduct a public hearing on the proposed amendment. Thereafter, the village council may adopt the amendment with or without any changes or may refer the same again to the planning commission for further report.
- (e) *Public hearing procedure and notification.* For any required public hearing conducted by the planning commission or any additional public hearings by the village council on a proposed amendment to this chapter, the following procedure and notice requirements shall apply:
  - (1) Notice of the public hearing shall be given by publishing said notice at least once in a newspaper of general circulation in the village, stating the time and place of such hearing and the substance of the proposed amendment, and in the event of a proposed change in the amendment, and in the event of a proposed change in the zoning map, the district boundary lines affected shall also be stated. This shall appear in said newspaper at least 15 days prior to the date set for the public hearing. Furthermore, not less than 15 days notice of the time and place of such public hearing shall first be given by United States mail to each public utility or railroad within the districts or zones affected, and a hearing be granted any person interested at the time and place specified. An affidavit of mailing shall be maintained.
  - (2) Notice of the proposed zoning change shall also be made by the village clerk, with notification by first-class mail to the person or firm to whom the property is assessed, and to all persons or firms to whom property within 300 feet are assessed. An affidavit of mailing shall be maintained.
- (f) *Effect of protest to proposed amendment.* Upon presentation of a protest petition meeting the requirements of this subsection, an amendment to a zoning ordinance which is the object of the petition shall be passed only by a three-fourths vote of the village council. The protest petition shall be presented to the village council before final legislative action on the amendment and shall be signed by one of the following:
  - (1) The owners of at least 20 percent of the area of land included in the proposed change.
  - (2) The owners of at least 20 percent of the area of land included within an area extending outward 100 feet from any point on the boundary of the land included in the proposed change.
- (g) *Exclusion of publicly owned land from calculation of land area requirement.* For purposes of subsection (f) of this section, publicly owned land shall be excluded in calculating the 20 percent land area requirement.

- 
- (h) *Publication of notice of adoption.* Following adoption of a zoning ordinance and subsequent amendments by the village council, one notice of adoption shall be published in a newspaper of general circulation in the village within 15 days after adoption.
- (i) *Contents of notice of adoption.* The notice of adoption under subsection (h) of this section shall include the following information:
- (1) In the case of a newly adopted zoning ordinance, the following statement: "A zoning ordinance regulating the development and use of land has been adopted by the village council of the village of Lake Odessa."
  - (2) In the case of an amendment to an existing ordinance, either a summary or the regulatory effect or the amendment, including the geographic area affected, or the text of the amendment.
  - (3) The effective date of the ordinance.
  - (4) The place and time where a copy of the ordinance may be purchased or inspected.
- (j) *Resubmittal of application for rezoning.* No application for a rezoning which has been denied by the village council shall be resubmitted for a period of one year from the date of the last denial, except on grounds of newly-discovered evidence or proof of changed conditions found upon inspection by the village council to be valid.
- (k) *Comprehensive review of zoning ordinance.* The planning commission shall, from time to time at intervals of not more than five years, examine the provisions of this chapter and the location of zoning district boundary lines and shall submit a report to the village council recommending changes and amendments, if any, which are deemed to be desirable in the interest of public health, safety, and general welfare.

(Ord. No. 119, § 7.2, 8-1993)

# VILLAGE OF LAKE ODESSA MASTER PLAN



ADOPTED SEPTEMBER 25, 2006  
UPDATED JANUARY 8, 2018

williams&works  
engineers | surveyors | planners





**VILLAGE OF LAKE ODESSA PLANNING COMMISSION  
IONIA COUNTY, MICHIGAN  
(Resolution No. 2017-1)**

At a special meeting of the Village of Lake Odessa Planning Commission held on December 5, 2017, at the Page Memorial Building, the following Resolution was offered for adoption by Planning Commission Member Barrone and was seconded by Planning Commission Member Williams:

**A RESOLUTION RECOMMENDING APPROVAL OF THE UPDATED  
LAKE ODESSA MASTER PLAN TO THE VILLAGE COUNCIL AND  
CONSTITUTING PLANNING COMMISSION APPROVAL OF SUCH  
MASTER PLAN**

WHEREAS, the Michigan Planning Enabling Act, MCL 125.3801 *et seq.* (“MPEA”) authorizes the Planning Commission to prepare a Master Plan for the use, development and preservation of all lands in the Village; and

WHEREAS, the Planning Commission prepared an amended Master Plan and submitted such plan to the Village Council for review and comment; and

WHEREAS, on August 21, 2017 the Lake Odessa Village Council received and reviewed the proposed Master Plan prepared by the Planning Commission and authorized distribution of the Master Plan to the Notice Group entities identified in the MPEA; and

WHEREAS, notice was provided to the Notice Group entities as provided in the MPEA; and

WHEREAS, the Planning Commission held a public hearing on today’s date to consider public comment on the proposed amended Master Plan, and to further review and comment on the proposed amended Master Plan; and

WHEREAS, the Planning Commission finds that the proposed amended Master Plan is desirable, proper, and reasonable and furthers the use, preservation, and development goals and strategies of the Village;

NOW, THEREFORE, BE IT HEREBY RESOLVED AS FOLLOWS:

1. ***Approval of 2017 Master Plan.*** The Planning Commission approves the proposed Master Plan, including all of the chapters, figures, descriptive matters, maps and tables contained therein.

2. ***Distribution to Village Council.*** Pursuant to MCL 125.3843, the Village Council has asserted by resolution its right to approve or reject the proposed Master Plan and therefore, the approval granted herein is not the final step for adoption of the plan as provided in MCL 125.3843. In addition, the Planning Commission hereby approves distribution of the proposed amended Master Plan to the Village Council. The Planning Commission respectfully recommends to the Village Council that the Village Council give final approval and adoption of the proposed Master Plan.

3. ***Findings of Fact.*** The Planning Commission has made the foregoing determination based on a review of existing land uses in the Village, a review of the existing Master Plan provisions and maps, and input received from the Village Council and at the public hearing, as well as the assistance of a professional planning group. The Planning Commission also finds that the amended Master Plan will accurately reflect and implement the Village's goals and strategies for the use, preservation, and development of lands within the Village of Lake Odessa.

4. ***Effective Date.*** The Master Plan will be effective upon the date that it is approved by the Lake Odessa Village Council.

YEAS: Banks, Barrone, Fraccarolli, Williams

NAYS: None

ABSENT: Bender

**RESOLUTION DECLARED ADOPTED.**

Respectfully submitted,

Dated: December 5, 2017

By *Karen Banks*  
Karen Banks  
Planning Commission Secretary



**VILLAGE OF LAKE ODESSA  
IONIA COUNTY, MICHIGAN**

**Resolution No. 2018-1**

At a special meeting of the Lake Odessa Village Council held on January 8, 2018 at the Page Memorial Building, the following Resolution was offered for adoption by Councilmember McCloud and was seconded by Councilmember Thomas:

**A RESOLUTION ADOPTING THE VILLAGE OF LAKE  
ODESSA MASTER PLAN**

WHEREAS, the Michigan Planning Enabling Act, MCL 125.3801 *et seq.* (“MPEA”) authorizes the Village to prepare a Master Plan for the use, development and preservation of all lands in the Village; and

WHEREAS, the Village of Lake Odessa has undertaken an effort to evaluate and update the Village’s Master Plan and assembled a revised draft Master Plan; and

WHEREAS, the Michigan Planning Enabling Act, MCL 125.3842, requires the Village Council to authorize distribution of the Master Plan to the notice group entities identified in the MPEA; and

WHEREAS, the draft Master Plan was distributed to the notice group as required by the MPEA; and

WHEREAS, a public hearing notice was provided to the Notice Group entities as provided in the MPEA; and

WHEREAS, the Planning Commission held a public hearing on December 5, 2017 to consider public comment on the proposed Master Plan, to further review and comment on the proposed Plan, and recommended adoption of the proposed Master Plan to the Village Council, and;

WHEREAS, the Village Council finds that the proposed Master Plan is desirable, proper, and reasonable and furthers the use, preservation, and development goals and strategies of the Village;

NOW, THEREFORE, BE IT HEREBY RESOLVED AS FOLLOWS:

1. ***Adoption of 2017 Master Plan Update.*** The Lake Odessa Village Council hereby approves and adopts the proposed Master Plan Update, including all of the chapters, figures, descriptive matters, maps and tables contained therein.
2. ***Distribution to Notice Group.*** Pursuant to MCL 125.3843, the Village Council approves distribution of the amended Master Plan to the Notice Group.

3. **Findings of Fact.** The Village Council has made the foregoing determination based on a review of existing land uses in the Village, a review of the existing Master Plan provisions and maps, and input received from the public, as well as the assistance of a professional planning group. The Village Council also finds that the amended Master Plan will accurately reflect and implement the Village's goals and strategies for the use, preservation, and development of lands within the Village of Lake Odessa.

YEAS: McCloud, Jaquays, Thomas, Brighton, Rudisill, Walkington, Banks

NAYS: None

ABSENT/ABSTAIN: None

RESOLUTION DECLARED ADOPTED.

**CERTIFICATION**

I hereby certify that the above is a true copy of a resolution adopted by the Lake Odessa Village Council at the time, date, and place specified above pursuant to the required statutory procedures.

Respectfully submitted,

Date: 1/8/18

  
\_\_\_\_\_  
Pearl Goodemoot  
Lake Odessa Village Clerk/Treasurer

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# SECTION I. INTRODUCTION

## SUMMARY

This Master Plan represents the culmination of almost two years of work by local residents and local officials. It reflects the community's deep concern for economic vitality and neighborhood preservation. The effort that went into this Plan illustrates a strong commitment to retain and strengthen local quality of life. This document outlines the preferred future for the Village of Lake Odessa and a comprehensive plan to realize it. The Plan is appropriately general, recognizing that planning for the future is a delicate blend of art and science and that sufficient flexibility will be needed to respond to the challenges of the future.

**This Plan reflects the community's deep concern for economic vitality and neighborhood preservation.**

Lake Odessa is dedicated to revitalizing the community and a Master Plan represents one of many efforts to foster progress in the Village. A Master Plan acts as the basis for rezoning decisions and helps coordinate future land uses with neighboring communities. Also, many programs require a community to have a Master Plan prior to consideration for grant dollars. Therefore, this document is essential to comply with State statutes, guide and encourage redevelopment compatible with adjacent communities, and cause the Village to be eligible for grant monies. The Municipal Planning Act, being Act 285 of 1931, as amended, requires municipalities to develop a Plan. In addition, the City and Village Zoning Act, being Act 207 of 1921, as amended, stipulates that a Plan must be adopted before zoning is implemented.

The following paragraphs outline some of the initial impressions that have emerged as this Master Plan was developed:

- ◆ The Village has not witnessed significant growth recently, which is typical for a near built-out community of Lake Odessa's size and character. The stronger growth rate of surrounding townships is likely due to a central location between Grand Rapids and Lansing, and the desire to live in a rural setting.
- ◆ Jordan Lake is a popular, high quality water feature. Additional growth along the shoreline and elsewhere within the watershed may affect water quality. The greatest risk is likely fertilizer runoff from residential uses.
- ◆ The M-50 intersection with Fourth Avenue may need a traffic signal to facilitate proper and safe traffic movements. As neighboring townships continue to grow, more automobiles will traverse through the Village, increasing the need for future road improvements.

- ◆ Water usage has increased in recent years, by 45% from 1991 to 1997, and by 55% from 1998 to 2002. This is primarily due to increased demand from area agriculture and industry; namely, Cargill Kitchen Solutions.
- ◆ The community's central location positions the Village for potential growth, so the Village's leadership should act now in continuing and improving upon the local quality of life.

## PLAN METHODOLOGY

The planning process involved four inter-related phases:

- ◆ Data Analysis - A Community Profile
- ◆ Goals and Objectives - A Policy Foundation
- ◆ Plan Preparation - The Preferred Future
- ◆ Implementation Strategies - Getting There from Here

### DATA ANALYSIS

Producing a Master Plan requires a solid foundation of data to substantiate current conditions and trends of the recent past. Section II of this Plan represents that solid foundation. During the first phase, demographic, cultural and land use data was gathered to support the Plan. The purpose of this effort was to develop a comprehensive impression of the patterns of land use and the challenges that will impact the Village. This phase culminated in the preparation of the Community Profile Report. This report served as a technical resource for the Planning Commission and the consultant who prepared the Plan.

**Section II represents the foundation of data on which this Plan is written.**

### VILLAGE FUTURING WORKSHOP

A futuring workshop was held during the 2006 planning process to gather input through a nominal group process. Using the output of the futuring workshop, the Planning Commission began the process of defining goals and objectives for the future of Lake Odessa.

### GOALS & OBJECTIVES

The objective of the second phase was to establish a policy basis for the Village's planning and land use regulations. To do this it was important to "take the pulse" of the community and determine what direction residents were looking for the future of their hometown, and the futuring workshop was a method of acquiring input.

## PLAN PREPARATION

The third phase involved drawing together the input from the previous two phases and preparing a Future Land Use Plan, which is reflected in Section III of this Plan. To support the desired development patterns envisioned in the Future Land Use Plan, the Map is supported with a narrative description of each of the future land use designations.

## IMPLEMENTATION STRATEGIES

The final phase of the process involved the development of specific implementation strategies to carry out the Plan. These are reflected in general terms in Chapter 7. These strategies comprise the “action plan” element of this document. At the conclusion of the fourth phase, the Village submitted the Plan to regional entities for review and held a public hearing on the entire Plan.

## 2017 MASTER PLAN UPDATE

The Michigan Planning Enabling Act (Act 33 of 2008, as amended) requires that a community review its Master plan every five years, and the Village has been vigilant in doing so. In late 2016, the Village decided to undertake a more thorough review and revision of the Master Plan, taking into account changes in conditions that have occurred since its adoption in 2006. In general, Village finds that the goals and policies of the 2006 Master Plan remain relevant and so most of the 2006 plan was preserved in the 2017 update.

