

# Headwaters Recreational Authority

## Recreation and Pathway Plan 2019-2024

“Good fortune is what happens when  
opportunity meets with planning.”

- Thomas Edison



**Plan**

## Acknowledgements

### Board of Trustees

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City of Jonesville – Gerald Arno, Mayor  
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Developed With Assistance From



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## Chapter One. Purpose and Planning Process

### Introduction

This Plan represents the public's guide for the development of a comprehensive pathway system in the greater Hillsdale/Jonesville Community. It provides the framework under which the community will plan for and construct pathways, provide linkages to existing non-motorized infrastructure (e.g. sidewalks), and support alternate modes of transportation. The Plan has been prepared and adopted in accordance with guidelines established by the Michigan Department of Natural Resources (DNR). As a result, the Plan is intended to take a short-range (5 year) and long-range (10 to 20 years) view of trail development while providing flexibility to respond to changing conditions, new opportunities, and new information.

This plan is the result of several years of community-wide discussions and cooperative planning efforts. While this plan specifically focuses on trail development, it is also representative of a continual effort to build a collaborative environment in the greater Hillsdale/Jonesville Community. For the purpose of this plan, the "Greater Hillsdale/Jonesville Community" refers to four neighboring jurisdictions in the northwest portions of Hillsdale County - City of Hillsdale, City of Jonesville, Hillsdale Township and Fayette Township (please see Figure 1.1).

The development of this Plan was directed and guided by the Headwaters Recreational Authority. Made up of representatives from the four participating jurisdictions, the Recreational Authority is charged with overseeing the planning, construction and maintenance of a multi-use pathway system within the region. Although it is multi-jurisdictional in nature, for the purpose of this Plan and future planning and development efforts, the Headwaters Recreational Authority refers to one, larger cooperative entity.

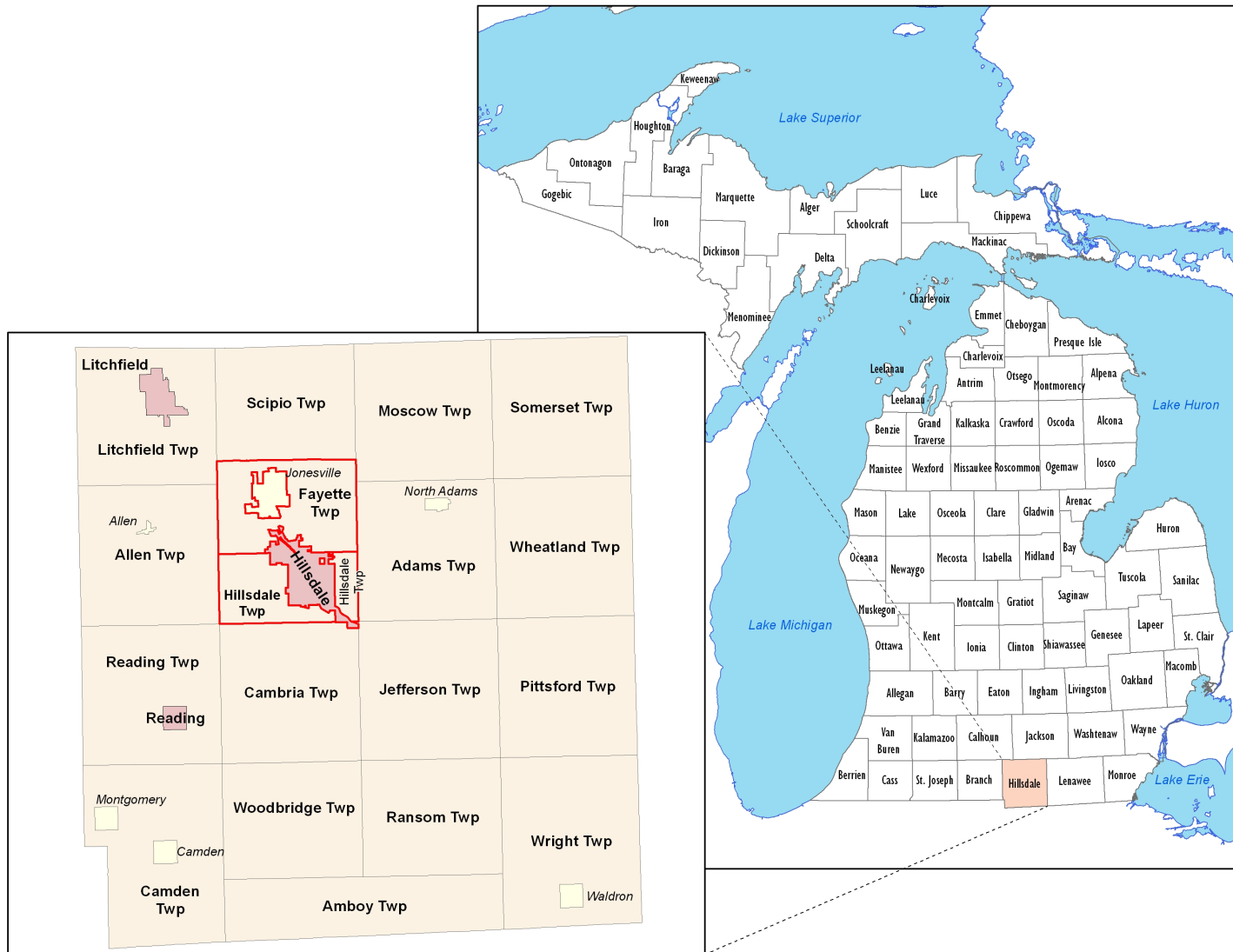
### Community Description - A Commitment to Cooperation

#### Establishing Cooperation

Several years ago, the *Hillsdale Regional Planning Group*, an informal group of local leaders from the four municipalities, began working on strategies for developing and implementing an integrated trail system throughout the region. The effort was initiated by local leaders who expressed a desire to improve the existing trail along State Highway 99 and develop new linkages to community assets throughout the region.



**Figure 1.1 - Greater Hillsdale/Jonesville Community**



In addition, a community-wide smart growth assessment and community survey conducted through Michigan State University revealed tremendous community support for non-motorized trails.

With a grant of assistance provided by the *Partnerships for Change Sustainable Communities Program* and support from Michigan State University Extension, the four municipalities explored new ways in which they could better fund the construction, operation and maintenance of new and existing non-motorized trail infrastructure. In considering the best approach, the planning group examined a number of state statutes that authorize local governments to work together to oversee the development and implementation of a regional trail system. After carefully considering several options, the planning group determined to establish the Headwaters Recreational Authority, under the Recreation Authority Act - Public Act 321 of 2000 (MCL 123.1131 *et seq.*). Working through a lengthy but constructive development process that included legal-counsel and public hearings, the four jurisdictions adopted “Articles of Incorporation” (see *Appendix B*) by an affirmative vote of the majority of the members serving on each legislative body. A printed copy of the Articles was then filed with the Secretary of State, Office of the Great Seal - becoming effective in March of 2010.

In 2011, the Recreational Authority was awarded a grant from the Hillsdale Community Foundation to develop a formal Recreation and Trails Plan for submission to the Michigan Department of Natural Resources (DNR). The result is a plan that is *exclusively* focused on the development of an integrated pathway system for the region (see side note). In compliance with DNR guidelines,<sup>1</sup> the implementation strategies expressed in this plan were identified for the next five years, at which time the plan would be re-evaluated and updated. Furthermore, the Recreation Authority plan is a *working document* and requires appropriate adjustments as conditions and priorities change and funding opportunities arise.

The Headwaters Recreational Authority Board kicked off a five-step public planning process. Through a well publicized series of meetings and open dialogue, citizens and public officials have had many opportunities to shape a plan that is unique to the greater Hillsdale/Jonesville Community and reflective of the mission of the Recreation Authority.

Single Purpose Recreation Plan - The singular focus of the Headwaters Recreation Authority and this Plan is to plan for and develop a regional pathway system. Each participating jurisdiction still adheres to their own (and in some instances, a joint recreation plan) recreation plan when addressing parkland, athletic programming and recreation infrastructure.

This arrangement is similar to the recreation plan developed by the Iron Ore Heritage Recreation Authority in the greater Marquette area.

<sup>1</sup> DNR - Guidelines for the Development of Community Park, Recreation, Open Space and Greenway Plans (IC 1924 - 02/05/2009)



*Step One.* In a continuation of previous planning efforts, board members and staff worked to identify a comprehensive pathway inventory. Board members and staff also worked to identify preliminary pathway locations and connections to community assets. In addition, board members learned about *Trail Towns* - a unique strategy designed to leverage local trail systems for community and economic development.

*Step Two.* In June of 2011, board members worked to more clearly identify potential pathway locations, focusing primarily on connecting the new non-motorized pathway in Hillsdale with planned trail infrastructure in the City of Jonesville. Board members conducted a physical inventory of the proposed corridor, further identifying assets and potential challenges. In mapping the potential trail locations, the board took into consideration property ownership, physical obstacles, access, road/railroad crossings, existing land use and the existing/planned trail assets (see *Maps*).

*Step Three.* Over the summer, the board engaged the public in an effort to get feedback on the proposed trail locations. First, board members met with property owners along the proposed pathway to gauge their interest, address concerns and assess their willingness to grant an easement. In early September board members and staff also solicited opinion at a large public meeting. Notice for the meeting was well publicized through advertisements, a press release and personnel invitations. Participants were led through a presentation outlining specific trail options and potential hazards. In addition, participants were asked to help prioritize trail needs and ask questions. A full list of the responses and comments received at the public meeting (as well as the press release) can be found in *Appendix B*.

*Step Four.* Building on the input collected from private property owners and participants of the public meeting, board members and staff worked to develop a *draft* recreation and trails plan for the community. Among other things, the plan included a trail map, potential resources for funding, recommendations on how to develop a *Trail Town* Program, concepts to improve pedestrian circulation and options/tools for implementation.

*Step Five.* Building on the collected public input and subsequent discussions, board members worked to develop a final draft recreation and trails plan for the community. In January 2013, the board presented the final draft plan to the community, initiating the formal public comment period. Copies of the plan were placed at each municipal office and the Hillsdale Community Library for public comment and review. A copy of the notice of availability of the draft plan can be found in *Appendix C*.

Step Two - Board members conducted a physical inventory of the proposed trail corridor, identifying assets and potential challenges.



Step Three: Public Meeting - Citizens discuss the proposed trail locations.



Following the month long public comment period, the Recreation Authority conducted a formal public hearing (notice also *Appendix D*) on the Plan. Following the public hearing and after additional consideration of the comments and suggestions received during the month long public comment period and public hearing (*Appendix E*), the Recreational Authority formally adopted the *Plan* on March 27, 2013 (see *Appendix F*). Upon its formal adoption, the *Recreation Plan* was submitted to the Hillsdale County Planning Commission and the Region 2 Planning Commission (Regional Planning Agency) - see *Appendix G*. In addition, the *Recreation Plan* was submitted to the Michigan Department of Natural Resources (DNR) for acceptance and approval.