Further, one of the objectives of the 2017 was to incorporate all applicable best practices of Michigan’s Redevelopment Ready Communities (RRC) program. The RRC program identifies four evaluation criteria relative to community planning: (1) Master Plans, (2) Downtown Plans, (3) Corridor Plans, and (4) Capital Improvement Plans.

This Master Plan addresses all expectations for RRCs as they relate to Master Plans. Those expectations are:

- The master plan reflects the community’s desired direction for the future.
- The master plan identifies strategies for priority redevelopment areas.
- The master plan addresses land use and infrastructure, including complete streets elements.

- The master plan includes a zoning plan.
- The master plan incorporates recommendations for implementation, including goals, actions, timelines and responsible parties.
- Progress on the master plan is annually reported to the governing body.
- The master plan is accessible online.

## THE ORGANIZATION OF THE PLAN

This Plan is organized into three sections. Section I includes this introductory discussion which outlines the purpose of the plan, the process for its development, and acknowledgements to those involved. Section II is the Community Profile, which presents an overview description of the Village from the perspective of natural and cultural resources, population, transportation and utilities, and land use and development patterns.

Section III constitutes the Future Land Use Plan, which includes the Village’s Goals and Objectives (Chapter 5), the Future Land Use Plan (Chapter 6), and the Implementation Strategies (Chapter 7). The Bibliography outlines all the various resources consulted in the completion of this Plan.

## ACKNOWLEDGEMENTS

The process to prepare the 2012 Plan and the 2017 Update has involved community residents as well as public officials. The following individuals have provided key input and their contributions are gratefully acknowledged:

Beth Barrone  
 Patty Caudill  
 Laurine Henry  
 Darla Forshey  
 Mike Rudisill  
 Mark Bender  
 Keith Paasch  
 Karen Banks  
 Lisa Williams  
 Mel McCloud  
 Pearl Goodemoot  
 Deb Fraccarolli

## SECTION II. COMMUNITY PROFILE

The following four chapters comprise the Community Profile of the Village of Lake Odessa. The Community Profile provides a brief overview of some conditions facing the Village in connection to land use planning. Its purpose is to generally define current conditions and trends, and more importantly, to draw some broad conclusions about the implications they will have on the future of Lake Odessa.

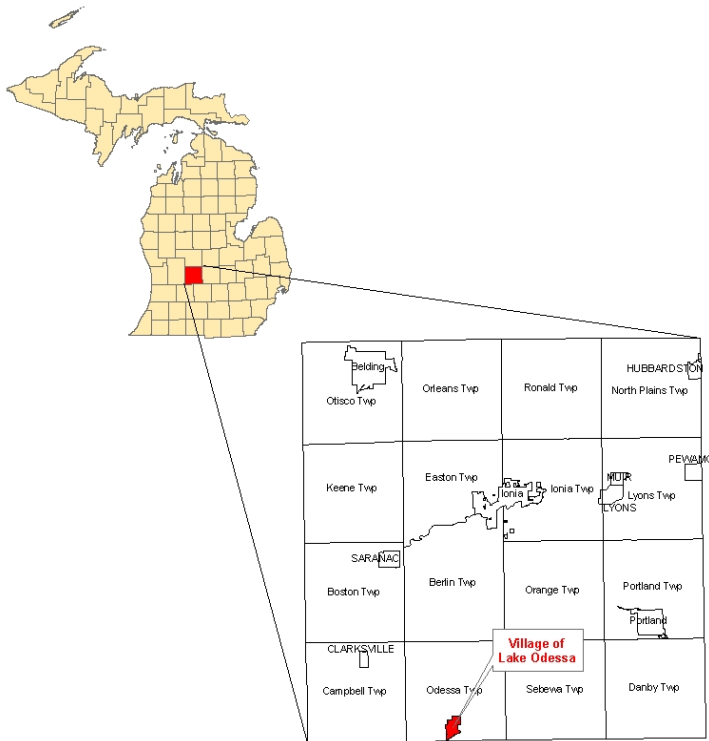
Producing a Master Plan begins with this gathering and analysis of data. Information was gathered from local and County sources, state agencies, the United States Census Bureau, published literature, and other resources. The result of such research provides a snapshot of the community and comprises this Community Profile.



## CHAPTER 1. NATURAL AND CULTURAL FEATURES

The Village of Lake Odessa is situated in the southwestern lower peninsula of Michigan generally between Grand Rapids and Lansing in rural Ionia County. Older, established tree-lined streets, lakeside beaches, and several commercial areas characterize the Village. This chapter of the Community Profile Report presents the environmental conditions that distinguish the community and also the significant cultural features and community facilities. Map 1 to the left illustrates a broad overview location of the Village.

The Village is surrounded by Odessa Township, while Woodland Township in Barry County and Jordan Lake, border the Village to the south. Jordan Lake offers excellent residential and recreational locations.



### A BRIEF HISTORY

**The original Village moved south to take advantage of the new railroad.**

Recorded history of the area recalls that Humphrey Wagner first developed Lake Odessa in 1887 on an 80-acre farm. The original town was named Bonanza, however, and was settled just north of the current Village; the community moved slightly south to take advantage of the newly constructed railway connecting Detroit, Lansing, and Grand Rapids. The settlers of Bonanza moved buildings, homes, and goods to the new location, and the name Lake Odessa came about from nearby Tupper and Jordan Lakes and the Township in which the Village was incorporated.

Fourth Avenue, essentially the “main street,” was constructed in 1887 as a gravel and dirt local road; it was paved in 1916. The Lake Odessa Public School was built in 1888 and expanded in 1896. A fire in 1921 destroyed the facility and it was immediately rebuilt that year. The Village acquired property in 1900 for Village Park, which remains today as a significant recreation destination for area residents. The Village’s website provides more information on the history of Lake Odessa.<sup>1</sup>

<sup>1</sup> <http://www.lakeodessa.org/Community.htm>; accessed December 2004



LAKES

Jordan Lake provides stunning visual interest, recreational opportunities, and residential locations.

Nearby lakes play an important role in defining the community's character, enhancing both the natural environment and the lifestyle for residents. The bulk of southern Odessa Township is drained by Tupper Creek, which supplies water for Tupper Lake and eventually Jordan Lake. The channel that flows from Tupper Lake to Jordan Lake is navigable by canoe. Both of these lake amenities are situated amongst expansive wetlands areas.

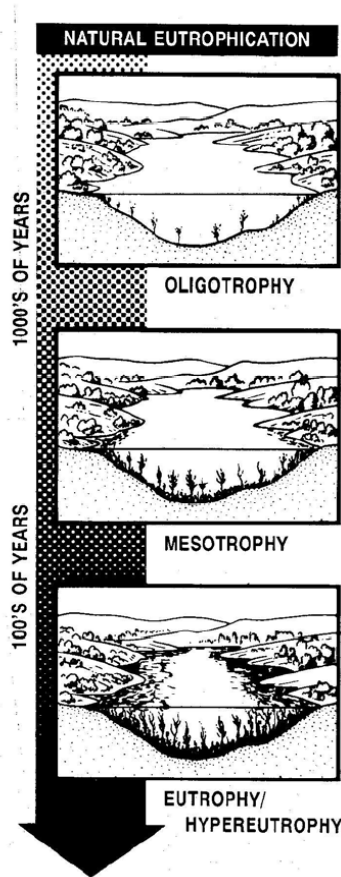
Jordan Lake provides stunning visual interest, recreational opportunities, and residential locations. The Lake Odessa Municipal Beach, along the lake, attracts large numbers of people for swimming, sunbathing, and other activities. In addition, Jordan Lake provides for fishing, and some wooded area near the lake also is known for hunting.<sup>2</sup> Other activities include bass tournaments and beach volleyball.

Water Quality

Jordan Lake is a high quality water feature, but with additional growth along the shoreline and elsewhere within its watershed, water quality may suffer. Concerns include the introduction of invasive species (e.g., zebra mussels), motorized watercraft fuel spills, fertilizer runoff, erosion, increased sediments, and wastewater discharge. Presently, the greater risk is fertilizer runoff, as very few point sources exist.

A point source of pollution is readily identifiable, and includes locations where waste or pollution is discharged directly into a water body from a pipe or drain. Most point source discharges are controlled by the Environmental Protection Agency. An example of a point source is an industrial facility with waste discharges directly into the water body. A non-point pollution source refers to discharges which relate to a broader geographic area and are associated with specific land uses, rather than specific sites. Septic seepage and pesticides are examples of non-point sources.<sup>3</sup>

Some of the concern about the quality of Jordan Lake has developed due to early signs of eutrophication. Eutrophication is an aging process resulting from increasing levels of dissolved nutrients, such as phosphates, in surface water. This process occurs naturally but can be accelerated through pollution or other impacts of human settlement



Lake Life Cycle. Note that human activity can shorten this process to a few decades.

Source: "Managing Lakes and Reservoirs," North American Lake Management Society.

<sup>2</sup> Lake Odessa Recreation Plan, 2002-2007

<sup>3</sup> Environmental Protection Agency; [www.epa.vic.gov.au/Water/Threats/sources.asp](http://www.epa.vic.gov.au/Water/Threats/sources.asp); accessed December 2004

around water bodies. Increased nutrients foster excess weed growth and algae growth which can clog the surface waters and hamper many recreational activities. While some aquatic weed growth is desirable as cover for fish, when the weeds die, oxygen in the water is depleted. This can degrade the quality of invertebrates and fish species in the lake and can result in anaerobic conditions that foul the air and result in massive kills of aquatic animals.

Development along the lakeshore can accelerate the increase in phosphorous levels. This is particularly true where grassy lawns are maintained along the shoreline with artificial fertilizers that are carried by irrigation and storm runoff into the lake. These fertilizers introduce nutrients into the water and accelerate eutrophication. The immediate cause and effect of fertilizer runoff can often be seen on hot summer days a day or two after major rainfalls when on most inland lakes and even on the Great Lakes; an “algae bloom” will result.

It is important to note that improving lakefront areas by increasing natural vegetation to promote the natural filtration of runoff and to reduce impervious surfaces can greatly benefit water quality. In addition, this practice could retard the rate of runoff into the lake and reduce erosion.<sup>4</sup>

## WATERSHEDS AND WETLANDS

A watershed is a region of land that is drained by a particular river or river system. Typically these systems include many smaller tributaries such as creeks and streams that feed into a larger river and are influenced by elevation or the lay of the land. The Village lies within the Grand River regional watershed. The Grand River is the longest river in Michigan and at over 5,500 square miles; its watershed area is among the largest in the state.

Water quality within a watershed is directly related to the land management practices within that watershed. For example, if a new development created a large amount of impervious surface (i.e. asphalt) and stormwater was not properly managed, it is possible that the flow of the run off into the creek, stream, or river could be increased to a point that stream bank erosion occurs. Stream bank erosion has the potential of increasing silt material on the streambed, changing the chemistry of

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<sup>4</sup> John D. Warbach, Ph.D. “Imperviousness Regulations.” Planning and Zoning News, 1998

the water with phosphates, nitrogen, and other chemicals, and altering the turbidity of the water. All of these changes may have an effect on the wildlife that is dependent on the stream or river for survival. A watershed, being an area where all of these water attributes are interconnected, should be looked at closely when assessing the impacts of new development.

**Wetlands play a critical role in regulating the movement of water within watersheds.**

Wetlands play a critical role in regulating the movement of water within watersheds. Wetlands are characterized by water saturation in the root zone, or above the soil surface, for a substantial amount of time during the year. The fluctuation of the water table above and below the soil surface is unique to each wetland type.

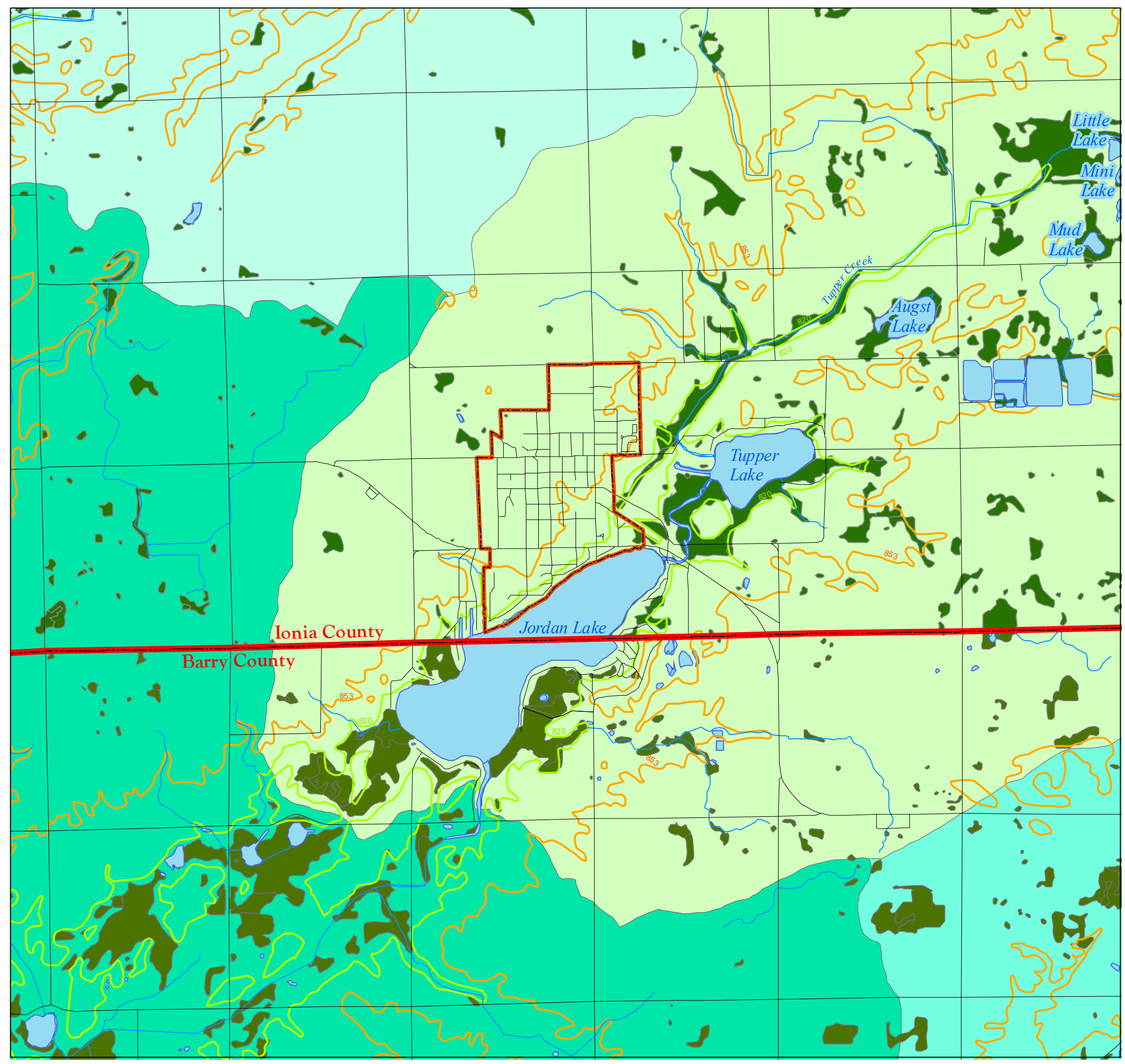
Wetlands store precipitation and surface water and then slowly release the water in associated water resources, ground water, and the atmosphere. They help maintain the level of the water table and may serve as filters for sediments and organic matter. They may also serve as a sink to catch water, or transform nutrients, organic compounds, metals, and components of organic matter. Wetlands have the ability to impact levels of nitrogen, phosphorous, carbon, sulfur, and various metals. Without them, water quality decreases, areas are prone to flash flooding and habitat for specialized plants and animals is reduced.

Map 2 illustrates the location of wetlands within the broader context of the region, identified and mapped by the National Wetlands Inventory (NWI). While the NWI illustrates the general location of wetlands, an on-site analysis should be conducted by a professional to verify the specific boundaries of wetlands. Wetlands that are adjacent to or associated with surface water and larger than five acres in size are subject to regulation by the Natural Resources and Environmental Protection Act (Part 303 - Wetlands Protection, Act 451 of 1994), which requires permission from the Michigan Department of Environmental Quality to fill or alter the wetland site.

# Village of Lake Odessa

Ionia County, Michigan

## Map 2 Watersheds & Wetlands



**Legend**

Village Boundary	<b>Grand River Watershed</b>
Roads	<b>Sub-Watersheds</b>
Rivers	Little Thornapple River
Open Water	Coldwater River
Wetlands*	Duck Creek
	Mud Creek

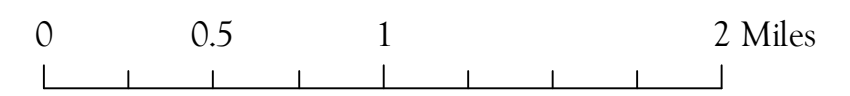
**Contours**

**Elevation (Feet)**

	623 - 800
	801 - 850
	851 - 900
	901 - 950

\*This Wetlands Inventory Map is intended to be used as one tool to assist in identifying wetlands and provide only potential and approximate locations of wetlands and wetland conditions.

This map is not intended to be used to determine specific locations and jurisdictional boundaries of wetland areas subject to regulation under Part 303 of the Wetlands Protection Act, 1994 PA 451, as amended. Only an on-site evaluation performed by MDEQ in accordance with Part 303 shall be used for jurisdictional determination. A permit is required from the MDEQ to conduct certain activities in jurisdictional wetlands.



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Source: Ionia County and the Michigan CGI. Wetland data based on National Wetland Inventory data obtained from Michigan CGI.



## SOILS

Soil composition is an important aspect of planning for many reasons. Some soils are not well suited for individual septic systems and therefore may threaten ground water or surface water quality due to lack of proper filtration, though this is not applicable to Lake Odessa. The composition of soils determines stability and suitability for structural development. Agricultural productivity is also determined by the fertility of the soils. With the soils of the Village classified, areas can be better designated for suitable redevelopment, as projects emerge.

The United States Department of Agriculture, Soil Conservation Service, classifies soils of the Village into eight different general soil types. These are briefly described below and illustrated on Map 3. An on-site analysis is always recommended to provide exact soil information; the following general soil types were determined on a statewide basis.

**With the soils of the Village classified, areas can be better designated for suitable redevelopment, as projects emerge.**

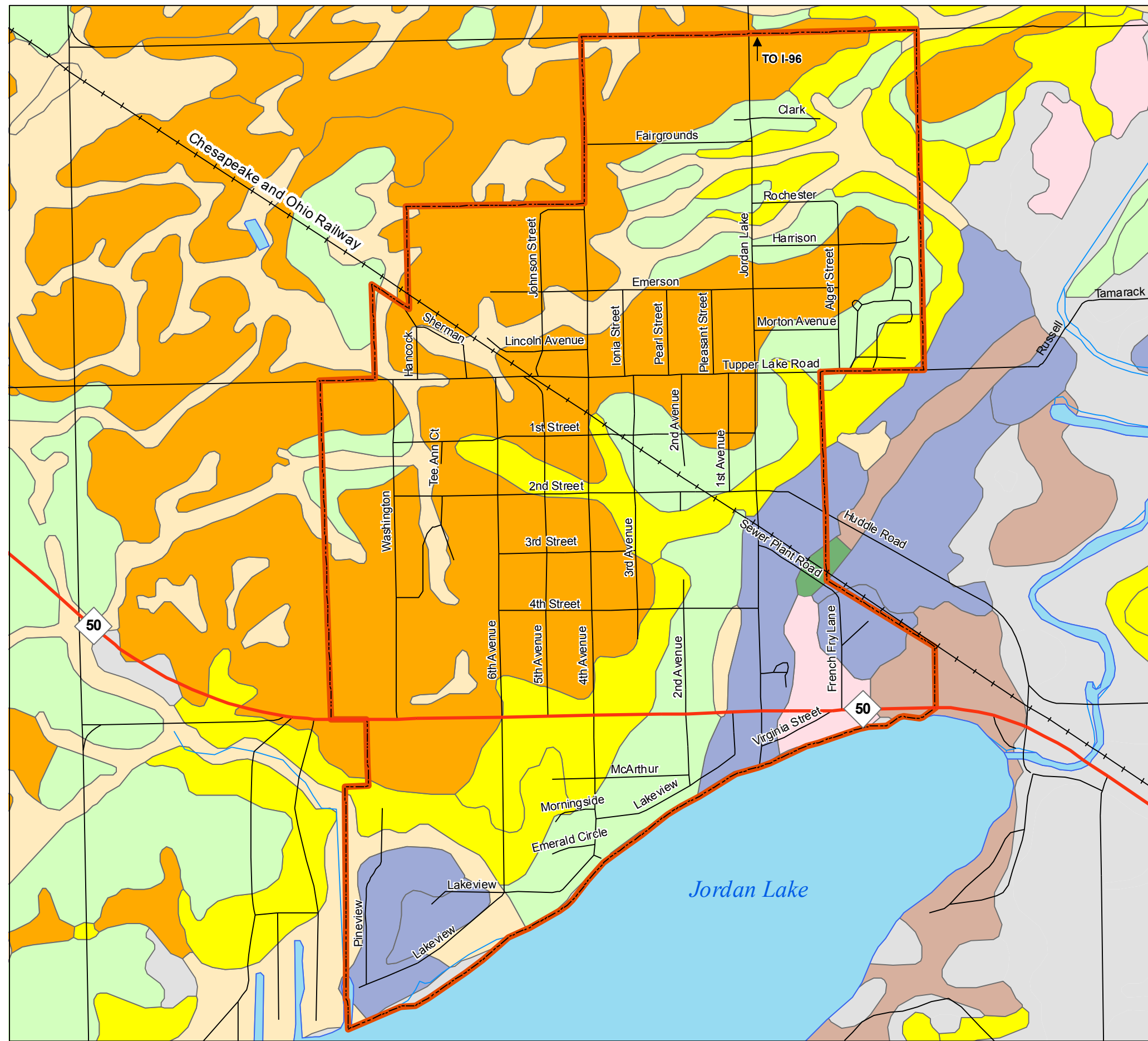
- 1) Brookston Loam - A clay loam with less than 1% slopes, which is generally poor for road fill due to wetness. The water table is high causing slow permeability and frost heaving.
- 2) Carlisle Muck - Primarily comprised of muck and peat, this soil has slopes less than 1% and is easily erodable. This unstable organic soil has a high water table, and excavation is typically necessary.
- 3) Celina Loam - A moderately eroded clay loam with slopes from 2-6%, generally providing fair conditions for road fill.
- 4) Conover Loam - A heavy loam with slopes from 0-2%, providing fair conditions for road fill. This soil is typically wet below 36 inches, due to a seasonally high water table.
- 5) Fox Sandy Loam - A sandy clay loam with slopes generally less than 2%, providing fair opportunities for topsoil extraction, and good conditions for sand and gravel extraction.
- 6) Linwood Muck - This sandy loam soil oxidizes readily, has slopes up to 1%, and is characterizes by a very high water table and organic soil.
- 7) Miami Loam - A moderately eroded silt loam with 6-12% slopes, this soil has fair compaction properties, though cut and fill is usually required.


















# Village of Lake Odessa

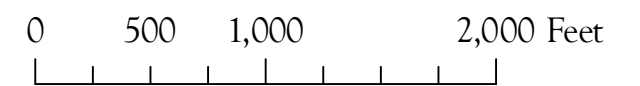
Ionia County, Michigan

## Map 3 Soils



### Legend

- |   |                  |   |                |
|---|------------------|---|----------------|
|    | Village Boundary | <b>Soil Type</b>  |                |
|   | Roads            |   | Other          |
|  | State Roads      |  | Brookston Loam |
|  | Railroad         |  | Carlisle Muck  |
|  | Streams          |  | Celina Loam    |
|  | Open Water       |  | Conover Loam   |
|   |                  |  | Fox Sandy Loam |
|   |                  |  | Linwood Muck   |
|   |                  |  | Miami Loam     |
|   |                  |  | Sebewa Loam    |



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- 8) Sebewa Loam - This clay loam has slopes up to 1% and is good for topsoil, sand and gravel extraction. With a high water table, there is risk of some frost heaving, but the soil generally has good bearing strength and moderate permeability.

## CULTURAL FEATURES AND COMMUNITY FACILITIES

Community facilities play a fundamental role in augmenting civic engagement, sponsoring cultural events, and promoting community pride. High quality recreational opportunities are quality of life indicators and such facilities characterize the Village of Lake Odessa. The health and leisure benefits of a beach facility extend beyond the Village. In addition to recreational facilities, public schools provide local spaces for interaction, learning, and community building, and safety services provide a compulsory service to the community. See Map 4 for locations of these amenities.

### Recreation

Several public parks serve the Village. Village Park, situated on M-50 and Fourth Street, is over five acres in area. The park is capable of handling large events and a covered pavilion is provided on-site, as well as children play areas and picnicking facilities. Mature forest growth is maintained to preserve scenic views.

Village Beach is almost 3 acres in size and provides a beach, park area, and modern restrooms. The beach and park area includes a floating dock, a sandy beach, a playground, swimming, and a rentable pavilion. During summer months, the beach attracts between 300 and 500 people during the week and often attracts more than this on weekends.

The Lake Odessa Fairgrounds, approximately 25 acres in size, is partially owned by the Village. The annual fair, and several other activities, including sports, take place at the fairgrounds. The Recreation Plan (2017-2021) indicates that maintenance could be improved for the overall facility.

### Public Schools

The Village is served by the Lakewood school district. Lakewood operates in other communities, as well, including Carlton, Woodland, and Castleton Townships, and Woodland Village. The Administration Building is located at 223 West Broadway Street in Woodland. Student enrollment was approximately 1,000 during the 2016-2017 academic year. The high school and middle school are both located in Woodland

**Community facilities play a significant role in preserving quality of life.**

Township, in Barry County to the south. Lakewood Elementary is situated on Washington Boulevard in the Village. Currently, East Elementary School in the Village is vacant.

### Safety Services

Police and fire services are necessary for safe communities. The Village has a local police department separate from the County, with a total staff of three full-time officers and seven part time officers (the department has no clerical employees). The Ionia County Sheriff's Department and State Police also have jurisdiction in Lake Odessa, and the local department works cooperatively with the Ionia County Central dispatch office.<sup>5</sup>

Nearby medical facilities include Spectrum Health Pennock Hospital in Hastings, Sparrow Ionia Hospital in Ionia, and Hayes Green Beach Memorial Hospital in Charlotte.

The Village receives fire protection services from the Odessa Township Fire Department. The department is comprised of twenty volunteer members, and responds to medical and fire emergency calls, although medical response does not include a transporting (ambulance) service. Life EMS, a private company, provides ambulance service. The fire department serves the Village and Odessa Township, or thirty-six square miles.

**The Lake Odessa Historical Society has plans to expand the museum, and assemble a historical village.**

### Cultural Resources

The Lake Odessa Historical Society is charged with preserving the local history of the community. In 1988, the Historical Society restored the Pere Marquette Train Depot, and the facility subsequently became the society's museum. The society has also constructed a facility to expand the museum, named "The Freight House." Currently, the society has plans to assemble a historical village complex comprised of historical buildings on Emerson Street. Depot Days, a local community event sponsored by the Lake Odessa Historical Society, is a celebration of the Pere Marquette Train Depot preservation.

The Annual Art in the Park festivities attract upwards of 5,000 people to Village Park each August. The event includes arts and crafts and some fine art. Art in the Park draws about 75 exhibitors each year.

<sup>5</sup> Ionia County Master Plan, 2002-2022

The Veteran's Memorial Chapel, situated on Jordan Lake, offers additional green space for area residents. The small facility is a masonry building, serving as a memorial to Vietnam Veterans and the Persian Gulf War. Veteran's groups use the structure for various activities, and the property includes a fishing dock, seating and a cooking and eating area.

The Lake Odessa Community Library presents a cultural and educational resource for the community. The facility assists in conducting various programs, and offers access to the Internet and a myriad of books, encyclopedias, almanacs, and other informational reading material.