Building on this planning process and with the support of the Authority, the City of Jonesville developed a section of the planned trail within its jurisdiction. This 1.25 mile trail was completed October, 2016. Also consistent with the Authority's planned trails, a section of sidewalk was installed between the City of Hillsdale's east boundary and Lewis Emery Park, a county park within Hillsdale Township. This section of trail was completed in October, 2016 as well.



## Chapter Two. Community Description

At this time, the Headwaters Recreational Authority does not own, operate or oversee any trail, park or recreational facility in the greater Hillsdale/Jonesville Community. Therefore, the recreational assets listed in this chapter only highlight existing trails and parks that connect to existing trail and sidewalk infrastructure. In addition, this document highlights the natural and cultural resources of the community. The inventory of the community assets has been compiled from discussions with the local staff, the Board and the following resources/publications: Fayette Township and City of Jonesville Joint Master Plan, 2010; Fayette Township and City of Jonesville Joint Recreation Plan, the City of Hillsdale and Hillsdale Township Joint Recreation Plan, and the City of Hillsdale Master Plan. *Map 1* shows the location of each existing trail asset.

### Recreational Assets

#### Trails

##### Hill-Jo Trail

The “Hill-Jo” Trail is a 3-mile multi-use pathway located along M-99, connecting the City of Jonesville with the City Hillsdale. The trail is owned by the Michigan Department of Transportation.

The trail provides pedestrian access to several businesses along the corridor. However, in some areas the trail is located just inches away from the roadway. In addition, large portions of the trail are in fairly poor condition and road-crossings are poorly designed and dangerous.

##### Baw Beese Trail

The Baw Beese Trail is a 7.5-mile multi-use pathway that connects the City of Hillsdale with parkland along Baw Beese Lake, the Downtown District, and commercial business along the Carleton Road Corridor linking to the Hill-Jo Trail. The trail is actively used by residents and visitors alike.

The two trails make up part of the North Country Scenic Trail, a multi-state trail that traverses over 4,000 miles through New York, Pennsylvania, Ohio, Michigan, Wisconsin, Minnesota and North Dakota.

Trails - Hill-Jo Trail



Trails - Baw Beese Trail



## Parks

### Michigan Department of Transportation Roadside Park

The Michigan Department of Transportation manages one roadside park within the Greater Hillsdale/Jonesville Community. Harold M Johnson Hill-Jo Bicycle Park is located right off M-99 and the “Hill-Jo” Trail. The park features several picnic tables and direct access to the “Hill-Jo” Trail.

### Fields of Dreams

Fields of Dreams is a 58 acre park located on North Hillsdale Road. Park amenities include three baseball fields, two soccer fields, playground equipment, concession stand, and plumbed restrooms. The park is also connected to the community by sidewalks and may provide for future pedestrian connections to areas north of the park.

### Waterworks Park

Waterworks Park is located adjacent to the Baw Beese Trail, just south of downtown Hillsdale. Waterworks Park is part of a linear system of parks (along with Owen Memorial Park and Sandy Beach Park) centered on Baw Beese Lake. Park amenities include playground equipment, grills, boat launch, a fishing area, a parking area, outhouses, picnic tables, bike/pedestrian path access.

### Owen Memorial Park

Owen Memorial Park is located adjacent to the Baw Beese Trail, just south of downtown Hillsdale. Owen Memorial Park is part of a linear system of parks (along with Waterworks Park and Sandy Beach Park) centered on Baw Beese Lake. Park amenities include a playground, a disc golf course, grills, pavilions, picnic tables, outhouses, benches, a fishing area, and green space.

Sandy Beach Sandy Beach is located adjacent to the Baw Beese Trail, just south of downtown Hillsdale. Sandy Beach is part of a linear system of parks (along with Waterworks Park and Owen Memorial Park) centered on Baw Beese Lake. Park amenities include a concession stand with plumbed restrooms, playground equipment, grills, picnic tables, 2 sand volleyball courts, a basketball court, a beach (with water access) a marina, bike/pedestrian path access.

Stock’s Park Sandy Beach is located adjacent to the Baw Beese Trail, in downtown Hillsdale. Park amenities include a lighted pavilion with power, portable restrooms, island/pond, sculptures, lighting, and award winning gardens.

Parks- The Harold M Johnson Hill-Jo  
MDOT Bicycle Park



Parks - Fields of Dreams



Parks - Sandy Beach Park





## Sidewalks

Walking is the most basic mode of transportation available to human beings. Along with trails, pathways, and other non-motorized facilities, sidewalks are the primary support mechanism for walking in most communities. In addition, sidewalks provide a public focal point for sociable interchanges. In recent years, the term “walkability” has been used to help describe the broad range of community design features that support a walking environment. According to the American Planning Association a “walkable” community is *a place in which residents of all ages and abilities feel that it is safe, comfortable, convenient, efficient and welcoming to walk, not only for recreation but also for utility and transportation.*<sup>1</sup>

Walkability also plays a significant role in place making, attracting visitors, and allowing people to easily navigate throughout the community, access important cultural, community and business amenities, and interact with other people. In general, people are willing to walk between ¼ mile (about 5 minutes) and ½ mile (about 10 minutes) to destinations. If the distance and walking time is greater, people are more likely to use an automobile.<sup>2</sup>

The sidewalk infrastructure in Jonesville and Hillsdale provides pedestrians with safe access to area businesses and community assets. However, there are several areas in the surrounding community where sidewalk infrastructure is nonexistent or incomplete. In the more rural areas, wide shoulders along many roadways could provide opportunities for walking and biking. *Map 2* illustrates the sidewalk infrastructure in the City of Jonesville and the City of Hillsdale.

## Hillsdale Community Schools

The walkability of a community also influences the way children are able to get to their school. However, due to progressively more restrictive sitting requirements, funding restrictions and inefficient land use planning, many kids are unable to walk or bike to most new school buildings. According to a report from the National Trust for Historic Preservation<sup>3</sup>, in 1969 87% of students lived within one mile of their school. By 2001, only 21 percent lived within one mile of their school.

Walkability - The extent to which the built environment is friendly to the presence of people walking, living, shopping, visiting, enjoying or spending time in an area. (Picture below of downtown Jonesville)

Dan Burden, Walkable Communities & Glatting Jackson, Kercher Anglin, Inc.  
*Walkability - Sault Ste. Marie, 2008*



<sup>1</sup> *Planning and Urban Design Standards*, American Planning Association. 2006

<sup>2</sup> Dan Burden. Transportation Research Board Distinguished Lectureship, 2001 *Walkable Communities* video - [www.walkable.org](http://www.walkable.org)

<sup>3</sup> Renee Kuhlman. *Helping Johnny Walk to School*, 2008. National Trust for Historic Preservation

This dramatic decline has contributed to the growing childhood obesity epidemic - obesity rates during this same period of time have increased from 6.5 percent to 17 percent. School and communities are now looking at new and more accessible ways to encourage kids to walk or bike to school. The Safe-Routes-To-School Program provides funding to build safe and convenient infrastructure for children to bike and walk to school. While no walkable assessment was conducted for this plan, the Board has directed that future non-motorized pathways connect to community assets whenever possible, including schools.

#### Bailey Elementary School

Indoor school facilities include a gym (with basketball courts). Outdoor facilities include a playground, a ball area, and outdoor basketball courts.

#### Gier Elementary School

Indoor school facilities include a multi-purpose room (gymnasium/cafeteria), state of the art gymnasium with basketball courts. Outdoor facilities include basketball courts and a playground.

#### Davis Middle School

Indoor school facilities include two gymnasiums, music rooms, and an auditorium. Outdoor facilities include basketball courts and a playground.

#### Hillsdale High School

Indoor school facilities include a gymnasium with basketball/volleyball courts, music rooms, cafeteria, and café. Outdoor facilities include a baseball field, softball fields, a football field (w/lights and press box)), and a track.

### Jonesville Community Schools

#### Williams Elementary School

Indoor school facilities include a gym (with basketball courts). Outdoor facilities include basketball courts, a track and playground.

#### Jonesville Middle School

Indoor school facilities include a gym (with basketball courts). Outdoor facilities include a softball field. The school is adjacent to several athletic facilities (shared with the high school), including a football field (w/lights and press box), and a baseball field.

Public Schools - Williams Elementary School



Public Schools - Jonesville High School



### Jonesville High School

Indoor school facilities include a gym (with basketball courts). Outdoor facilities include football and soccer fields, and a track. The school is adjacent to several athletic facilities (shared with the middle school), including a football field (w/lights and press box), and a baseball field.

## College and Universities

### Hillsdale College

Hillsdale College resides just east of downtown Hillsdale. Founded in 1884, this small liberal arts college is home to 1,400 students and 124 full-time faculty members. The leafy 400 acre campus is well connected to the surrounding community through a system of pathways and sidewalks.

## Private Facilities

### Gateway Park Campground

Gateway Park Campground is located just south of South Sand Lake. The 95 acre campground has several cabins available for rent along with trailer and tent sites. The campground also hosts a wide variety of recreational activities.

### Jonesville Eagles Property

The 12 acre Jonesville Eagles property is located off Beck Road. Facilities include four softball fields, a snack bar and clubhouse.

### The Silos

The Silos is a 1.1 acre recreation facility located just off M-99. Recreation facilities include an arcade, driving range, bumper boats, a snack bar and go karts.

## Natural Assets

### Water Resources

### Public Schools - Hillsdale College



### Private Facilities - Jonesville Eagle Property



### Natural Assets: St. Joseph River

The St. Joseph River flows through the entire length of the Hillsdale/Jonesville Community. Wetlands are located primarily along the peripheries of local rivers and streams.

The Greater Hillsdale/Jonesville Community is part of the St. Joseph Watershed. Spanning approximately 15 counties, the small rivers of the watershed (including the St. Joseph River) all eventually flow into Lake Michigan. The Hillsdale Mill Pond is an impoundment of the St. Joseph River.

Baw Beese Lake, Bull Head Lake, Winona Lake and the Barber Lakes are located on the south boundary of Hillsdale Township. Middle Sand Lake, Sought Sand Lake and North Sand Lake are located in the Townships. Wetlands are located primarily along the peripheries of local rivers and streams.

#### Soils

The primary soil types within the community are part of the Fox-Boyer Association which is characterized as “nearly level to steep, very deep, well drained sandy loams and loamy sand outwash plains.” The remaining soils are part of the “Riddles-Hillsdale Association which is characterized as “gently sloping to steep, very steep, well drained, loamy soils on ground moraines and end moraines<sup>4</sup>.”

#### Topography

The lowest areas of the community are along North Sand Lake which has an elevation of 1,049 feet. The highest areas of the community are along the western edge of the City of Hillsdale (1,197 feet) and along White Road between Adams and Ball Roads (1,230 feet), southeast of the Village



## Cultural Assets

### Downtown Hillsdale

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<sup>4</sup> Information was adapted from the Soil Survey of Hillsdale County

Cultural Assets - Downtown Hillsdale



Historic downtown Hillsdale is an active mix of small businesses, restaurants and retail establishments. The heart of downtown Hillsdale is Howell St. - a walkable street featuring wide sidewalks, pedestrian friendly first-floor retail establishments, second-floor apartments, several historic buildings (downtown Hillsdale is formally registered as a historic district), and beautifully renovated, historic Mrs. Stock's Park. Downtown Hillsdale is also home to the County Seat and the Historic Hillsdale County Courthouse. Downtown Hillsdale plays host to several annual events, including the Downtown Cruise-In, Summer Fest, Awesome Autumn, a Christmas scavenger hunt and light up parade, concerts and free movies in Mrs. Stock's Park.

#### Downtown Jonesville

Downtown Jonesville is also an active mix of small businesses, restaurants and retail establishments. In fact, the high concentration of family owned restaurants makes Jonesville a popular regional destination for dining out. At the heart of downtown Jonesville lies on historic U.S. 12, also a walkable street featuring wide sidewalks, pedestrian friendly first-floor retail establishments and several historic buildings. The St. Joe Rivers flows north through the downtown and plays host to the annual "Riverfest" celebration every May.

#### Hillsdale College

Hillsdale College is a small, co-educational liberal arts college with a student body of approximately 1,400. Founded in 1884, the college's stately campus resides just east of downtown Hillsdale. The Slayton Arboretum and Children's Arboretum which display and preserve an extensive living plant collection are located on the campus and are open to the general public.

Cultural Assets - Downtown Jonesville





## Needs Assessment

A formal needs assessment, with a focus on trails, of the Greater Headwaters area was conducted through several analytical activities prior to and over the course of this planning process. These activities included a comparison of the current municipal recreation facilities with national recreational trail facility standards, a review of the social/economic trends of the community (see *Appendix A*), meetings with local recreation stakeholders of officials, and a review of a community-wide survey. Information provided from the needs assessment was combined with the recreation inventory, public planning activities and conversations with local officials and the Headwater Recreation Authority Board to help establish the objectives and action strategies of the plan.

### Recreation Standard Comparison

An initial comparison of the existing municipal trail facilities with national standards was conducted in conjunction with the recreation inventory compiled for this plan. The comparison can be a useful tool in assessing the recreation deficiencies of a community. Table 2.1 illustrates the comparison of the National Recreation and Park Association (NRPA) suggested standards to the current recreational facilities in the Greater Headwaters Community. Please note that although each recreation facility is listed, statistics were solely provided for “trails.” Based on these standards the Greater Headwaters Community has a surplus number of trails.

Please note, the recreation deficiencies based on national standards provide only an initial analysis of a community. NRPA standards were established in 1983 and do not necessarily represent current popular recreation activities or new standards for walkability. For example, sidewalks, crosswalks, bike lanes and other pedestrian friendly infrastructure can greatly expand the mobility of the community but are not traditionally designated as “trail facilities.” In addition, NRPA<sup>5</sup> states, *facility standards are useful as guidelines, but that a community should determine what mix of facilities best meets its specific needs. The primary concern of park and recreation administrators is to see that there is enough park land, located in the right places, at the right time people are there to use it.* Furthermore, the Michigan Department of Natural Resources and Environment<sup>6</sup> highly recommends *that standards be used in conjunction with other methods to determine recreation deficiencies and priorities.*

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<sup>5</sup> Park, Recreation, Open Space and Greenway Guidelines, James D. Meretes., CLP and James R. Hall, CLP. A Publication of the National Recreation and Parks Association, 1995

<sup>6</sup> Guidelines for the Development of Community Park, Recreation, Open Space and Greenway Plans. Michigan Department of Natural Resources. 2009

**Table 2.1**

Facility	Standard/Population	Standard Based On Current Population	Existing Facilities	Deficiency/Surplus
Basketball Court	1 per 5,000			
Ice Hockey	1 per 100,000			
Tennis Court	1 per 2,000			
Volleyball Court (outdoor)	1 per 5,000			
Baseball Field	1 per 5,000			
Softball Field	1 per 5,000			
Football Field	1 per 20,000			
Soccer Field	1 per 10,000			
Swimming Pool	1 per 20,000			
Trails	1 per Region			

#### Recreational Assets - Classification

The National Recreation and Parks Association (NRPA) established a recommended classification system for trails and bikeways. This classification system has been established to assist local governments in the development of future trail facilities. Table 2.2 and provides the general description each trail classification. The Headwaters Recreation Authority Board determined that the Hill-Jo Trail and the Baw Beese Trail are “Type Two Park Trails.”

#### Recreational Assets - Accessibility Score

An assessment of the accessibility of each park to people with disabilities is required under guidelines established under the Michigan Department of Natural Resources. This assessment must consider the accessibility of both the facilities themselves (as appropriate), as well as the access routes to them. While not specifically designed for trails, the Headwaters Recreation Authority Board determined that the Hill-Jo Trail and the Baw Beese Trail were accessible and incorporated principles of universal design.

#### DNR Accessibility Ranking Guidelines

- 1 - None of the facilities/park areas meet accessibility guidelines
- 2 - Some of the facilities/park areas meet accessibility guidelines
- 3 - Most of the facilities/park areas meet accessibility guidelines
- 4 - The entire park meets accessibility guidelines
- 5 - The entire park was developed or renovated using the principles of universal design

**Table 2.2 Classification System for Local and Regional Recreation Trails**

<b>Classification</b>	<b>General Description</b>	<b>Description of each type</b>
<b>Park Trail</b>	Multipurpose trails located within greenways, parks and natural resource areas. Focus is on recreational value and harmony with natural environment	<ul style="list-style-type: none"> <li>• Type I: Separate/single-purpose hard-surfaced trails for pedestrians or bicyclist/in-line skaters</li> <li>• Type II: Multipurpose hard-surfaced trails for pedestrians and bicyclists/in-line skaters</li> <li>• Type III: Nature trails for pedestrians, may be hard or soft surfaced</li> </ul>
<b>Connector Trail</b>	Multipurpose trails that emphasize safe travel for pedestrians to and from parks and around the community. Focus is as much on transportation as it is on recreation	<ul style="list-style-type: none"> <li>• Type I: Separate/single-purpose hard-surfaced trails for pedestrians or bicyclist/in-line skaters located in independent r.o.w (e.g. old railroad r.o.w</li> <li>• Type II: Multipurpose hard-surfaced trails for pedestrians and bicyclists/in-line skaters typically located within r.o.w</li> </ul>
<b>On-Street Bikeways</b>	Paved segments of roadways that serve as a means to safely separate bicyclists from vehicular traffic	<p>Bike Route: Designated portions of the roadway for the preferential or exclusive use of bicyclists</p> <p>Bike Lane: Shared portions of the roadway that provide separation between motor vehicles and bicyclists, such as paved shoulders</p>
<b>All-Terrain Bike Trail</b>	Off-road trail for all-terrain (mountain) bikes	Single-purpose loop trails usually located in larger parks and natural resource areas
<b>Cross-Country Ski Trail</b>	Trails developed for traditional and skate-style cross-country skiing	Loop trails usually located in larger parks and natural resource areas
<b>Equestrian Trail</b>	Trails developed for horseback riding	Loop trails usually located in larger parks and natural resource areas. Sometimes developed as multipurpose with hiking and all-terrain biking where conflicts can be controlled

## **Previous MDNR Grants in the Greater Headwaters Community**

The Michigan Natural Resources Trust Fund (MNRTF) provides financial assistance to local governments to purchase land for public recreation and /or protection and assists in the appropriate development of land for public outdoor recreation. In place since 1976, the MNRTF is supported by annual revenues from the development of state-owned mineral resources (primarily oil and gas). The program is administered by the MNRTF Board of Trustees and the Grants Management Office of the Department of Natural Resources (DNR). Since its inception, over \$800 million in MNRTF appropriations have been allocated for more than 1,200 state and local recreation projects.

To date, the Headwaters Recreational Authority has not received a MNRTF grant. However, the following list of MNRTF grants have been awarded to the City of Hillsdale and the City of Jonesville - participating jurisdictions of the Headwaters Recreation Authority.

### City of Hillsdale

Project Number: 26-00455  
Project Year: 1973  
Project Title: Hillsdale Park & Recreation Acquisition  
Grant Amount: \$70,337.60  
Grant Type: Acquisition - 31.7 acres  
Acquisition/Development Status: Parcel remains in good condition.  
Project Status: Closed

Project Number: TF98-051  
Project Year: 1998  
Project Title: Hillsdale Project Preserve  
Grant Amount: \$354,375.00  
Grant Type: Acquisition – 160 acres to provide outdoor recreation opportunities and access to the St. Joseph River.  
Project Status: Closed

## City of Jonesville

Project Number: CM00-104

Project Year: 2000

Project Title: Wright Street park Improvements

Grant Amount: \$54,365.00

Grant Type: Development

Elements: New pavilion, restrooms, dugout shelters, signage, play equipment, landscaping, site amenities and full-size basketball court

Project Status: Closed

## Administrative Structure

As mentioned in *Chapter One*, the Headwaters Recreational Authority was established under the Recreational Authorities Act - Public Act 321 of 2000 (MCL 123.1131 *et seq.*). Working through a lengthy but constructive development process that included legal-council and public hearings, the four jurisdictions adopted “Articles of Incorporation” (see *Appendix B.*) by an affirmative vote of the majority of the legislative bodies of the participating municipalities. A printed copy of the Articles was then filed with the Secretary of State, Office of the Great Seal - becoming effective on June 30, 2011.

The Authority is administered by a 9-member Board of Trustees made up of two appointed officials from each participating jurisdiction and one at-large member appointed by the Hillsdale County Board of Commissioners. The Board of Trustees has four appointed officers: Chair; Vice-Chair; Secretary; and Treasure. The Chairperson is the presiding officer of the Authority. Until such time as an alternative funding source is secured, the Authority is funded by financial contributions (from their general fund) from the four participating jurisdictions.



## Chapter Three. Proposed Pathway and Community Context

The Headwaters Recreation Authority is working to develop an integrated pathway system throughout the greater Hillsdale/Jonesville region. However, the first priority (and the primary focus of this plan) is to develop a new pathway (removed from the existing pathway along Highway 99) that connects the non-motorized pathway in the City of Hillsdale (Baw Beese Trail) with the newly constructed non-motorized pathway in the City of Jonesville. Through a series of pathway options, this chapter describes the obstacles, challenges and opportunities associated with making this connection. *Map One* illustrates the pathway options for the Hillsdale/Jonesville region.