**The community's central location positions the Village for future growth, so the Village's leadership should act now in establishing a substantial image.**

### Other Resources

In December of 2002, a group of Michigan State University students facilitated the creation of a plan focusing on downtown image development. The Small Town Design Initiative includes recommendations on future themed designs to augment downtown and gateways into the Village. The study concludes with several suggestions, including: downtown, entrances, and the lakefront, should be visually connected to reinforce a community theme (preferably agriculture); and, the community's central location, off I-96 between Lansing and Grand Rapids, positions the Village for future growth, so the Village's leadership should act now in establishing a substantial image.

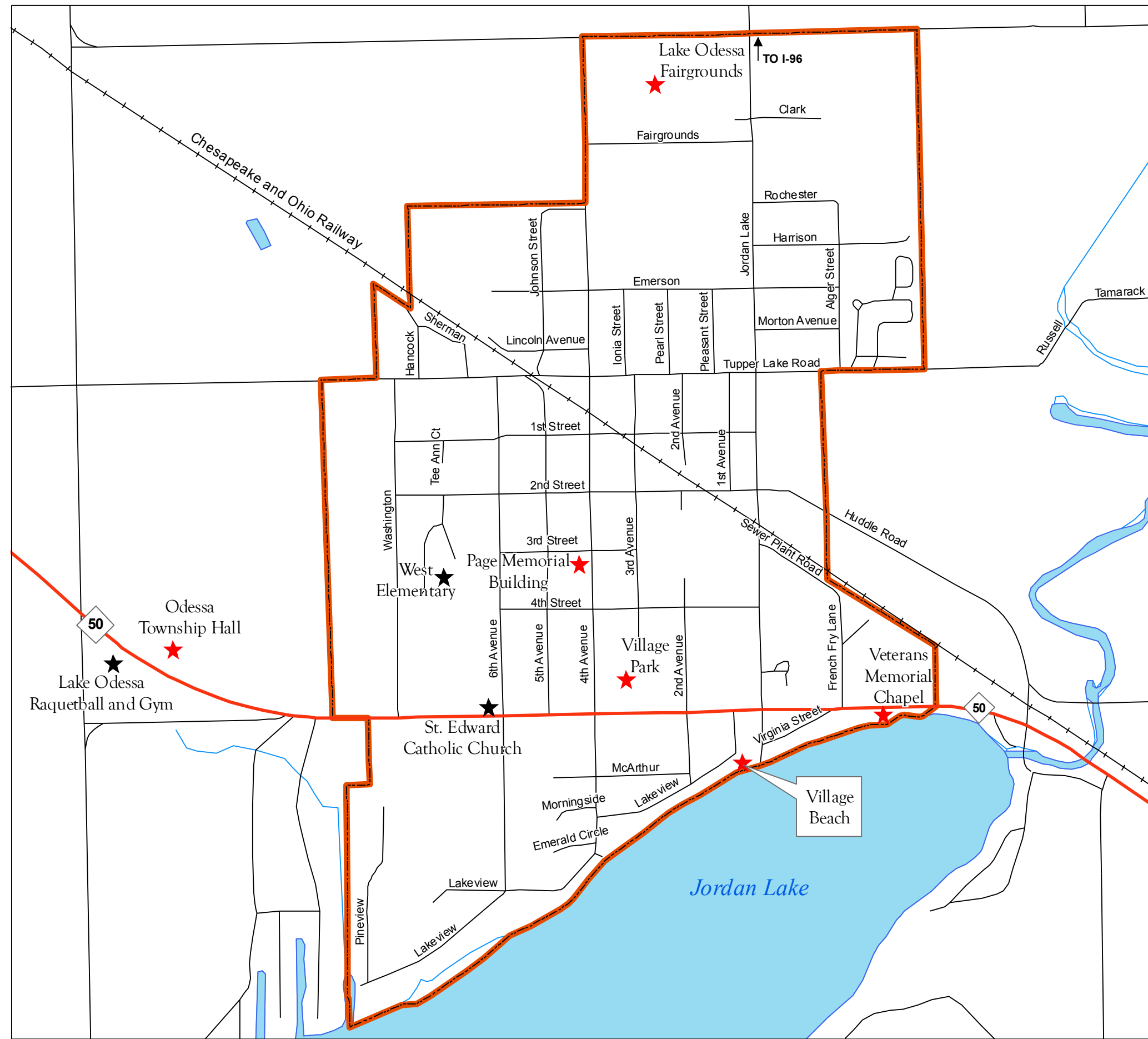
Other community resources available to residents, as identified by the Village Recreation Plan (2017-2021), include the Page Memorial Building, Saint Edward's Catholic Church, Buddy's on the Beach, Lake Odessa Racquetball and Gym, Tyler Creek Country Club, Morrison Lake Country Club, Centennial Acres Golf Course, and several public school facilities. The Lake Odessa Antique Mall is also a resource that attracts visitors to the community and offers unique shopping opportunities to residents.



# Village of Lake Odessa

Ionia County, Michigan

## Map 4 Community Facilities



### Legend

- Village Boundary
- Roads
- State Roads
- Railroad
- Open Water
- Streams

### Community Facilities

- Private
- Public

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## CHAPTER 2. POPULATION

Population and demographic change are among the most important measures to express growth and its likely impact on land uses in a community. Therefore, it is helpful to recognize the Village's population and growth trends in preparing a realistic and meaningful Master Plan. This chapter of the Community Profile Report describes Village population and demographic characteristics, and serves as part of the foundation for drawing conclusions about the Village's likely future.

### POPULATION GROWTH

**The Village lost 254 residents, representing a decline of just over 1 percent.**

To begin with, it is appropriate to determine the overall growth the Village has experienced in the recent past. The 2010 Census reported that the Village had 2,018 people. In 2000, the population was reported as 2,272. Therefore, the Village lost 254 residents, representing a decline during this period of just over 1 percent. This insignificant decline is rather typical for a built-out community of Lake Odessa's size and character. It is also important to note that future population numbers for the Village have been estimated as 1,924 and 1,829, for the years 2020 and 2030, respectively.<sup>6</sup> These estimates utilize past trends and extrapolates that percentage of change to future years. While population projections suggest the Village's population will continue to decline, it is more likely the population will remain very close to its current number with minor fluctuations depending on age cohorts and larger-scale economic conditions.

To put Lake Odessa's recent growth trends in perspective, it is appropriate to compare the Village with neighboring communities. Odessa Township's 1990 population of 3,885 grew by 151 persons to 4,036 in 2000. Barry County's Woodland Township's 1990 population of 2,021 grew by 108 persons to 2,129 in 2000. Further, Ionia County overall grew at a rate of 7.5% between 1990 and 2000, growing from 57,024 people to 61,300 people. It is likely that much of this growth is due to the County's somewhat central location between Grand Rapids and Lansing; and as people continue to seek out rural living experiences, growth in outlying Townships will likely accelerate.

<sup>6</sup> West Michigan Regional Planning Commission



	Population	
	2000 Census	2010 Census
Lake Odessa	2,272	2,018
Odessa Township <sup>7</sup>	1,764	1,760
Ionia County	61,300	63,905
Woodland Township	2,129	2,047

It is also helpful to review historic growth trends and compare the Village's past growth rates with communities in the region. The following table reports that Lake Odessa's long-term growth rate (between 1950 and 2010) is greater than most nearby villages in Ionia County.<sup>8</sup> With the exception of Lyons and Clarksville, other villages in Ionia County also experienced moderate population declines.

	1950	1960	1970	1980	1990	2000	2010	% Change
Lake Odessa	1,596	1,806	1,924	2,171	2,256	2,272	2,018	26.4%
Odessa Twp <sup>8</sup>	980	1,182	1,179	1,360	1,629	1,764	1,760	79.6%
Ionia County	38,158	43,132	45,848	51,815	57,024	61,300	63,905	67.5%
Muir	466	610	617	698	667	634	604	29.6%
Lyons	668	666	734	674	822	726	789	18.1%
Saranac	885	1,001	1,223	1,421	1,461	1,326	1,325	49.7%
Clarksville	339	371	346	348	360	317	394	16.2%
Pewamo	432	415	498	488	518	560	469	8.6%

## CHARACTERISTICS

**Age.** Another opportunity to measure change involves comparing the age distribution of a community over time. This assists in determining the type of housing demands and recreational facilities that may be needed. For example, if a large portion of the population were younger, the Village may benefit from additional park and playground facilities. Similarly, the rate of increase in a senior population may have implications for more senior living opportunities, such as condominiums, and public services. Clearly, the population of the Village is aging, similar to regional, statewide, and national trends.

<sup>7</sup> Odessa Township figures exclude Village of Lake Odessa

<sup>8</sup> United States Census

	Median Age	
	2000 Census	2010 Census
Lake Odessa	33	34.6
Ionia County	32.9	37.0
State of Michigan	35.5	38.9
United States	35.3	37.2

It is important to note that despite the apparent aging population, little or no assisted living facilities exist in the Village. Therefore, as people grow older, some may be forced to move out of the community.

**The population of the Village is aging, similar to regional, statewide, and national trends.**

**Ethnicity.** As far as ethnicity characteristics, the community is predominantly white; however, it is becoming increasingly diverse. The portion of the population of the Village classified as white at the 2010 Census represents 91.4% of the community, a decrease from 95.2% of the community in 2000. Black or African Americans represent 0.1% of the Village, American Indian and Alaska Natives represent 0.4%, Asians represent 0.8%, other races comprise an additional 4.2%, and an additional 3.1% of Village residents indicated they were two or more races. According to the 2010 Census, there are no Native Hawaiian and other Pacific Islanders in the Village. Note that 21.1% of Michigan’s population is nonwhite, while Lake Odessa is 8.6% nonwhite.

## HOUSING

In 2010, about 71% of the total housing stock in Lake Odessa was made up of owner-occupied dwellings.<sup>9</sup> As rental properties typically change hands much more frequently, a 29% rental rate suggests a fairly stable residential population. The 2010 Census also indicated that the median year that homes in the Village were built was 1954, indicating an aging housing stock. The Census reported that approximately 12% of housing units in the Village were vacant. Generally, when 10% to 15% or more of the housing stock is vacant, perceived neighborhood stability issues may emerge. However, it is important to keep in perspective that 2010 Decennial Census figures are effectively a “snapshot” of conditions during the recent recessionary period and may represent a temporary phenomenon.

**A 29% rental rate suggests a fairly stable residential population.**

The Census reports that the median dollar value of owner-occupied homes in the Village was \$99,000 in 2010. Placing this figure in perspective, in Ionia County overall, the Census reported a median

<sup>9</sup> United States Census, 2010

home value of \$123,700 in 2010. The following compares median home values and median monthly gross rent payments in the Village, Odessa Township, Ionia County, and the State, at the 2010 Census.

	<b>Median Home Values</b>	<b>Median Monthly Gross Rent</b>
Village of Lake Odessa	\$99,000	\$547
Odessa Township	\$111,800	\$604
Ionia County	\$123,700	\$616
Michigan	\$122,400	\$783

## EMPLOYMENT

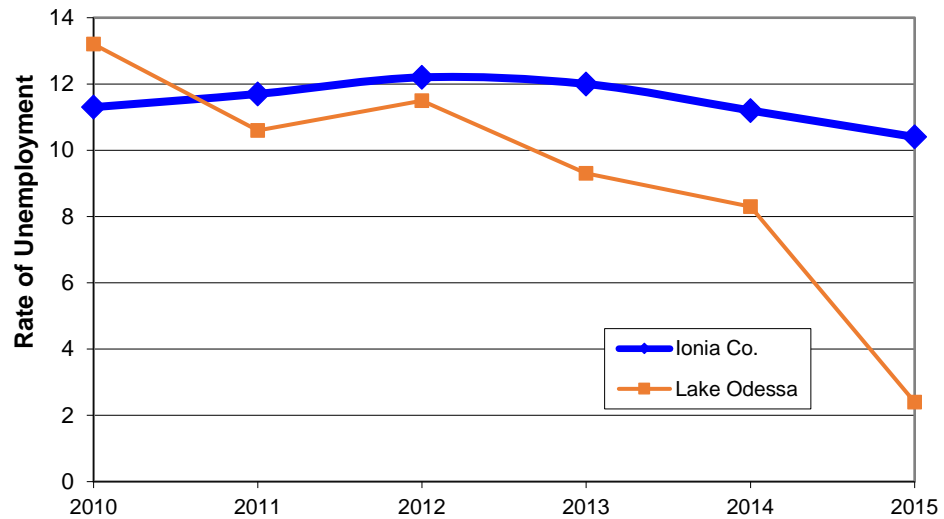
With the relatively small extent of commercial and industrial development in the Village, most of the Village's residents find their employment outside of the community. According to the 2010 Census, the mean (average) travel time to work for Village residents was 27.5 minutes with about 73% of the workforce traveling by private automobile alone to work. This is indicative of the "bedroom community" nature of the Village where most of the workforce finds employment in other jurisdictions.

The figure on the ensuing page reflects the annual rates of unemployment through October 2015 for both Ionia County and Lake Odessa. At the beginning of 2010, the Village reported very high unemployment rates at 13.2%. By 2015, the Village's workforce reflected a remarkably low 2.4% rate of unemployment, indicating the Village has recovered strongly from the recent recessionary period to pre-recession levels before 2008.<sup>10</sup>

The Ionia County unemployment rate has been slower to rebound to pre-recession levels. In 2010, the County's unemployment rate was 11.3%. While the Village and many other communities in the region had begun to rebound, unemployment continued to rise in the County until 2013 when it fell to a yet relatively high rate of 12.0%. The County's unemployment rate continued to improve through 2014 and into 2015 reaching a rate of 10.4%.

<sup>10</sup> Michigan Bureau of Labor Market Information statistics reflect combined percentages for Odessa Township and the Village of Lake Odessa.

### Comparative Unemployment



Although Lake Odessa is largely a bedroom community, some employment is centered in the Village. The Village’s commercial and industrial land uses are home to several larger employers and such institutions as the public schools provide significant employment for area residents. The following is a listing of the largest private sector employers in the Village.