### City of Jonesville Jerry Russell Trail

In 2016, the City of Jonesville completed a new non-motorized pathway through an abandon rail-corridor along the St. Joseph River. The pathway starts between the McDonalds and Udder Ice Cream Store off US 12, and traverses south, through the rail-corridor to Gaige Street where it then heads west to Highway 99. A trailhead located between McDonalds and Udder Ice Cream Store is ideal. The two establishments provide ideal destinations for trail users to utilize restroom facilities, rest, and secure food and ice cream. In addition, this location provides direct pedestrian access into downtown Jonesville.

Future plans may include continuing the pathway north, over US 12, to connect with other trail systems within the County.

Jerry Russell Trail - This pathway in the City of Jonesville traverses south from downtown, through an abandon rail-corridor, to Gaige Street and then west to Highway 99 (1.4 miles).



Jerry Russell Trail- The new pathway provides a more pleasant experience for pathway users and eliminates vehicle/pedestrian conflicts along Highway 99.



Jerry Russell Trail - The location of the new pathway will supplies local establishments like the “Utter Side” with a steady flow of customers.







### Option One. Gaige Street to Moore Road

Now complete, the Jerry Russell Trail in the City of Jonesville provides the first step in connecting a pathway to the City of Hillsdale. From there, the Recreational Authority will continue to explore a pathway option that would connect Gaige Street to Moore Road, near the “silos.” The proposed pathway would travel south from Gaige Street, through the western edge of a large parcel owned by the “Eagles”. The Eagles own and operate several community baseball fields on this parcel and the pathway would provide an alternative method of gaining access to this community-wide recreation resource.

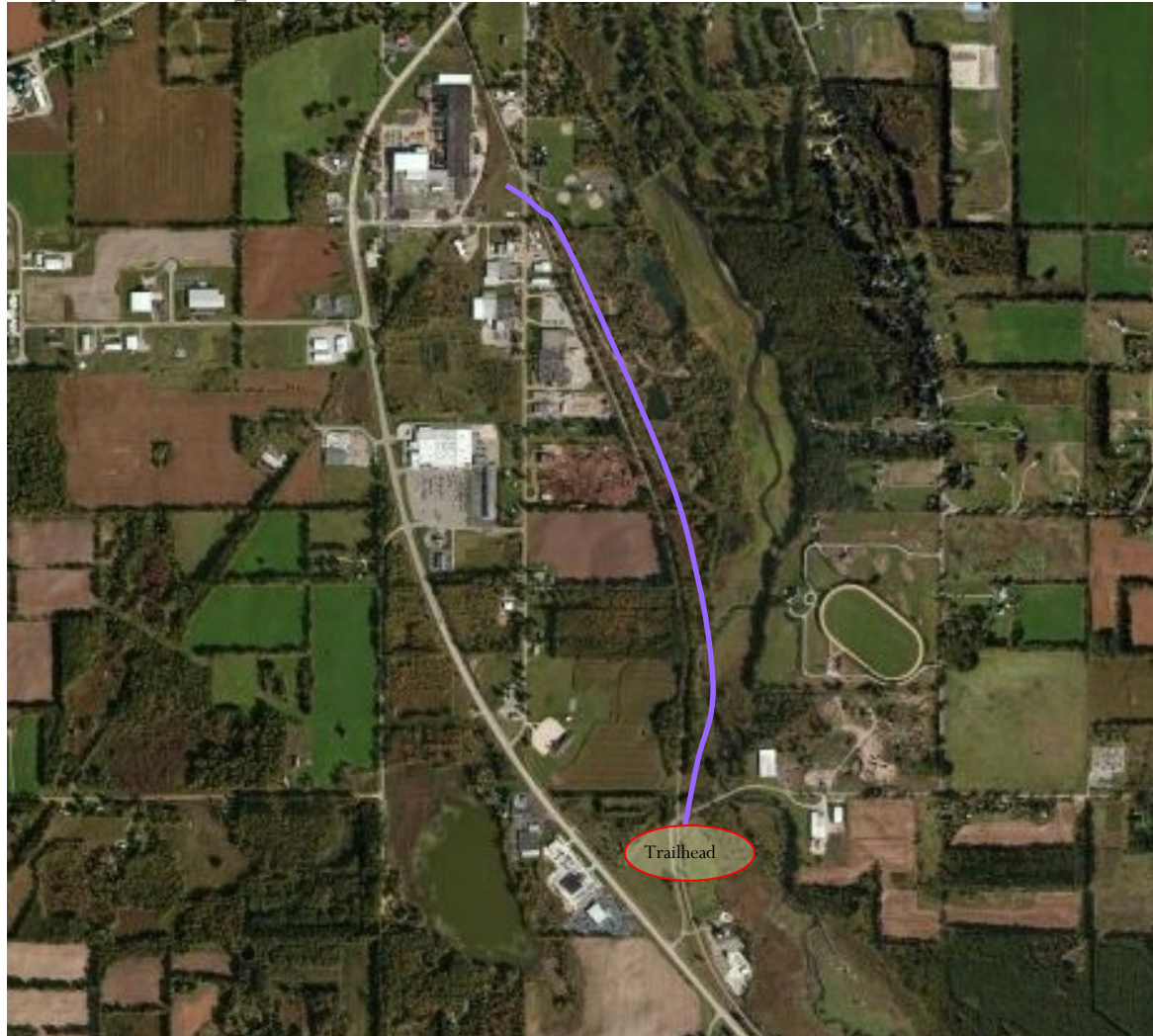
From the Eagles property, the proposed pathway would continue south through parcels owned by the City of Jonesville, Jackson Iron & Metal, the Boyd Family, Consumers Energy and Mill Development. This portion of the pathway would require the Recreational Authority to secure easement agreements with at least five private property owners, the largest of which is owned by the Boyd Family. One benefit of this option is that a large section of the proposed pathway would be located on City property. Therefore, securing (by means of purchasing) an easement may not be required. It is anticipated that the owners of the “Silos” would be open to developing a trailhead on their property, which serves as a recreation center for the entire community.

In addition to exploring the feasibility of securing easement agreements with property owners, the Recreational Authority will continue to explore securing an easement within the existing railroad right-of-way. The railroad is active and owned by the Michigan Department of Transportation. However, due to the slope of the surrounding landscape, the Recreation Authority may need to consider grading and infill needs to make the pathway accessible within the right-of-way. In addition, the Recreational Authority may need to discuss pedestrian options for crossing the railroad tracks.

Option One: Gaige Street to Moore Road - The proposed pathway would head south (adjacent to the railroad right-of-way) through four private parcels (including the Eagle’s property) to the “Silos” property.



**Option One. Gaige Street to Moore Road**



### Option Two. Moore Road to Existing Hillsdale Pathway (Montgomery Street)

The next pathway option would continue south, from the “Silos” property, through an extensive wetland area (owned by the City of Hillsdale), to the existing non-motorized pathway located on Montgomery Street (near the oak grove cemetery). This portion of the existing pathway can be accessed via Montgomery Street and a connection from the existing pathway along Highway 99.

This pathway option has a number of obstacles. However, if realized, it could provide access to one of the most scenic and undisturbed areas within the region. The area in question is an extensive wetland (see *map 5*). Therefore, the Recreational Authority would need to secure a permit from the Michigan Department of Environmental Quality (DEQ) to allow for the construction of an extensive boardwalk trail. Simple boardwalks, using two to four 2” x 12” treated lumber planks laid on 6’ x 6’ treated lumber cross-ties placed at 3’ to 4’ intervals could provide for a safe and efficient system of conveying pedestrians through wetlands. In addition, these small boardwalks have minimal impacts on the surrounding wetlands and are relatively affordable. However, due to the size of the wetland in this portion of the proposed pathway, the Recreational Authority may wish to consider a more substantial structure.

In considering such a boardwalk, it may be helpful for the Recreational Authority to work with a regional Land Conservancy. Land Conservancies typically have staff that can provide technical assistance in building pathways (or boardwalks) and securing easements. Furthermore, a Land Conservancy may be willing to support interpretive features and/or observation decks at certain areas along the boardwalk.

Option Two. Moore Road to the Existing Hillsdale Pathway- The proposed pathway would head south through a large wetland area to the new pathway into the City of Hillsdale.

Option Two. Moore Road to the Existing Hillsdale Pathway- Access (including parking) to this proposed pathway would be provided off Highway 99 and Montgomery Street.





**Option Two. Moore Road to Existing Hillsdale Pathway (Montgomery Street)**



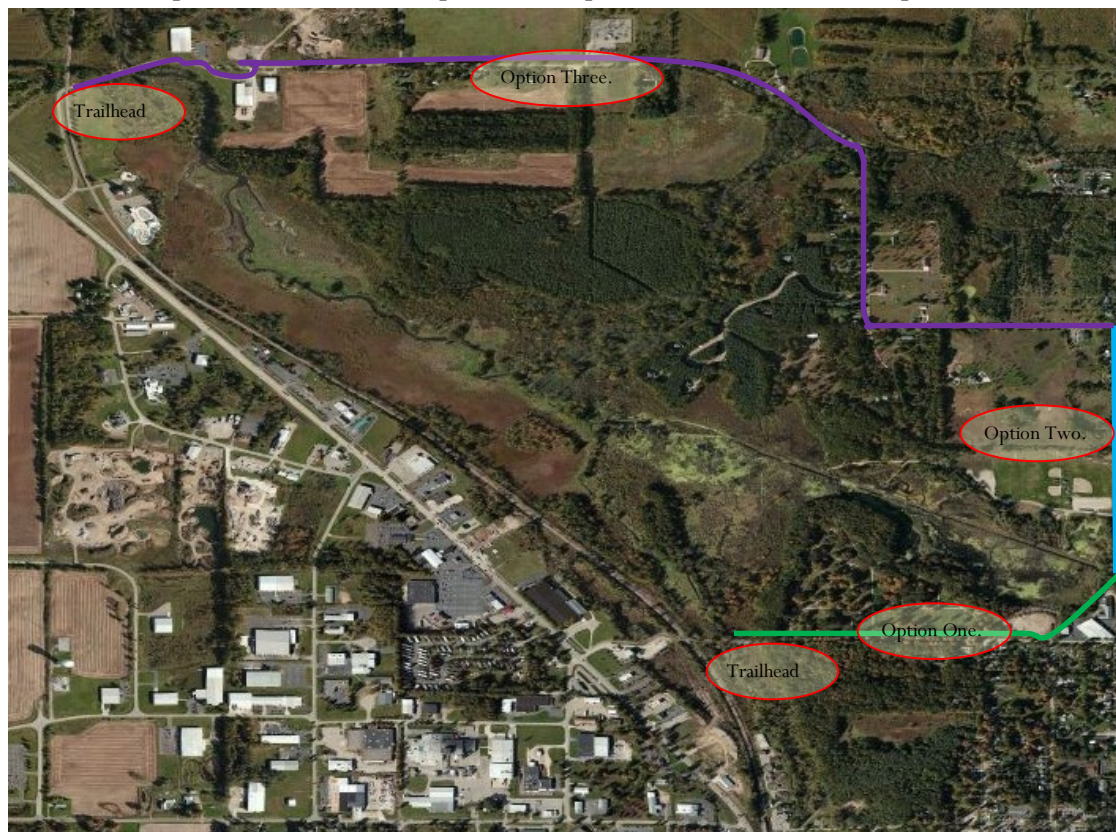


**Option Three. Montgomery Street to Hillsdale Street** - If the Recreational Authority is unable to develop a pathway through the large wetland area, it may consider other options. Option three would take the pathway east, from the new pathway at Montgomery Street, to existing sidewalk infrastructure on Hillsdale Street.

**Option Four. Hillsdale Road (Sidewalk)** - Once at Hillsdale Street, the pathway would continue north, using the existing sidewalk infrastructure to Moore Road. This pathway option would provide a direct pedestrian link to the Field of Dream athletic complex, a major community recreation asset.

**Option Four. Hillsdale Road (Paved Shoulder)** - From the intersection of Hillsdale Street and Moore Road, the pathway would traverse west to the proposed trailhead adjacent to the “Silos”. A pathway through this area would require securing several easements from private land owners. Therefore, the Recreation Authority determined a paved shoulder would provide adequate access for bikers and pedestrians.

Options Three, Four & Five. Pathway options three, four and five would provide an alternate connection between Moore Road and Montgomery Street. Utilizing existing sidewalk infrastructure and a paved shoulder, these three pathway options would also link the Field of Dream athletic complex and several neighborhoods.





### Option Five. School Connector

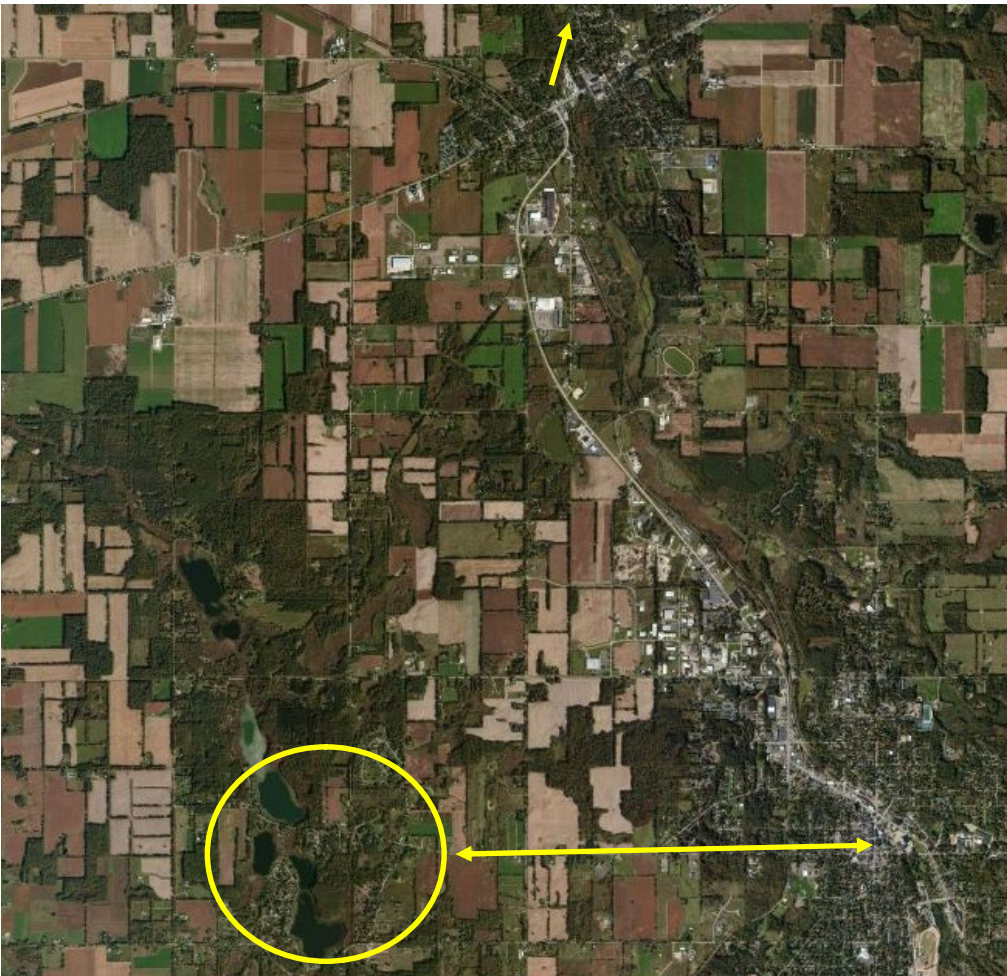
The final option would provide a pathway from the proposed pathway along Moore Road to the Jonesville High School campus. This pathway option would provide students with an alternative way to get to school and another link into downtown Jonesville. Access to the proposed pathway from the surrounding neighborhood would be supported by its current system, of sidewalks. This pathway option would require securing easements from at least 13 property owners. Some property owners along the proposed route have expressed some interest supporting such a pathway.

Option Five. Pathway option five would link the pathway along Moore Road with the Jonesville High School campus and its surrounding walkable neighborhood.



### Future Pathway Developments

As previously noted, the primary focus of the Recreational Authority is to develop a non-motorized pathway from Downtown Jonesville with the existing non-motorized pathway in the City of Hillsdale. However, the Recreational Authority recognizes a need to connect pathways to other parts of the greater Hillsdale/Jonesville Community. In particular, there is great interest in connecting to recreational areas and resources around Middle Sand and South Sand Lakes. In addition, there is interest in connecting to trails and other recreational assets north of the City of Jonesville.





## Chapter Four. Action Plan

Chapter Four outlines the action strategies for the Recreation Authority. The action strategies were established by the Authority Board after considerable discussion concerning the most logical and practical way to establish a non-motorized pathway between the City of Jonesville and the City of Hillsdale. It is important to note, that the development of this pathway (as with most pathways) will take considerable time, funding and effort. It will be the completion of many small, incremental steps that when pieced together, will help realize the dream of the community-wide pathway.

### Action Strategy One. Develop a Memorandum of Understanding

One of the first things the Recreation Authority should do is develop a Memorandum of Understanding (MOU) for private property owners from whom a pathway easement may need to be secured. The MOU would serve as a non-binding agreement between the Recreation Authority and private property owner. The MOU would demonstrate that the property owners had been contacted and expressed interest in exploring the development of a pathway on their property. The MOU does not legally bind the property owner into allowing the pathway to be located on their property. Rather, the MOU is simply designed to aggregate consensus and mutual understanding between property owners along a proposed pathway route.

### Action Strategy Two. Continue to Meet with Land Owners & Develop Education Materials

Most likely, the development of the pathway will require the Recreational Authority to secure easements from a number of private property owners. Recent discussions with some property owners revealed reluctance to a pathway located on their property. Conversely, several property owners indicated they would be willing to discuss the placement of a pathway on their property. Typically, property owners are concerned with the manner in which the new pathway will affect their privacy and safety and impact their property values. Often, these concerns are founded on unsubstantiated perceptions rather than facts. Therefore, the Recreation Authority should develop a “pathway factsheet and/or frequently asked questions” that can be distributed to property owner.

### Action Strategy Three. Continue to Explore Alternative Pathway Options

The pathway options expressed in this plan were established by the Recreational Authority after careful consideration of several factors including the results of the walking audit, property ownership, physical obstacles, road and driveway crossings, the potential need for easements, existing land use, natural features and the potential proximity to other pedestrian links and community assets. However, it is

Action Strategy Two: Continue to Meet with Land Owners - In addition to concerns about safety and property values, property owners often express concerns about how an easement would affect their rights (i.e., who would be liable, who owns the easement, etc...). There are several different types of ways property owners can convey land (fee simple, easement). One type that has been discussed in this planning process is a “conservation easement.”

A conservation easement is a voluntary agreement that allows a landowner to limit the type or amount of development on their property while retaining private ownership of the land. The easement is signed by the landowner, who is the easement donor, and the oversight agency (project partners), who is the party receiving the easement. The oversight agency accepts the easement with an understanding that it must enforce the terms (i.e. pathway and liability) of the easement in perpetuity.

Among other benefits, a conservation easement allows landowners to receive a federal income tax deduction for the easement - if it is perpetual.

- Little Traverse Conservancy

important to note that these are only pathway *options*. Different pathway locations may become more evident and realistic as conditions change, local officials change office, property is transferred or sold and new funding arises.

One of the first things the Recreational Authority should do is begin discussions with the Department of Environmental Quality about the opportunities and constraints of constructing a boardwalk through the large wetland area. If a boardwalk system is not feasible or proves to be an administrative hurdle it may be worth focusing more on pathway options three and four.

#### Action Strategy Four. Achieve One Small Win

During the planning process it was identified that the Village of Jonesville was going to proceed with the development of a short non-motorized pathway to from their downtown to Gaige Street. The Recreation Authority should do whatever it can to support this effort. This portion of the pathway will provide the first link toward meeting with the existing pathway system in Hillsdale. Furthermore, this pathway segment will help solidify the entire pathway vision into the collective consciousness of the region.

#### Action Strategy Five. Develop Additional Capacity

As the Recreation Authority continues to work toward the development of the proposed pathway, it will be important for members of the Board and community advocates to develop a better understanding about how pathways are built and maintained. In addition, it will be helpful to understand and learn more about how the local communities could better leverage the pathway system for community and economic development opportunities.

#### Action Strategy Six. Develop a Name for the Pathway

Once the final location of the pathway has been established, the Recreation Authority should establish a formal name for the pathway. A name for the pathway will help identify the project for the community and can be used in promotional materials and publications. The Recreation Authority may find that naming the pathway (or segments of the pathway) after a specific property owner or funding source may help to finalize property agreements and secure funding.

Action Strategy Five: Develop Additional Capacity - The following resources provide a wide breadth of knowledge in regards to trails and pathways

#### National Advocacy Groups

American Trails  
[www.americantrails.org](http://www.americantrails.org)

The Trust for Public Land  
[www.tpl.org](http://www.tpl.org)

Professional Trail Builders Association  
[www.trailbuilders.org](http://www.trailbuilders.org)

#### State Advocacy/Government Agencies

League of Michigan Bicyclists  
[www.lmbike.org](http://www.lmbike.org)

Michigan Recreation & Park Association  
[www.mrpaonline.org](http://www.mrpaonline.org)

Michigan Dept. of Community Health  
[www.michigan.gov/mdch](http://www.michigan.gov/mdch)

Michigan Dept. of Natural Resources  
[www.michigan.gov/dnr](http://www.michigan.gov/dnr)

Governor's Council on Physical Fitness  
[www.michiganfitness.org](http://www.michiganfitness.org)

**Action Strategy Seven. Develop new and continuing funding sources**

As previously discussed, current funding for the Recreation Authority's operation is provided by small contributions from the four participating municipalities. In order to construct and maintain this non-motorized pathway, the Recreation Authority will need to explore new opportunities for funding. Under the Recreational Authorities Act, recreation improvements, development and maintenance can be financed through several funding sources.