Employer	No. of employees
Twin City	60 (35 additional seasonal)
McDonald’s	45 (10 additional seasonal)
Carl’s	44
Union Bank	39
APEC	30
Franklin Metal	20
C&R Restaurant	18
Dixon Engineering	17
Village Lumber	14
Shell	12
Buddy’s on the Beach	12
Dairy Queen	9 (11 additional seasonal)
Caledonia Farmers Elevator	5 (2 additional seasonal)
Village of Lake Odessa	
Walker Pharmacy	

Although Cargill Kitchen Solutions is located just outside the Village in Odessa Township, it employs 84 people and therefore is important to note. Cargill Kitchen Solutions makes egg products; including cooked egg products and specialty foods that are used in restaurants across the United States. Cargill Kitchen Solutions has facilities in Minnesota and Iowa and is a subsidiary of Cargill, Incorporated, the largest privately held company in the nation.<sup>11</sup> The Twin City Foods facility in Lake Odessa is a seasonal food processing plant, primarily engaged in operations during the summer months. Twin City Foods utilizes the railway that traverses through the Village. Finally, Carl’s is a local retail grocery facility.

## INCOME

Median family income is a popular measure for determining the economic strength of an area. Income can also have implications for land use and public services, since people with higher incomes usually invest more in their houses, and may expect more from local government.

The following illustrates income characteristics, as determined by the Census:

**Census figures indicate that the Village still experiences incomes substantially lower than the County and the State overall.**

	2000	2010
Lake Odessa	\$41,379	\$36,385
Ionia County	\$49,797	\$54,595
Michigan	\$53,457	\$60,341

The recessionary period and ensuing high unemployment rate resulted in a decrease in median family income in the ten-year period between 2000 and 2010. Census figures indicate that the Village still experiences incomes substantially lower than the County and the State overall, and the gap has continued to grow.

<sup>11</sup> [www.sunnyfreshfoods.com/index.html](http://www.sunnyfreshfoods.com/index.html); accessed December 2004

## CHAPTER 3. TRANSPORTATION AND UTILITIES

**Public utility systems give the community the ability to provide effective stewardship over important natural features.**

A transportation network links activities within a community to those in surrounding municipalities, and the larger region as a whole. Transportation plays a critical role in determining the nature and intensities of land uses that occur throughout a community. The Village of Lake Odessa has a comprehensive transportation network, providing its residents with a mixture of transit experiences, from tree-lined residential streets to a winding state highway.

Public utilities are an important element in a growth management plan. Through the delivery of reliable and plentiful water and the safe and efficient disposal of wastewater, communities can achieve an improved quality of life for local residents. Utility systems also have the potential to aid in growth management by enabling greater densities in selected locations. Finally, and most importantly, public utility systems give the community the ability to provide effective stewardship over such important natural features as groundwater and surface water features. The Village currently utilizes potable water and sanitary sewer services.

Map 5 provides an overview of the water system. Map 6 shows wastewater facilities in the Village.

### TRANSPORTATION

**Roadways.** The Village is located about six miles south of I-96, the high-speed corridor linking Muskegon, Grand Rapids, Lansing, and Detroit. M-50 provides a two-lane rural highway connection to Lansing and the Grand Rapids Metropolitan region. The Lake Odessa Municipal Beach, Village Park, and other facilities are located on or close to M-50. M-66, a north-south state highway, is about two miles east of the Village and connects Charlevoix to Sturgis. M-43 connects South Haven to Lansing and is about three miles south of the Village.

Recently, the Michigan Department of Transportation (MDOT) has completed several improvements to M-50. The investments totaled about \$3 million, and included reconstructing 1.3 miles of M-50 from the west Village limits to east of Cemetery Road; curb and gutter repairs; drainage and utility improvements; bridge work over Tupper Creek in Odessa Township, and other rehabilitation work in Odessa Township, east of the Village.<sup>12</sup>

<sup>12</sup> Michigan Department of Transportation

According to MDOT, traffic on M-50 increases towards the east of the corridor. Average daily traffic counts taken in 2004 are as follows:

- ◆ From the Ionia/Kent line to the western Village limits: 3,633.
- ◆ From the western Village limits to the eastern Village limits: 5,134.
- ◆ From the eastern Village limits to the Ionia/Clinton line: 7,427.

Concern has been expressed for the M-50 intersection with Fourth Avenue, the “main street” of downtown Lake Odessa. The intersection may need a traffic signal to aid the proper and safe movement of vehicular traffic at this critical point in the Village. In addition, the alleys in the Village are in need of improvement or general maintenance. As neighboring townships continue to grow, the need for future road improvements may become more imminent.

**As neighboring townships continue to grow, the need for future road improvements may become more imminent.**

**Air Transport.** Regarding air transportation, commercial passenger air service is available through the Gerald R. Ford International Airport, located in Kent County. The Gerald R. Ford International Airport is Michigan’s second busiest commercial airport, offering 12 passenger airlines that serve 5,000 travelers each day. The airport provides daily service to regional hubs throughout the Midwest.<sup>13</sup>

Hastings City/Barry County Airport also provides general aviation services. Located in northeast Rutland Charter Township, the airport predominantly services corporate and recreational aviation needs. The airport has one asphalt runway, which is 3,900 feet by 75 feet, and two turf runways: one is 2,567 feet by 200 feet, and the other is 2,400 feet by 190 feet. Twin-engine aircraft, small business jets, ultra light activity, and sports such as parachuting and skydiving are some of the operations at the airport, which is owned by both the City and the County.

In addition, Capital City Airport, 4 miles north of downtown Lansing, is the third busiest airport in Michigan, and offers a full range of commercial and general aviation services. Airports in Ionia County include the Ionia County Airport and Alexa Airport. Ionia County Airport is open to the public and located three miles south of the City of Ionia. Other nearby airports include Greenville Municipal Airport and Abrams Municipal Airport.

**Public Transport.** The Village benefits from a public transportation service operated by the County Transportation Authority. Lake Odessa’s system is one of three in Ionia County, the other two being bus services

<sup>13</sup> Website for the Gerald R. Ford International Airport; [www.grr.org](http://www.grr.org)

offered in the Cities of Belding and Ionia. The program which services the Village of Lake Odessa also includes service in Ionia Township, Easton Township, and Berlin Township. The services are delivered on demand and are designed to accommodate those who are physically challenged.<sup>14</sup>

**Rail Transport.** The CSX Railroad, the only railway in the Village, bisects the community from southeast to northwest. Connecting Lansing and Grand Rapids, hazardous materials are transported regularly along this rail line. There is no passenger train service in Lake Odessa.

**Complete Streets.** The streets in Lake Odessa are largely lined by sidewalks which provide separated pedestrian connectivity throughout the Village. The streetscape along 4<sup>th</sup> Street in Downtown Lake Odessa provides bump-outs and shortened crossing distances which improves safety for those crossing the street. Village Ordinances require that sidewalks be constructed during new construction or significant renovation on any lot abutting the streets of the Village. Despite this requirement, small segments in the Village exist where the sidewalk network is incomplete or where pedestrian crossings are unclear. There are currently no designated bike lanes, sharrows or bike paths in Lake Odessa.

## UTILITIES

The Lakewood Wastewater Authority serves the Village of Lake Odessa, the Village of Woodland, and portions of Woodland and Odessa Townships. The authority serves the homes surrounding Jordan Lake.

Created in 1984, the system currently serves approximately 1,400 homes. According to the authority, the treatment plant is rated as a 750,000 GPD facility, and currently treats an average of 500,000 GPD with a maximum treatment potential of almost 3 million GPD on an occasional basis. There are also seasonal fluctuations due to agricultural practices such as string bean processing that produce a large amount of wastewater.

Although it appears that there would be room for more connections to the wastewater system, the small treatment lagoons and heavy agricultural practices limit any new connections to the system at this time. Property has been purchased to construct an additional lagoon,

**Water usage has increased in recent years, by 45% from 1991 to 1997, and by 55% from 1998 to 2002.**

<sup>14</sup> Ionia County Master Plan, 2002-2022



which would increase capacity. The Little Thornapple River serves as the treated discharge point for the facility south of Jordan Lake.

Water service is also present in the Village. Village water is provided by way of two 300-gallon water towers; municipal wells, which are protected through a wellhead protection plan; and an iron removal plant. Water usage has increased in recent years, by 45% from 1991 to 1997, and by 55% from 1998 to 2002. This increased usage is primarily due to greater demand from agriculture and industry, and local expansions of industries such as Cargill Kitchen Solutions.<sup>15</sup>

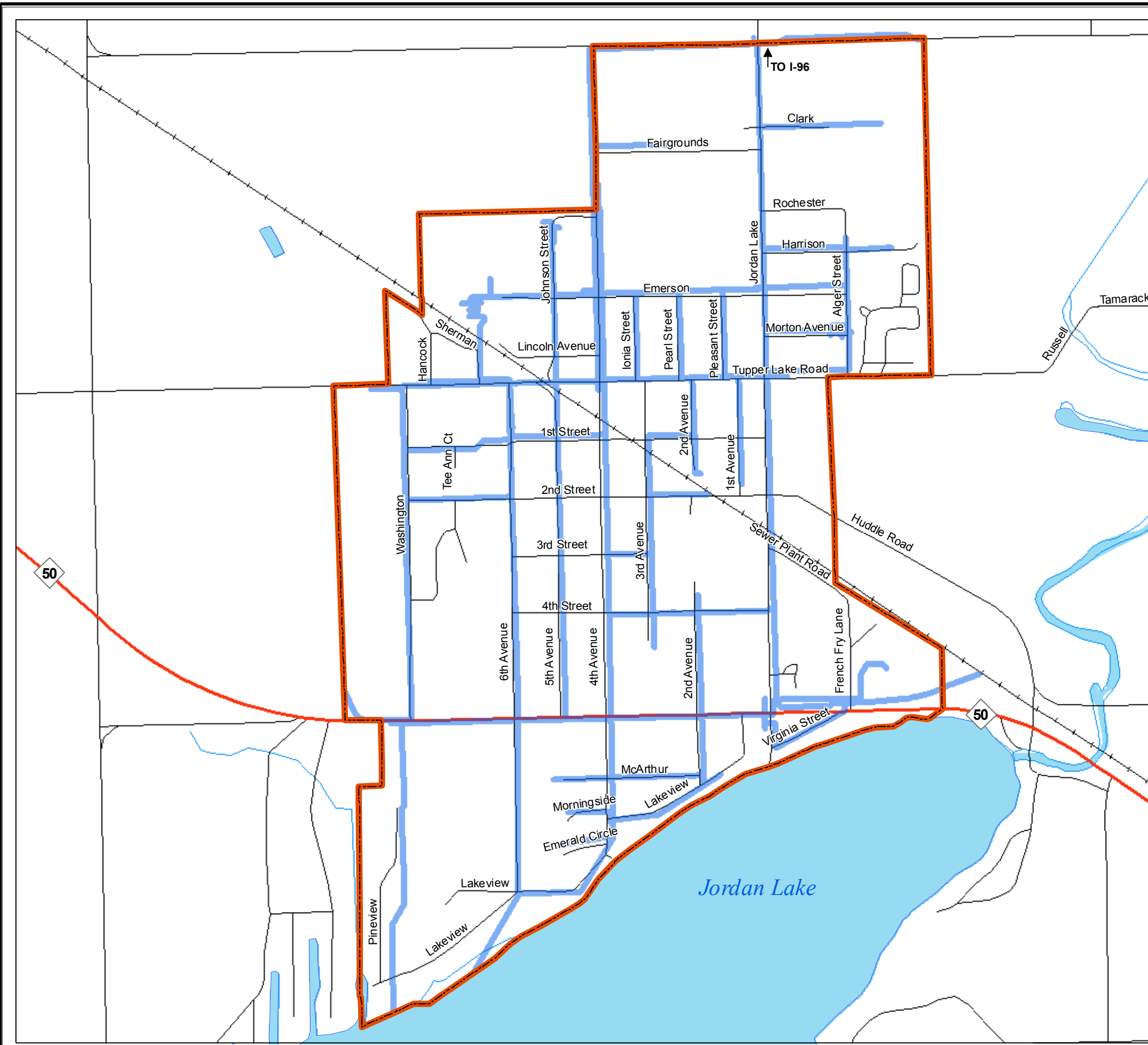
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<sup>15</sup> Lake Odessa Water Department








# Village of Lake Odessa

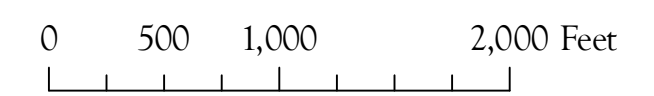
Ionia County, Michigan

## Map 5 Watermains



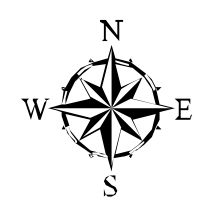
**Legend**

-  Village Boundary
-  Roads
-  State Roads
-  Railroad
-  Streams
-  Open Water
-  Watermains