***General Fund***

As demonstrated by the current agreement, funding can be provided by general fund appropriations from each of the participating entities.

***Donations***

Businesses, corporations, private clubs, community organizations and individuals may contribute to recreation and other improvement programs to benefit the communities in which they are located. Private sector contributions may be in the form of monetary contributions, the donation of land, the provision of volunteer services, or the contribution of equipment and/or facilities.

***Millage***

A Recreation Authority property tax millage could be used to finance the construction and maintenance of pathway and/or acquire property. The Recreational Authority Act 321 of 2000 authorizes a Recreational Authority to levy a tax of not more than 1 mill for a period of not more than 20 years on all of the taxable property within the territory of the authority.

***Bonds***

The Recreation Authority could also borrow funds to finance the pathway. General Obligation Bonds can be issued for specific community projects but require repayment with interest by the issuing Authority. Repayment usually requires some form of tax such as a millage. A public vote of approval is required before issuing a General Obligation Bond. Revenue Bonds can also be issued to raise funds for construction of public projects. However, these bonds are tied to a revenue source created by the project such as concessions, lease agreements, and fees.

***Private and Community Foundations***

A foundation is a special form of non-profit corporation established as a federally approved mechanism through which land, cash and securities may be accumulated and “gifted” for specified non-profit activities. Therefore, foundation support could help with developing sections of the pathway and/or pathway amenities (e.g. lighting, benches, etc...).

***Michigan Department of Natural Resources Grants***

The Natural Resources Trust Fund (MNRTF) provides funding assistance for state and local outdoor recreation needs, including land acquisition and development of recreation facilities (including pathways). This assistance is directed at creating and improving outdoor recreational opportunities and providing protection to valuable natural resources. Grant amounts range from \$15,000 to \$500,000 for development projects and are unlimited for acquisition projects. There is a required minimum local match of 25% of the total project. Due to a lack of grant requests last year, the DNR expects to award a lot more funding for *acquisition* proposals in 2013.

The Land and Water Conservation Fund (LWCF) provides funding assistance to local units of government to acquire and develop land for outdoor recreation. At least 50 percent match on development projects is required from local government applicants. The DNR makes recommendations to the National Park Service (NPS) which grants final approval.

The Recreation Passport Fund (RP) provides funding assistance to local units of government to provide for public outdoor (including trails) and indoor recreation facilities. Grant amounts range from \$7,500 to \$45,000.

***Eligibility***

According to the Michigan Department of Natural Resources *Guidelines for the Development of Community Park, Recreation, Open Space and Greenway Plans*, a Regional Recreation Authority is eligible for MNRTF, LWCF and RP funding upon the approval of a recreation plan by the DNR Grants Section.

In addition, the DNR provides several grant opportunities to support outdoor and recreation activities such as wildlife, fisheries, boating, forestry, trails, and law enforcement.

***Michigan Trail-Way Fund***

In 1993, the State of Michigan enacted “trailways” legislation calling for a statewide system of smooth-surfaced trails passing through Michigan’s natural areas and communities. The legislation allows communities to formally designate existing trails as a “Michigan Trailway” through the DNR Natural Resources Commission. Trails under development can be considered for trailway designation and receive financial assistance from the Michigan Trailways Fund, if a master plan or other documentation that provides a basis for evaluation is presented for review.

***Transportation Alternative Program (TAP)***

The Transportation Alternative Program (TAP) is a competitive grant program that uses federal transportation funds designated by Congress for specific activities that enhance the intermodal transportation system and provides safe alternative transportation options. Each year approximately \$16.5 million is available through competitive grants administered by the Michigan Department of Transportation and Office of Economic Development. The Recreation Authority would not be eligible for the grant, so the Authority would have to partners with one of the participating jurisdictions.

**Other Funding Sources****Safe Routes To School**

Section 1404 of the SAFETEA-LU formally created the Federal Safe Routes to School (SRTS) Program. The Safe Routes To School Program dedicates funding to every state to help with infrastructure improvements and non-infrastructure activities to encourage and enable students to walk and bicycle to school. Among other things, funding can be dedicated to develop and construct new bike-lanes, pathways, and sidewalks. In addition, funding can be provided for education and programming. No local match is required for this program. However, infrastructure projects must be constructed within a 2-mile radius of an elementary or middle school. For more information, please visit the SRTS website at: [www.saferoutesmichigan.org/](http://www.saferoutesmichigan.org/)

**Michigan Transportation Funds**

Under Public Act 51 of 1951, revenue from state fuel taxes and license plate fees are deposited in the Michigan Transportation Fund. This revenue is shared among local and state transportation agencies for construction, maintenance and operation of state transportation systems. The state transportation law (MCLA 247.660k) requires that a minimum of 1% of state transportation funds be spent for non-



motorized transportation. For more information, please visit the MDOT website at: [www.michigan.gov/mdot](http://www.michigan.gov/mdot).

### **Michigan Recovery and Reinvestment Plan**

Under the recently adopted American Recovery and Reinvestment Act (ARRA), federal stimulus funding has been allocated to states in an effort to jump start the economy and create jobs. As a result, the new Michigan Economic Recovery Office has posted descriptions of available grants and links to granting agencies. For example, it appears the *Rural Community Facilities Program*, under the U.S. Department of Agriculture provides funding for public safety and health care facilities. For more information about possible grant opportunities (including the Rural Community Facilities Program) please visit: [www.michigan.gov/recovery](http://www.michigan.gov/recovery)

### **Active Living by Design Grants**

Established under the Robert Wood Johnson Foundation in 2001, this national grant funds technical assistance to 25 action oriented community partnerships to develop and implement projects that support physical activity and active living. For more information about the grant please visit: [www.activelivingbydesign.org](http://www.activelivingbydesign.org)

### **DALMAC Fund**

Established in 1975 to promote bicycling in Michigan, the DALMAC Fund is administered by the Tri-county bicycle Association and supported by proceeds from the DALMAC (Dick Allen Lansing to Mackinaw) bicycle tour. The Fund has provided over \$500,000 to safety and education programs, bicycle trail development, route mapping projects and bicycle organizations all across the state. For more information about possible grant opportunities please visit: [www.biketcba.org](http://www.biketcba.org)

### **Bikes Belong**

The Bike Belong program strives to put more people on bicycles more often by funding important and influential projects that leverage federal funding and build momentum for bicycling in communities across the United States. These projects include bike paths and large-scale bicycle advocacy initiatives. Since 1999, Bikes Belong has awarded 215 grants to municipalities and grassroots agencies in 49 states, investing \$1.7 million in community bicycling projects and leveraging close to \$650 million in federal, state and private funding. Bikes Belong has awarded grants to organizations in Jackson and Petoskey and to the cities of Cadillac and Mayville.

**Pay Boxes on the Pathway**

Each of the participating jurisdictions could place pay boxes at primary access points on the trail to collect donations.

**Utility Leases**

Public pathway corridors can obtain lease revenue from compatible uses, such as buried pipelines or communication lines. There can be one-time payments for acquisition for operation and maintenance.

**Strategy Eight. Expand Marketing, Communications and Education Efforts**

Having a good marketing and communications program in place is a good way to raise community consciousness about the pathway. Well done marketing materials also have the potential to bring in tourists and bike enthusiasts. As the more and more pieces of the pathway are developed the Recreation Authority should work with a web-site development consultant to establish an attractive and informative website that also includes social media such as video, Facebook and travel blogs.

In addition, the Recreation Authority should consistently develop and submit press releases to local and regional news outlets that highlight successful events and/or other important pathway news. It can also be helpful to become familiar with a specific reporter, someone who is familiar with the activities and goals of the Authority. In addition, it is important that media outlets have a consistent contact (name, phone number, email) within the Authority, someone who can clarify stories and supply quotes.

Recent trends show that local health care providers and organizations are becoming more involved in the recreational aspects of their community. Health care providers and organizations understand the links between physical and mental well-being and physical activity and recreation. Active recreation is also considered useful in preventive care. Health care providers and organizations can be tremendous advocates and supporters of recreation initiatives. The Authority Board should meet with and explore opportunities to collaborate with the health care providers and organizations within the community.

Significant research demonstrates that pathways can have a significant impact on a local economy. Pathways can help attract and support tourism and new business opportunities. In addition, both residents and tourists spend money on trail related activities and related businesses. As the link between pathway and economic development is better understood, many communities are looking for ways to capitalize on their current trail networks. To that point, the Authority should consider utilizing a “Trail Town” model - a model that places trails as the centerpiece of a tourism-centered strategy for community and economic

Action Plan

**Organizing:** Gets everyone working toward the same goal. The tough work of building consensus and cooperation among groups that have an important stake in the downtown area can be eased by using a basic formula of a hands-on, volunteer driven program and an organizational structure consisting of a board and committees to direct the program.

**Promotion:** Sells the image and promise of a Trail Town to all prospects. Marketing the downtowns unique characteristics to local customers, investors, new businesses and visitors requires an effective promotion strategy. It forges a positive town image through advertising, retail promotions, special events, and marketing campaigns carried out by the local volunteers.

**Design:** Gets the Trail Town into physical shape. Capitalizing on historic buildings and the downtown layout is just the start – an inviting atmosphere created through attractive window displays, professional signage, well-maintained sidewalks, accessible parking areas, appropriate street lights, and inviting landscaping conveys a visual message about what your town has to offer.