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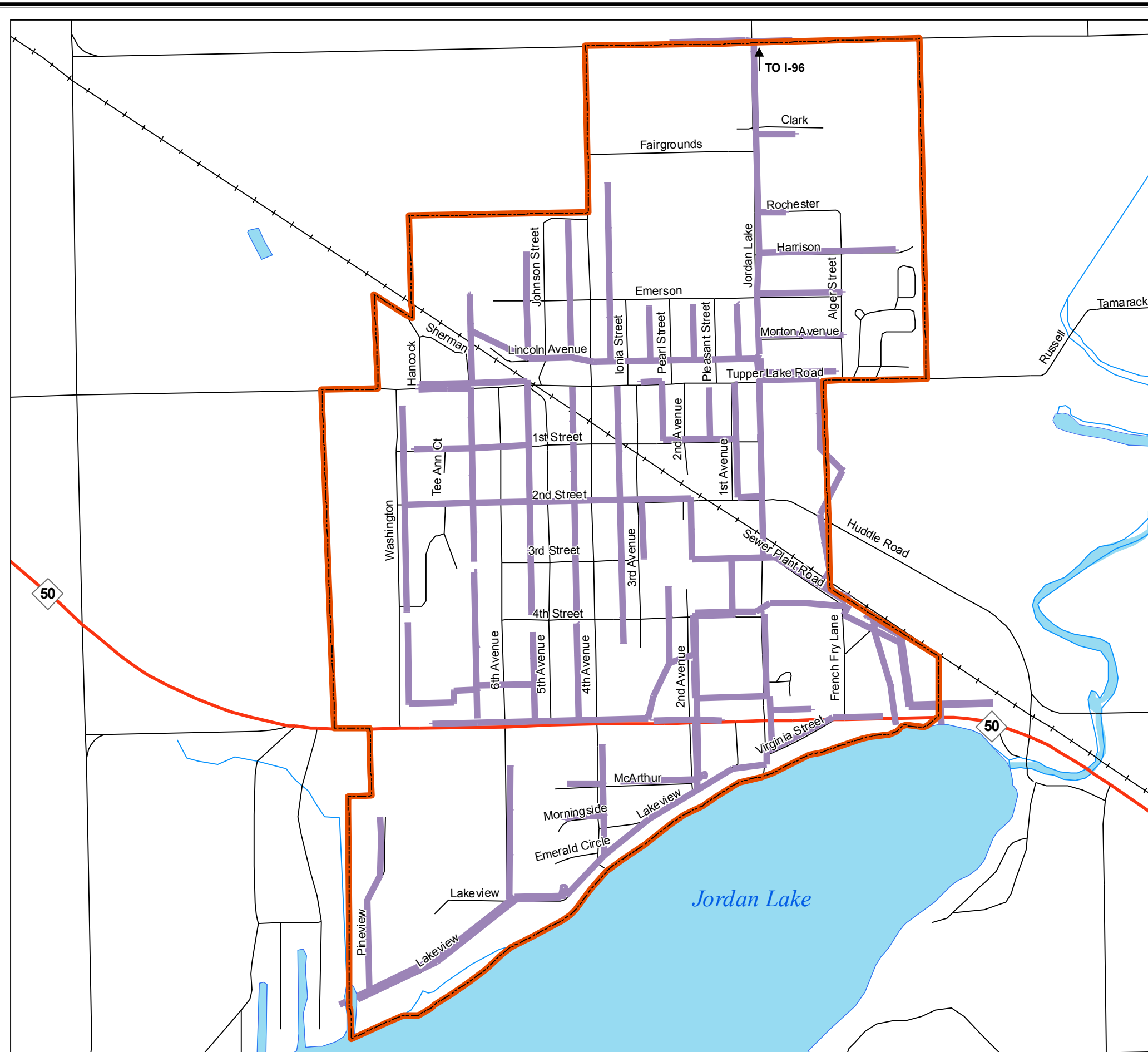
Source: Wolverine Engineering, Ionia County, and Michigan CGI. Note: Locations of utilities have been approximated.



# Village of Lake Odessa

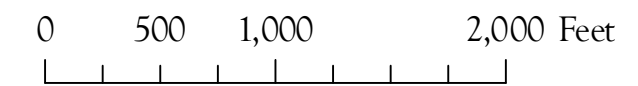
Ionia County, Michigan

## Map 6 Sanitary Sewer



**Legend**

- Village Boundary
- Roads
- State Roads
- Railroad
- Streams
- Open Water
- Sanitary Sewer



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## CHAPTER 4. LAND USE AND DEVELOPMENT PATTERNS

The Village of Lake Odessa is a turn of the century community bordered to the south by an inland lake. The 0.8 square mile<sup>16</sup> Village was established in southern Ionia County, near Barry and Eaton Counties, amidst agricultural fields and open land. Similar to other small villages in Michigan, within Lake Odessa's limits one can find: a central business district, older single family homes on modest-sized lots, some manufactured housing and apartments, limited suburban commercial and residential uses, several parks, light industrial uses, and low density suburban residential uses. Map 7 shows zoning.

### Existing Land Use & Zoning

**The village has been relatively stagnant as far as growth, with outlying townships receiving most new development.**

The dominant land use is single-family residential, providing for quaint and quiet neighborhoods in the Village. Many of the homes are relatively modest and are built on smaller lots than homes in neighboring townships, creating a small-town neighborhood impression. This land use envelops the central business district, which is generally bounded by Tupper Lake and Fourth Streets, and Third and Fourth Avenues. The downtown area is typical of a "main street," with commercial buildings built to the right-of-way, providing a pedestrian-friendly shopping atmosphere. Lands zoned for highway or suburban commercial uses are limited to the area near Jordan Lake Street (M-50) and Jordan Lake Avenue, in the southeast portion of the Village.

The bulk of the industrial land uses are in the northwest portion of the Village. A primary occupier of this property is Twin City Foods. Several other industrial areas are scattered throughout the Village along the CSX Railroad, including areas near Tupper Lake Road, and Second Street and Third Avenue, east of downtown. Large agricultural operations exist outside of the Village limits, including Cargill Kitchen Solutions to the north.

Development adjacent to Jordan Lake is comprised of residential land uses due to the attractive scenic views. There is little vacant land abutting the lake, since this area is very desirable. An exception to the dominant residential land uses is a small lakeside commercial area, a bowling alley, and park facilities.

Even though the Village is mainly built-out, there exist some limited undeveloped properties throughout the community, with the bulk of

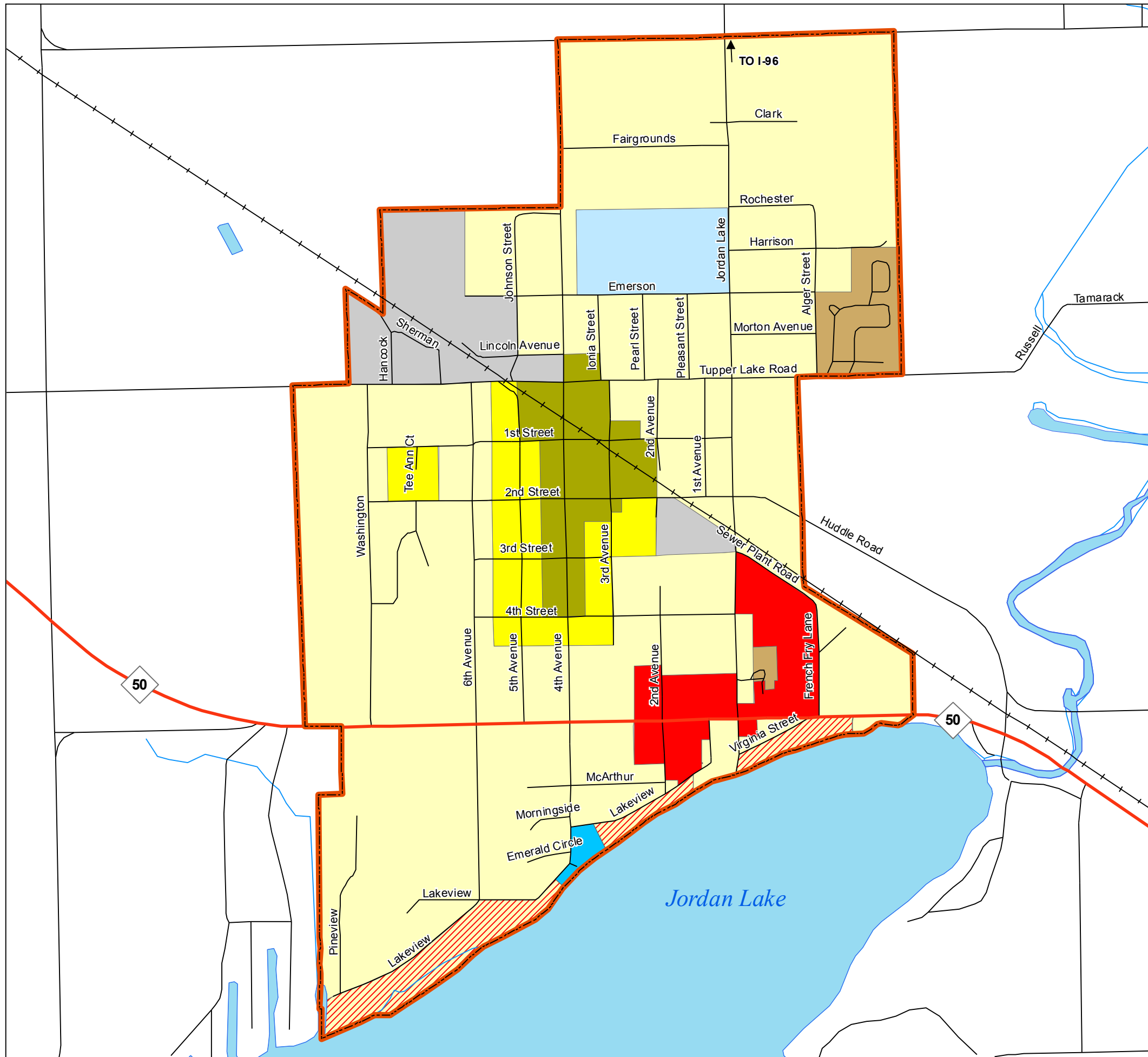
<sup>16</sup> <http://www.city-data.com/city/Lake-Odessa-Michigan.html>, Nov 2004

such lands toward the northeast. The Village has been relatively stagnant as far as growth, with outlying townships receiving most of the new development.

# Village of Lake Odessa

Ionia County, Michigan

## Map 7 Zoning

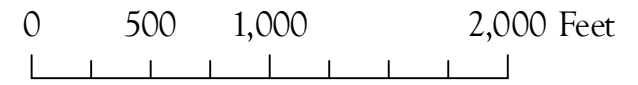


**Legend**

- Village Boundary
- Roads
- State Roads
- Railroad
- Streams
- Open Water

**Zoning**

- Low Density Residential
- Low Density Lakeside Residential
- Low-Medium Density Residential
- Medium-High Density Multiple Family
- Medium-High Density Mobile Home Park
- Central Business District
- Highway Commercial
- Lakeside Commercial
- Light Industrial



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Source: Progressive AE, Ionia County, and the Michigan CGI. Note: This is an unofficial zoning map.





## SECTION III. FUTURE LAND USE

This section of the Plan builds on the Community Profile presented in Section II and reflects the community's desired direction for the future. The Future Land Use Plan begins with the broad policy foundation upon which the Plan is formed. This foundation is found in Chapter 5, which includes the goals of the Village and the objectives or milestones that support them. The Goals and Objectives addresses land use, infrastructure, recreation, community outreach and other issues that are important to Lake Odessa.

Based on the goals and objectives of the Village, the future land use plan is presented in Chapter 6. That section includes the Future Land Use Map, and a description of the general land uses planned for the Village. It also contains a zoning plan, which illustrates how each of the future land use categories relate to the Village Zoning Map and aids in making rezoning decisions, and discusses potential redevelopment areas in the Village.

Finally, this section concludes with Implementation Strategies. This is a series of statements that outline a course of action to realize the vision of this Plan. Chapter 7 concludes with an Implementation and Action Matrix, which incorporates recommendations for implementation, including goals, actions, timelines and responsible parties.



## CHAPTER 5. GOALS AND OBJECTIVES

The following statements outline a preferred future for Lake Odessa and its residents. The overall time horizon for these statements is about twenty-five years. However, some of the goals may be reached in less time and others may prove to be more elusive. Nevertheless, these goals establish a framework for a future in Lake Odessa that is preferable to a continuation of current land use, economic and environmental trends.

### A. ECONOMIC DEVELOPMENT

1. The vitality of Lake Odessa will be secure through the expansion of existing businesses and the addition of new businesses. Lake Odessa will host a diverse range of commercial and public destinations for arts, entertainment, recreation and services that foster a prosperous community image and build an attractive identity for the Village.

#### OBJECTIVES:

- a. Work with the local business community, the Downtown Development Authority and the area Chamber of Commerce to develop a “trademark,” or a feature representing the Village’s unique identity. Promote the trademark appropriately.
- b. Complete a market study which defines spending patterns and resident and tourist service needs; identifies various types of commercial uses needed in the Village to provide a full palette of retailing opportunities; and recommends strategies to attract uses in underserved market segments. Implement recommendations and strategies as appropriate.
- c. Work with the local business community, the Downtown Development Authority and the area Chamber of Commerce to provide needed services to Lake Odessa residents to foster local ownership and entrepreneurship.
- d. Complete an analysis of methods in which to capture rail traffic for local businesses. Implement methods if feasible.
- e. Continually identify and develop strategies for redevelopment at key sites throughout the Village, if any such sites become available.

- f. Continue to recommend improvements outlined in Lake Odessa's DDA and TIF Plan.
2. Profitable and community- and environmentally-friendly development will be located in proximity to appropriate infrastructure and services.

**OBJECTIVES:**

- a. Identify potential sites for industrial and commercial development and explore alternative means of financing to encourage such development within the Village.
- b. Identify and prioritize areas for redevelopment and strengthen programs and/or adjust policies to make the areas productive.
- c. As necessary, review and modify zoning regulations in response to economic conditions to ensure the natural beauty of the Village and to balance the public interest with private interests.
- d. Work with regional partners such as the Ionia County Economic Alliance (ICEA), The Right Place and the West Michigan Regional Planning Commission in bringing new businesses to Lake Odessa as opportunities become available.

**B. RECREATION**

3. Jordan Lake will be clean and healthy, supporting a balance of native and natural plant and wildlife communities and a sustainable level of human activity.

**OBJECTIVES:**

- a. Working in conjunction with Odessa Township and the Jordan Lake Lake Board, define the environmental carrying capacity of Jordan Lake and employ the resulting analysis to guide land use decisions in the Village and Township.
- b. Implement a program of surface water quality monitoring to develop trend line data for analysis and to serve as a basis for surface water regulation.
- c. Expand and strengthen storm water management standards to reduce the quantity and velocity of runoff, and increase the quality runoff.