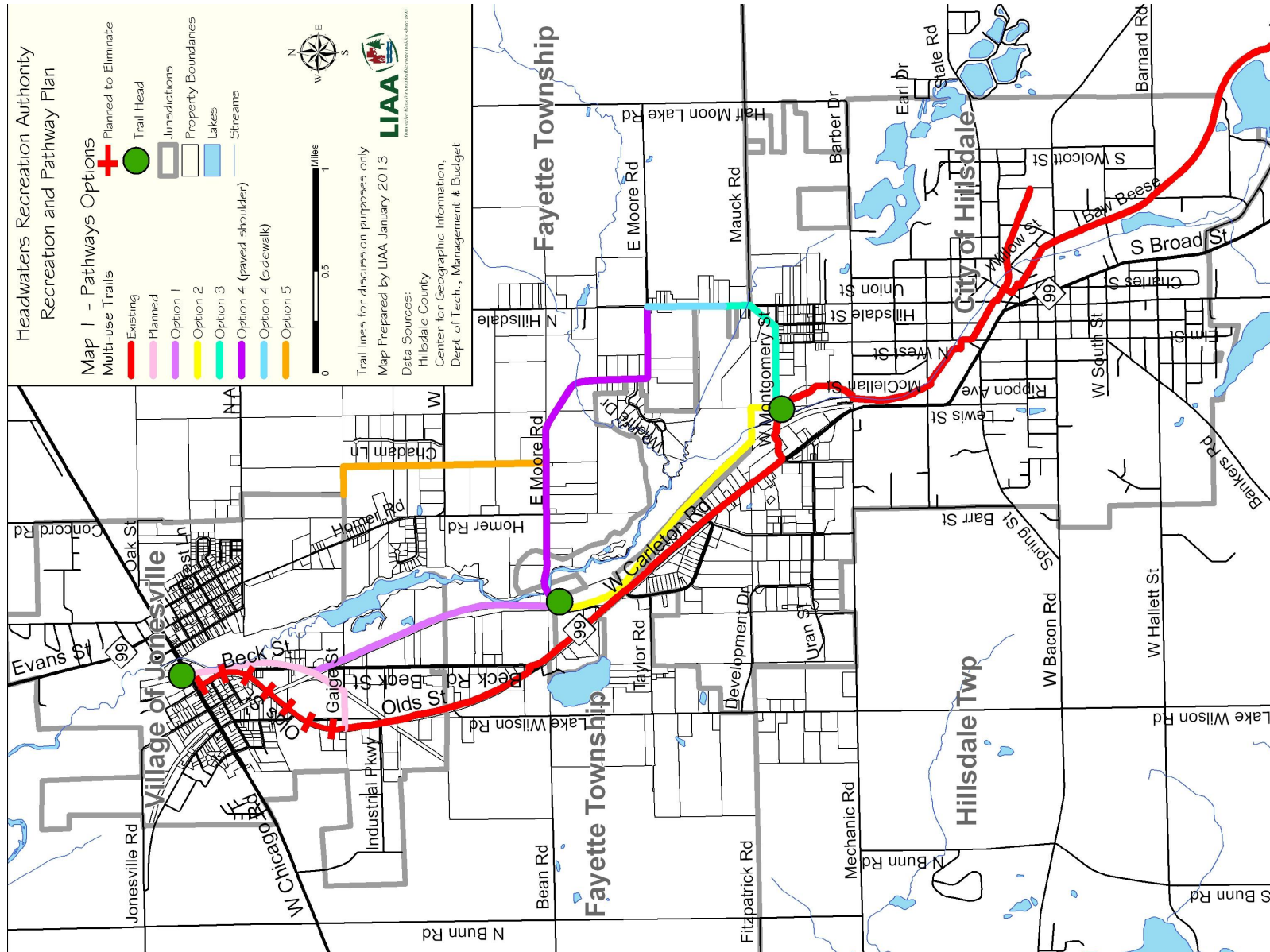
**Economic Restructuring:** Help existing businesses expand and create new ones to respond to the market.

development. Using the “Trail Town” elements of: (1) Organizing; (2) Promotion; (3) Design; and (4) Economic Restructuring - the four jurisdictions along the pathway should explore ways to leverage the pathway system to support a regional economic development strategy. For more information on the Trail Town concept, please review the Trail Town Manual from the Allegheny Trail Alliance at: <http://www.atatrail.org/pv/trailtowns.cfm>.

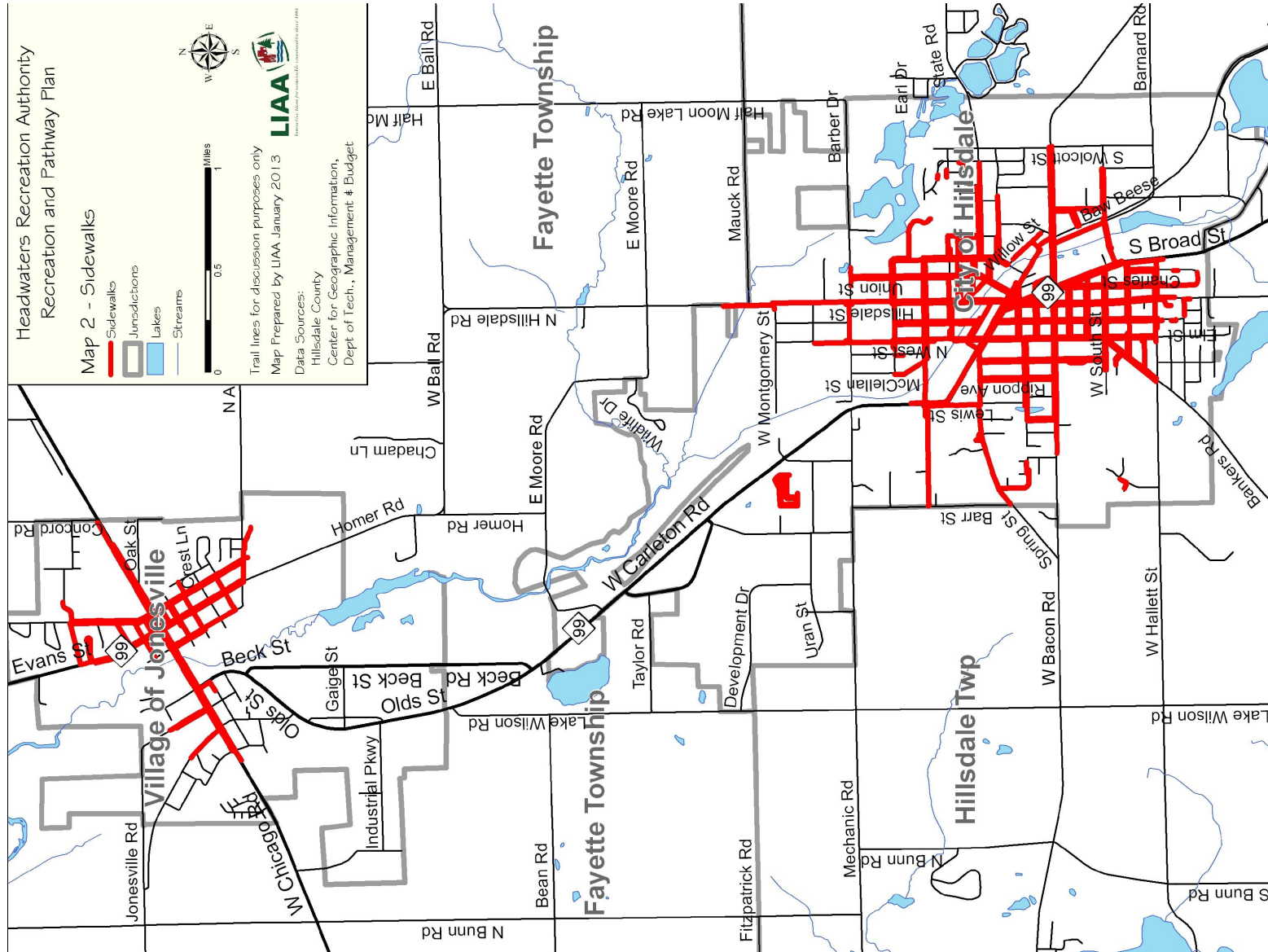
*Action Strategy Nine. Explore Additional Opportunities for Collaboration and Continue to Work Together*  
As previously mentioned, the development of this pathway will take considerable time and effort. Ultimately, the successful implementation of the pathway will depend on the continued collaborative efforts and commitments of the Recreation Authority and local officials from the participating jurisdictions. In addition, it will be very important for the Recreation Authority work with local non-profit and service organizations and private businesses that have demonstrated an interest and willingness to participate in the local pathway initiative.