4. The residents of Lake Odessa will enjoy enhanced parks and recreation facilities and activities.

**OBJECTIVES:**

- a. Survey the local community to define desired improvements to existing facilities and develop and implement a plan to augment Lake Odessa Municipal Beach, Village Park, and other pertinent areas.
- b. Work with appropriate entities to establish and implement a program of physical improvements to the Fairgrounds, and identify activities to strengthen tourism to the area, and alternative use options.
- c. Complete an analysis of the viability of a plan to construct a Village skate park. Implement if feasible.
- d. Continue to maintain an up-to-date Parks and Recreation Plan to plan for recreation improvements and maintain eligibility for grant assistance from the DNR.

**C. TRANSPORTATION**

5. A safe, pedestrian-friendly, aesthetically attractive and well-maintained system of roadways and walkways will serve Lake Odessa and provide efficient linkages within the Village and between the Village and the larger Michigan region.

**OBJECTIVES:**

- a. Establish and maintain effective ties of communication and coordination between the Village and the Michigan Department of Transportation.
- b. Collaborate with the Michigan Department of Transportation to develop safe and effective pedestrian crossings at key points along M-50.
- c. Complete an analysis of the impacts and practicality of existing parking along public streets. Implement a plan to reduce, retain or expand parking based on results.
- d. Work with Odessa Township to develop and implement standards for the layout of new development at the periphery of the Village to promote pedestrian connections and inter-connectivity.

- e. Adopt a complete streets policy which encourages the continued construction, maintenance and improvement of the non-motorized transportation and sidewalk network in the Village.

**D. COOPERATION AND COMPREHENSIVE PLANNING**

- 6. Planning and land use activities and decisions will be conducted in a just manner in support of the development policies of the Village.

**OBJECTIVES:**

- a. Strengthen communication with Odessa Township to improve cooperation and coordination on key local and regional issues.
- b. Coordinate workshops among local officials to achieve additional understanding on concerns of the Village and Township, to support coordination efforts, and to develop consensus on regional planning issues.
- c. Explore the possibility of annexation, 425 Agreements or other forms of recognized regional cooperative planning structures with Odessa Township and employ agreeable measures.

**E. PEOPLE, HOUSING AND COMMUNITY**

- 7. The Village will have a unique identity, including attractive, tree-lined neighborhoods and a welcoming, small town personality. New residential development will be appropriate in form and scale to existing neighborhoods, with walkable linkages to shopping, recreation and other areas.

**OBJECTIVES:**

- a. Develop and implement a program and/or stipulations to ensure the preservation of existing trees along new and existing residential streets and throughout neighborhoods.
- b. Develop and implement zoning regulations to ensure context-sensitive non-residential development adjacent to neighborhoods.

- c. Work with the local historical society to inventory historic buildings and sites and amend ordinances as appropriate and seek other feasible methods to protect and enhance them.
8. Lake Odessa will be home to a distinctive collection of high-quality housing opportunities intended to serve the needs of all segments of the population.

**OBJECTIVE:**

- a. Complete an analysis of potential locations for senior housing. Adjust the Zoning Ordinance to provide for, if not encourage, such housing to promote a range of housing styles, in terms of architecture, accessibility and affordability.
9. The residents of Lake Odessa will have a basic comprehension of land use and planning issues, and will become increasingly more involved in the local decision-making process.

**OBJECTIVES:**

- a. Complete an analysis of methods to foster improved citizen participation and implement the best and most effective identified techniques.
- b. Expand printed and electronic information exchange to disseminate consistent and useful information on Village planning issues. All planning documents will be posted on the Village website.
- c. Strengthen the role of the Village Planning Commission in sponsoring educational workshops for residents and property owners with regard to land use, planning, and related citizen concerns.
- d. The Planning Commission should annually report the progress on implementation of this Plan to the Lake Odessa Village Council.





## CHAPTER 6. FUTURE LAND USE PLAN

**The primary purpose of this plan is to encourage the enhancement of existing development patterns that preserve and augment the Village's strengths.**

The Village of Lake Odessa Future Land Use Plan establishes a general blueprint of land usage to guide growth, development, and redevelopment for the next twenty years, or so. Since the Village is almost fully developed, the primary purpose of this plan is to encourage the enhancement of existing development patterns that preserve and augment the Village's historic charm, recreational amenities, neighborhood improvement, downtown investment opportunities, and industrial potential. The Village seeks to encourage improvements to the housing stock and set the stage for future redevelopment.

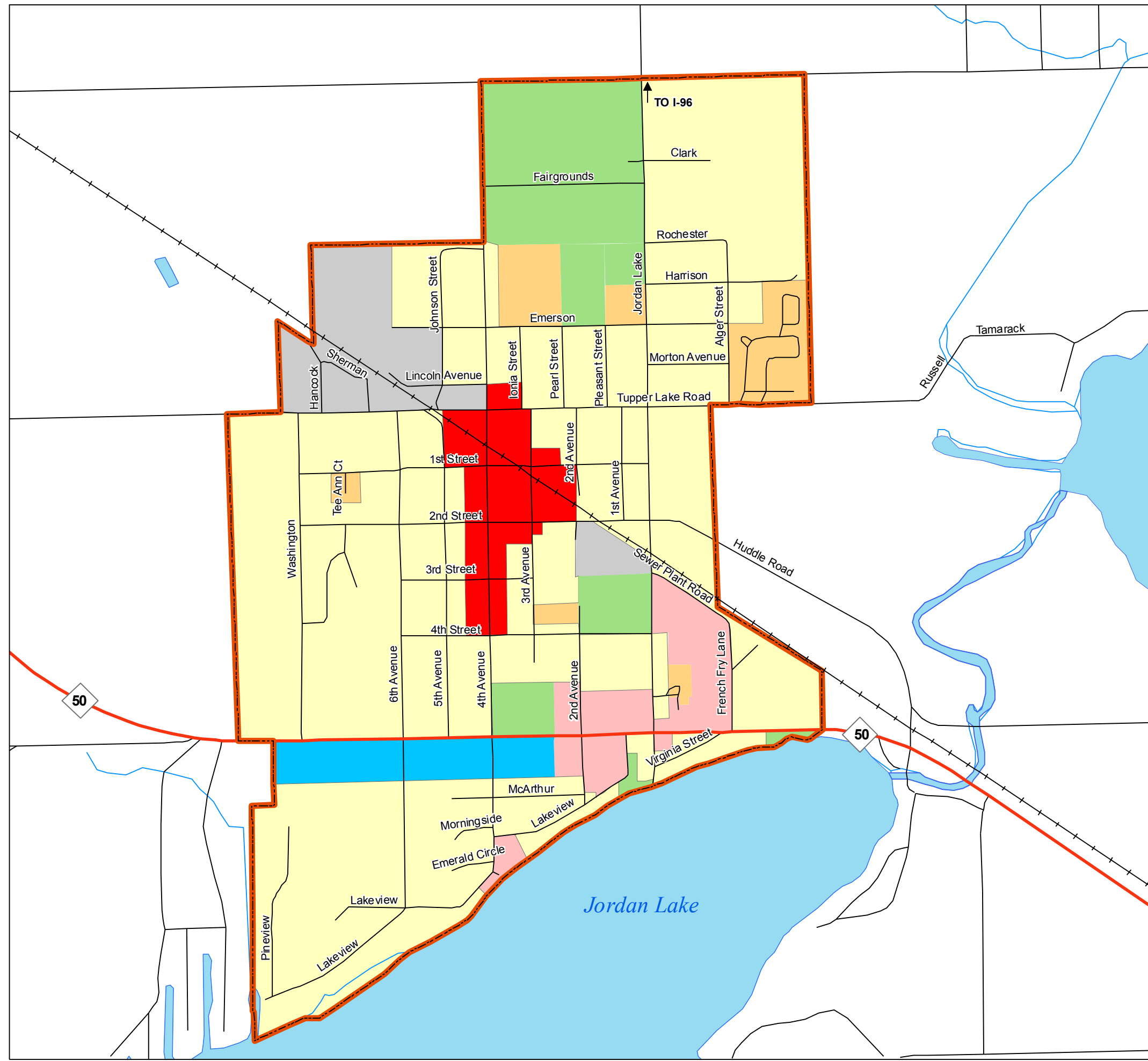
Map 8 is intended as a general guide for growth and redevelopment. While it includes future land use designations, the margins between designations are meant to permit graceful and inviting transitions from one area to the next. The following describes the future land use designations as illustrated on Map 8 on the following page.



# Village of Lake Odessa

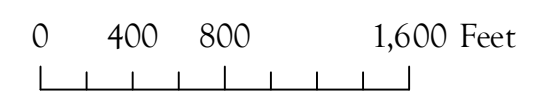
Ionia County, Michigan

## Map 8 Future Land Use

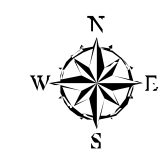


### Legend

- Village Boundary
- Roads
- State Roads
- Railroad
- Streams
- Open Water
- Future Land Use**
- Single-Family Residential
- Multiple-Family Residential
- Central Business
- Commercial
- Office / Residential
- Industrial
- Recreation



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## SINGLE-FAMILY RESIDENTIAL

**A primary goal of the Village of Lake Odessa is the preservation of family living environments by encouraging attractive residential neighborhoods.**

A primary goal of the Village of Lake Odessa is the preservation of family living environments by encouraging attractive residential neighborhoods. The main focus of this future land use designation is to establish, preserve and enhance inviting and walkable neighborhoods at suitable densities of up to five dwelling units per acre. This designation is meant for single-family houses on individual lots in a traditional grid pattern of interconnected streets.

The principal land use in this district will be single-family detached housing. Where new development is proposed, it should mirror existing neighborhood form and scale. On a restricted basis, higher densities may be considered, including two-family dwelling units, where that density will not adversely affect natural features, quality of life and the existing scale of the neighborhood.

The existing single-family residential areas of the Village include well-maintained older homes, many with historic characteristics. The preservation of these resources is encouraged by this plan.

## MULTIPLE-FAMILY RESIDENTIAL

A goal for this future land use area is high quality and aesthetic forms of housing that increase density and establish an attractive living environment for residents. The primary purpose of this designation is to provide opportunity for a diverse and affordable housing stock, including multi-family apartments, condominiums, and senior citizen housing.



**High quality multi-family development is anticipated.**

Two mobile home parks are provided and additional similar developments are not anticipated. The primary land use within this area will be dwelling units developed in clusters of detached units, in multi-unit buildings or in condominium developments. Single-family and two-family units are also anticipated. Overall densities of up to eight dwelling units per acre will be achieved.

## OFFICE/RESIDENTIAL

The Office/Residential future land use designation provides for a mixed-use transitional area, with single-family homes as the dominant use, and small-scale multiple-family and office uses and office complexes that are compatible with those homes. Large apartment complexes are strongly discouraged for this area, as that and similar land uses are provided elsewhere in the Village in more appropriate locations.

New office development will be primarily in the form of one-story buildings, with some two-story buildings where existing homes are converted to office use. Office uses will be sensitive to residential development in terms of architecture and will be screened from adjoining residential uses.

## CENTRAL BUSINESS

The Central Business future land use area is intended to foster the preservation of the existing downtown core of the Village. The geographical center and social focal point of the Village and surrounding townships, higher density commercial uses designed to encourage pedestrian activity create a charming entertainment, working, shopping and living environment.

Future development and redevelopment in the Central Business area will promote the creation and sustenance of walkable development forms and an appropriate mix of land uses, with civic, office, cultural, commercial, and specialty retail being the dominant uses. The purpose of this future land use designation is to form pedestrian-oriented buildings that enhance the public realm. As such, buildings will be built to the right-of-way and parking will be placed to the side or rear of the structure, to continue the established pattern. Architectural standards will be enforced to create buildings and spaces reflective of the character of the local community.

**The purpose of this future land use designation is to form pedestrian-oriented buildings that enhance the public realm.**

It is the intent of this plan to encourage development and redevelopment in the Central Business area that:

- Is sensitive to the traditional architectural styles of Lake Odessa;
- Enhances the streetscape and community life while being non-intrusive on residential neighborhoods;
- Implement the objectives of the Tax Increment Financing and Downtown Development Plan;
- Provides services within walking distance from neighborhoods; and,

- Attempts to reduce vehicular traffic through residential neighborhoods.

## COMMERCIAL

The Commercial future land use designation provides for a confined area of commercial land uses. This area will offer services for residents of Lake Odessa and passers-by. This plan seeks to preclude a strip pattern of development; and development and redevelopment in the Commercial area will be of a compatible scale to neighboring land uses.



**This plan seeks to preclude a strip pattern of development; and development and redevelopment in the Commercial area will be of a compatible scale to neighboring land uses.**

Development activity in this area of the Village will not adversely impact Jordan Lake and associated natural features and recreational amenities. In addition, it is the intent of this plan to implement access control measures to foster safe traffic movements.

A major objective of this plan is to allow commercial development in the Commercial district while protecting adjacent residential neighborhoods from any obnoxious activity. As such, parking lots, refuse containers, non-residential architecture, noise, and on-site lighting will be screened and buffered from nearby lands. Moreover, uses adjoining Jordan Lake will be less intensive and will continue the marine theme of the area.

## INDUSTRIAL

The Industrial future land use classification is intended for assembly manufacturing and similar employment opportunities to serve the greater Lake Odessa area. This plan encourages increased landscaping and buffering as reinvestment in these areas of the Village occurs.

Inasmuch as possible, development will respect the traditional architecture found throughout the Village and be buffered from residential areas. Objectionable environmental aspects of industry – such as unreasonable noise, odors, fumes, truck traffic and pollution – will be avoided.

**This plan encourages increased landscaping and buffering as reinvestment in these areas of the Village occurs.**



## RECREATIONAL

The Village seeks to provide continued recreational opportunities to its residents and visitors. As such, this plan has contemplated a Recreational future land use designation to ensure the preservation of the Village's significant natural resources, parks, and cultural and historic amenities.

Facilities and lands falling within the designation include Village Park, Lake Odessa Municipal Beach, the Lake Odessa Fairgrounds, the Lake Odessa Historical Society property, the East Elementary recreation field, and Veteran's Memorial Park and Chapel. As described in Chapter 1, these facilities play a fundamental role in the Village's civic pride and the health and leisure advantages extend beyond the Village limits.

The Fairgrounds have the capacity to accommodate an expansion of facilities and this plan recommends an expansion of the fairgrounds with additional campsites or other amenities to meet the needs of residents and visitors.

ZONING PLAN

Section 33, (2), (d), of the Michigan Planning Enabling Act (Act 33 of 2008) requires that Master Plans adopted after September 1, 2008 include a Zoning Plan to explain how the future land use categories in this Plan relate to the zoning districts incorporated in the Village’s Zoning Ordinance. The following table relates the more general future land use categories with the zoning districts and discusses features and factors to be considered in reviewing requests to rezone lands in the Village consistent with this plan.

1. Future Land Use Category	2. Supporting and Compatible Zoning Districts	3. Potentially Compatible Zoning Districts	4. Evaluation Factors and Features
Single-Family Residential	Low-Density Residential Lake Residential Low Medium Density Residential	None	
Multiple-Family Residential	Medium High Density Multiple Family Medium High Density Mobile Home Park	None	
Office/Residential	Low-Density Residential Low Medium Residential Office-Residential District*	Medium High Density Multiple Family	Small scale multiple family developments may be appropriate on small parcels in transitional areas, properties fronting M-50, and adjacent to commercial development.
Central Business	Central Business District	None	
Commercial	Highway Commercial Lakeside Commercial	None	
Industrial	Light Industrial	None	
Recreational	Public Recreational	None	

\*A zoning district which supports the Office/Residential future land use designation and description permitting office uses does not exist at the time of this writing, but is included as an implementation step in the implementation chapter.

In considering a request to rezone property in the Village of Lake Odessa, the Planning Commission shall consider the future land use map and the future land use descriptive narrative of this plan. The foregoing table shall be used to evaluate the degree to which the proposed rezoning is, or may be, consistent with this plan together with an evaluation of the specific request. If the future land use category in Column 1 matches with the listed compatible zoning district in Column

2, the rezoning request may be considered consistent with this Master Plan. If the proposed zoning district is listed as potentially compatible (Column 3) with the future land use category, the Planning Commission and Village Council will refer to the evaluation factors and features presented in Column 4 to guide a decision on the request. In addition, the Village will also evaluate the proposed rezoning to consider whether the site may be reasonably used as it is currently zoned, whether the proposed site is an appropriate location for any and all of the land uses that might be permitted within the requested zoning district, whether there may be other locations in the community that are better suited to accommodate such uses and any potential detrimental impact on the surrounding property that could result from the proposed rezoning.

In all cases, this Zoning Plan shall be applied as a guideline for the Planning Commission subject to the appropriate application of the discretionary authority permitted to the Planning Commission and Village Council by statutory authority, case law and good planning practice. Nothing in this Zoning Plan will preclude the Planning Commission and Village Council from considering amendments to this Master Plan to better serve the public interests of the community.

## CHAPTER 7. IMPLEMENTATION STRATEGIES

**Primary responsibility for accomplishing the recommendations of the plan rests with the Lake Odessa Planning Commission, the Village Council, and Village staff.**

The following strategies are established to implement the goals and objectives and future land use ambitions of this plan. The Village acknowledges that many strategies will be long-term in nature and that many entities in addition to the Village will need to cooperate in order to fully carry out this plan. Primary responsibility for accomplishing the recommendations of the plan rests with the Lake Odessa Planning Commission, the Village Council, and Village staff.

For the future land use plan to serve as an effective guide to development and redevelopment, and for the goals and objectives to be realized, this plan must be implemented. This can be done through a variety of methods, most of which are described below. Chapter 7 serves as an initial action plan for the Village.

Many strategies will require significant public and private investment. However, all of the strategies are important, as they contribute to the process of achieving the values and visions expressed in the Master Plan.

At the end of this chapter you will find an Implementation and Action Matrix which can be used as a check-list and provide an overall timeline for implementation of the goals, objectives, and strategies of the Plan.

### 1. EVALUATE AND REVISE THE ZONING ORDINANCE

**Description.** The Zoning Ordinance is the primary implementation tool for the plan. This strategy contemplates a comprehensive evaluation of the zoning districts controlling land use and development in the Village. This may include a revision of the Zoning Map, as appropriate, and a revision of some zoning classifications, to better support the objectives expressed in the plan. This strategy needs to be carried out carefully and should be achieved with broad community support. The following paragraphs describe many of the changes that will be needed in the Zoning Ordinance to accomplish the expressed visions for Lake Odessa.

- a. **Downtown Design Guidelines.** Language should be written that regulates architectural features, such as roof configuration, signage and window coverage. In addition, site utilization requirements pertaining to build-to lines, parking placement and landscaping should be developed; and maximum lot area and width and minimum building height requirements should be considered. These additional standards should be crafted to

foster the desired small-town aesthetic along and adjacent to Fourth Avenue. The goal is to create a quaint and inviting downtown environment for residents, visitors and patrons.

- b. **Other Districts and Standards.** In addition to the above new zoning language, other existing districts may require updates or modification to better reflect the policies of this plan; and a new district may be required. Following is a description of some changes that may be helpful in realizing the visions of this plan.
  - (1) **Access Management.** The Village should work with the Michigan Department of Transportation to create and implement access management standards for future development along M-50. The standards should restrict the number of commercial driveways onto M-50 and ensure adequate distances between driveways.
  - (2) **Additional District.** The Village should explore the need and feasibility of creating a new zoning district reflecting the Office/Residential future land use designation.
  - (3) **Landscaping and Buffering.** Improved landscaping and buffering requirements should be developed and applied in areas of the Village where incompatible land uses abut; and also in front yard areas in commercial and industrial zoning districts.

**Responsibilities.** The Planning Commission should lead this effort with support from Village staff, and possibly planning consultants. Each of the above elements brings along a unique set of challenges that may require each activity to be addressed independently. Any resulting amendments to the Zoning Ordinance will require ultimate adoption by the Village Council.

## 2. SEEK ECONOMIC DEVELOPMENT OPPORTUNITIES

**It is this plan's intent to foster the creative exploration of redevelopment and tax base expansion opportunities, while preserving and enriching the Village's small-town character.**

**Description.** The economic vitality of the community is central to the overall health, quality of life and sense of pride of residents. This general master land use plan is not intended as a detailed tool for guiding economic restructuring in the Village; however, it is this plan's intent to foster the creative exploration of redevelopment and tax base expansion opportunities, while preserving and enriching the Village's small-town character. The following paragraphs begin to describe many of the tasks that may be helpful in the Village's economic development, as they pertain to land use planning.

- a. **Cooperation.** The village should explore the possibility of cooperating with Odessa Township. Such partnerships may address utilities, inter-municipality transfer of development rights (upon enabling legislation adopted by the State legislature), joint marketing and information sharing, and other coordination to enhance the community and to help assure compatible and reciprocally supportive land uses. This process should include a review of Master Plans and Zoning Ordinances to identify potential conflicts and cooperative effort to make adjustments as appropriate and mutually agreeable.
- b. **Marketing Package.** In suitable locations of the Village where development or redevelopment is desired, a marketing package should be prepared and promulgated to developers in an effort to receive development proposals. Any proposal received should be evaluated against the recommendations of this plan. Further, the Village should develop a trademark or brand to capture the Village's unique character and community identity. This should then be used on marketing and promotional materials used to attract additional opportunities.
- c. **Market Study.** The Village should complete a marketing study that defines spending patterns and resident and tourist service needs; identifies various types of commercial uses needed in the Village to provide a full palette of retailing opportunities; and recommends strategies to attract uses in underserved market segments.
- d. **Strengthen Relationships.** The Village should work closely as needed with the Ionia County Economic Alliance (ICEA), the West Michigan Regional Planning Commission, and The Right Place to attract feasible businesses and industry to Lake Odessa should opportunities to attract businesses arise.

**Responsibilities.** Village staff, with direction from the Planning Commission and Village Council, should lead the effort of communicating with Odessa Township on issues pertaining to land use, infrastructure and general coordination. In addition, staff, and possibly economic development consultants, should contemplate any opportunities for redevelopment in the Village. This multi-faceted task may be long-term and ongoing and should include input from the Downtown Development Authority.

### 3. EXPLORE OPPORTUNITIES TO PRESERVE JORDAN LAKE

**Description.** Jordan Lake is a defining element in the community that has attracted development and visitors. While it is desirable to promote amenities associated with the lake and draw additional visitors to Lake Odessa, it is the intent of this plan to ensure the preservation of the lake's beauty. As such, this strategy contemplates working jointly with Odessa Township to assess development trends; define the lake's carrying capacity; and monitor surface water quality. Results of these tasks may warrant the implementation of an overlay zoning district; storm water management standards; and/or keyholing restrictions. In addition, the Village may establish a need for fertilizer runoff or sedimentation control standards.

**Responsibilities.** The Village Council, in conjunction with Odessa Township, Woodland Township and Barry County, and the Jordan Lake Lake Board, should determine the approach of evaluating the lake's environmental state. Village staff and environmental consultants should conduct any analyses that may be required. Any resulting ordinances would require adoption by Council.

### 4. EVALUATE AND REVISE THE GENERAL CODE OF ORDINANCES

**Description.** While the Zoning Ordinance is the primary implementation tool of this Master Plan, the general ordinances of the Village may also impact land use and the character of the community. This strategy suggests a comprehensive review of the Village's general ordinances to make certain those regulations continue to establish a high quality of life for residents.

**Responsibilities.** The Planning Commission and Village Council should contemplate existing general regulations; and the Planning Commission and Village staff should support the Council in developing any amendments. Any resulting amendments or additions to the ordinances will require ultimate adoption by the Village Council.

## IMPLEMENTATION & ACTION MATRIX

Completed	Implementation Step	Priority	Timeframe	Responsibility
	1a) Draft and adopt downtown design guidelines and architectural standards	A	1-3 years	PC, VS, VC
	1b) Draft and adopt access management standards	A	1-3 years	PC, VS, VC
	1b) Draft and adopt a new “office/residential” zoning district	A	1-3 years	PC, VS, VC
	1b) Draft and adopt new landscaping and buffering standards		1-3 years	PC, VS, VC
	2a) Cooperation and partnerships with Odessa Township	B	Ongoing	VS, VC, OT
	2b) Develop a marketing package where development and redevelopment is desired in the Village	B	1-2 years	PC, VS, VC
	2c) Conduct a market study	B	3-5 years	VC, VS
	2d) Strengthen economic development partnerships	B	Ongoing	VS
	3) Explore Opportunities to Preserve Jordan Lake	B	Ongoing	VC, OT, WT
	4) Evaluate and Revise General Code of Ordinances	C	Ongoing	VC, VS
	Annual progress report to Village Council		Yearly	PC, VS

VC: Village Council  
 PC: Planning Commission  
 VS: Village Staff  
 OT: Odessa Township  
 WT: Woodland Township



## BIBLIOGRAPHY

The following agencies, websites, official reports, and individuals were consulted in the compilation of the Village of Lake Odessa Community Profile. Where conclusions or specific data was drawn from a source, it is noted in parentheses or in footnotes within the text. In all instances, the reader is encouraged to consult the sources noted below.

Ionia County Economic Alliance

Ionia County Master Plan, 2002-2022

Lake Odessa Fire Department

Lake Odessa Historical Society

Lake Odessa Recreation Plan, 2002-2007

Lake Odessa Water Department

Lakewood Wastewater Authority

Michigan Department of Labor and Economic Growth

Michigan Department of Transportation

Regional Geographic Information System (REGIS)

United States Census Bureau, 1990 & 2000

United States Department of Agriculture, Soil Conservation Service

Warbach, John D., Ph.D. "Imperviousness Regulations." *Planning and Zoning News*, 1998

Website for the Environmental Protection Agency;

[www.epa.vic.gov.au/Water/Threats/sources.asp.htm](http://www.epa.vic.gov.au/Water/Threats/sources.asp.htm); accessed Dec 2004

Website for the Gerald R. Ford International Airport; [www.grr.org](http://www.grr.org)

Website for Sunny Fresh Foods; [www.sunnyfreshfoods.com/index.html](http://www.sunnyfreshfoods.com/index.html); accessed December 2004

Website for the Village of Lake Odessa; [www.lakeodessa.org](http://www.lakeodessa.org)

West Michigan Regional Planning Commission

<http://www.city-data.com/city/Lake-Odessa-Michigan.html>, Nov 2004

## FUTURING SESSION RESULTS

The purpose of the workshop was to give Planning Commission members and Village officials an opportunity to voice concerns about current land use, development issues and trends, and the impact these trends may have on demographics, the economy, aesthetics, open space, natural features and transportation in the Village. In addition, the meeting included a group process intended to aid the Planning Commission in identifying and prioritizing the factors that may affect the quality of life in the Village immediately and in the next twenty years.

**Output.** The highest-ranking opportunities were concerning annexation and cooperation with Odessa Township; the expansion of local businesses; and preserving and utilizing Jordan Lake. The highest-ranking threats dealt with lacking “room to grow”; lack of business diversity and lack of appeal to attract additional businesses; and a poor school district. Issues of senior housing, declining community involvement, and sewer expansion were also memorialized at the meeting.

Following is the listing from the workshop, held on September 26, 2005.

### Opportunities

1. Annexation – Equal sharing #1
2. Village beach
3. Jordan Lake #3
4. Water system – sewer (expansion)
5. Quiet, good place to raise family – safe and neighborly
6. Fairgrounds – utilized?
7. Centrally Located – Easy access to I-96
8. Business expansion #2
9. Community activities: Art in the Park, Summer Splash, Arts Commission
10. Walkable community – sidewalk improvements
11. Business involvement
12. Parks & Rec. expansion/improvements – skate park/rails to trails – trail connection
13. Good roads – local & M-50
14. Library – Historical Society
15. Village-owned property
16. Elderly housing
17. 4<sup>th</sup> Avenue streetscape

### Threats

1. No room to grow #1
2. Lack of business diversity, recruitments - draw - big box #2
3. Rail traffic
4. Stagnant revenues
5. Poor School District #3
6. Declining community involvement
7. Lack of a safe crossing over M-50
8. Parking on public streets (expansion?)
9. Jordan Lake - environmental issues
10. Lack of Annual Fair support
11. Loss of retail fuel est. - environmental contamination