## Maps

## Map One.

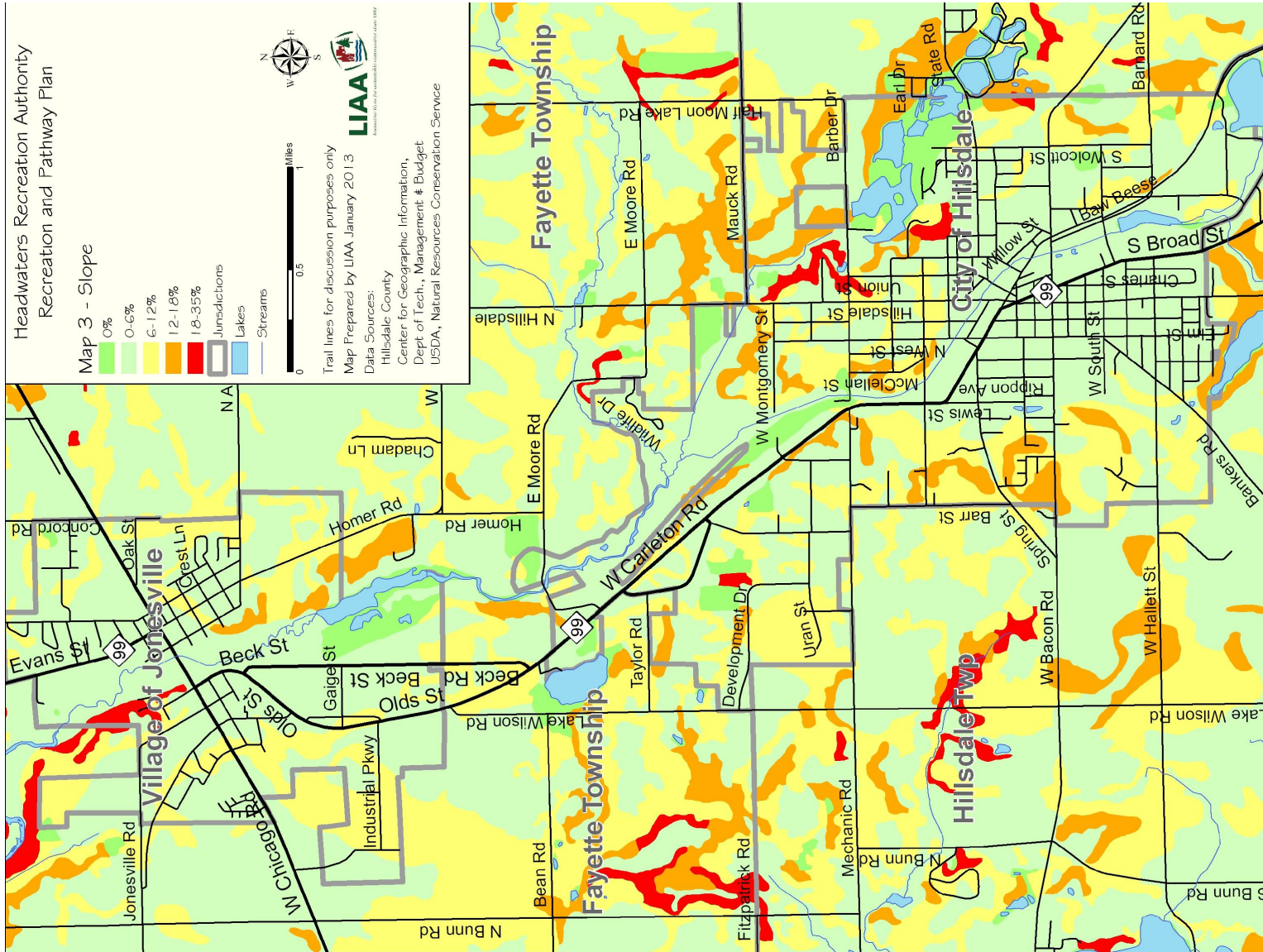


## Map Two.

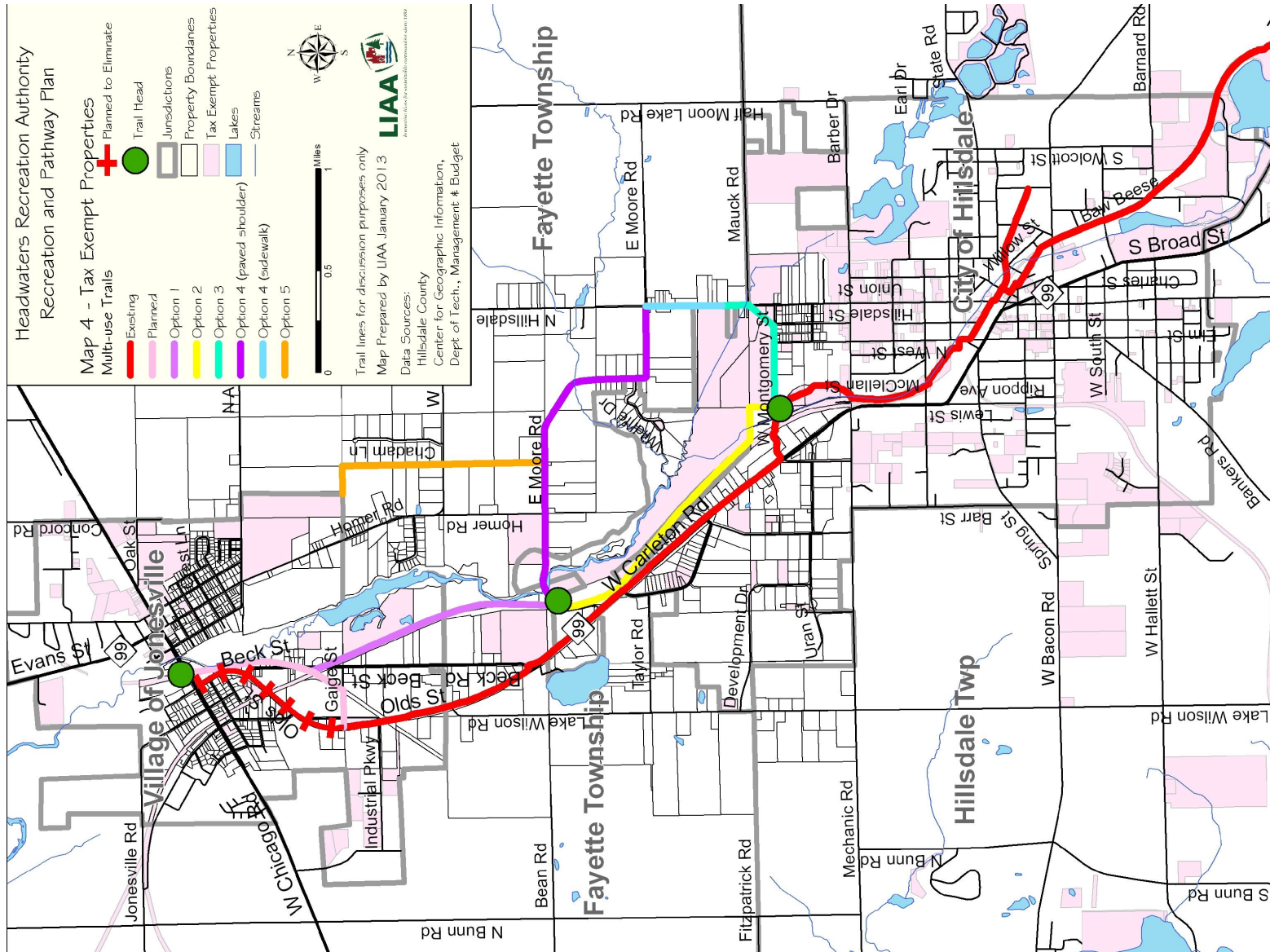




### Map Three.

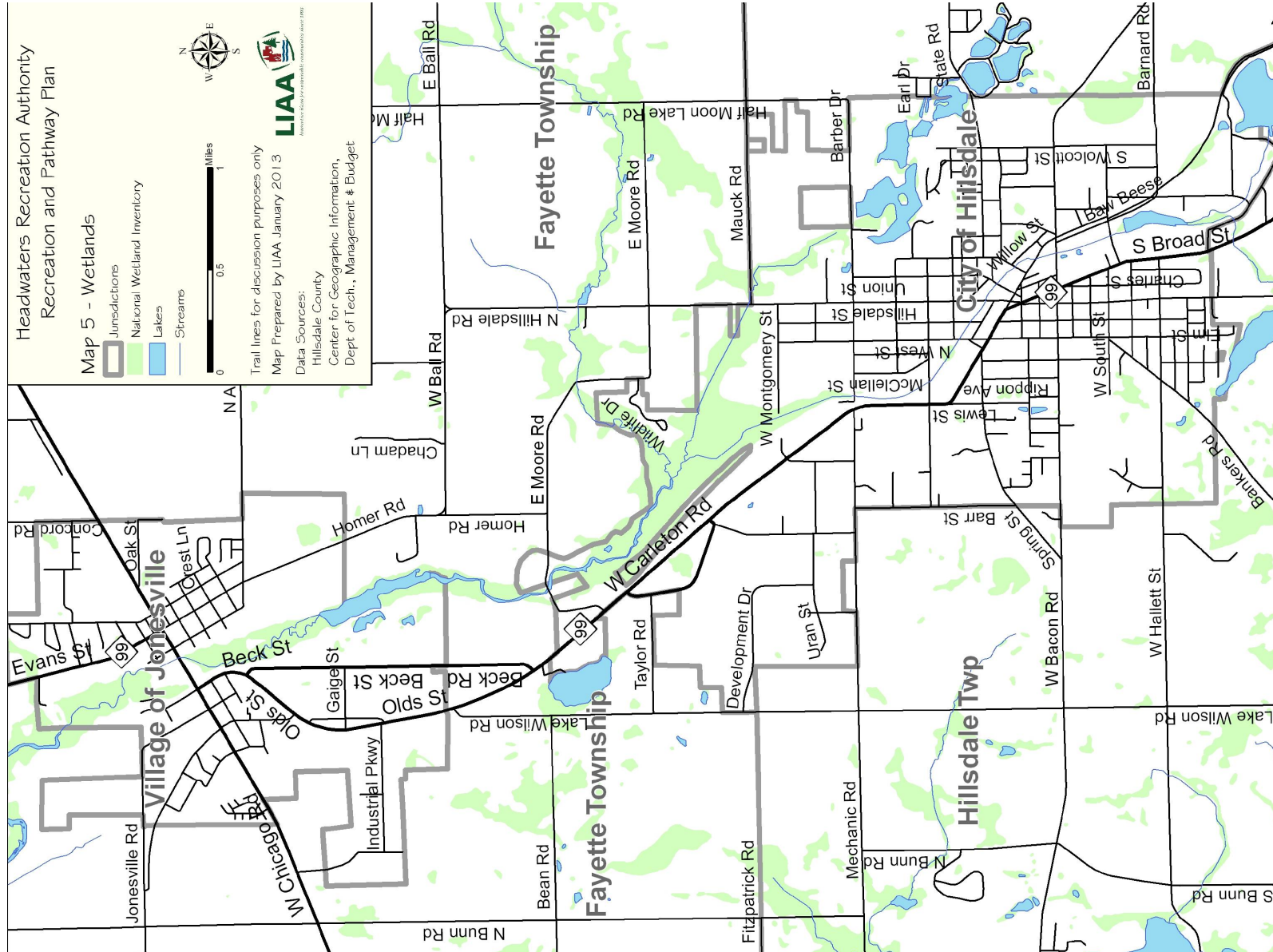


Map Four.





## Map Five.



## Appendix A. Population Description

### Population Trends and Projections

The following section discusses some of the population, housing and economic characteristics and trends of the Hillsdale/Jonesville Community. For the purpose of this plan, we have used figures provided by the US Census Bureau (and compiled by the Northwest Michigan Council of Governments) from 1990, 2000 and 2010. In some instances, due to a lack of available data from the 2010 US Census, statistics from 1990 and 2000 are only provided. Please note, due to its physical and political relationship, the village of Jonesville statistics are included in Fayette Township's statistics.

#### Population Trends

Based on data published by the U.S. Census Bureau, there were 15,922 people living in the Hillsdale/Jonesville Community in 2010. This is about a .2% increase over the population recorded in 2000 (15,885 people). Between 2000 and 2010, the City of Hillsdale and Fayette Township experienced very little population change (.9% increase for the City of Hillsdale and .7% decrease for Fayette Township). During the same period, Hillsdale Township experienced about a 3.5% increase in population while the Village of Jonesville experienced a 3.4% decline in population. Over the last 20 years, each municipality (except the Village of Jonesville) experienced an increase in population, most notably Hillsdale Township at 13.8%. Table A-1 presents the population trends from 1990 to 2010 for the Hillsdale/Jonesville Community.

**Table A-1. Population Trends 1990 - 2010**

Community	1990	2000	Percent Change 1990 - 2000	2010	Percent Change 2000 - 2010	Total Percent Change 1990 - 2010
Hillsdale (c)	8,170	8,233	0.8%	8,305	0.9%	1.7%
Jonesville (v)	2,283	2,337	2.4%	2,258	-3.4%	-1.1%
Hillsdale (t)	1,786	1,965	22%	2,033	3.5%	13.8%
Fayette (t)	3,190	3,350	5.0%	3,326	-0.7%	4.3%
<b>Total</b>	<b>15,429</b>	<b>15,885</b>	<b>3.0%</b>	<b>15,922</b>	<b>0.2%</b>	<b>3.2%</b>
Source: US Census Bureau: Compiled by Northwest Michigan Council of Governments.						

#### Population Projections

Recent trends suggest that the population of the Greater Hillsdale/Jonesville Community will stay about the same over the next decade. Although there is no way to predict the future population with certainty, we can use projection methods to obtain useful estimates. Table A-2 presents the population projections for the Greater Hillsdale/Jonesville Community for the next 10 years. The projections were calculated using straight-line projections based on the population change between 2000 and 2010. The population projections predict a population decrease of 3% for the Village of Jonesville and an increase of 3% for



## Plan

Hillsdale Township. Population projections also predict that the population for the City of Hillsdale and Fayette Township will stay about the same. If these predictions are correct, the resident population for the Greater Hillsdale/Jonesville Community would increase less than 1%, to about 15,959 people by 2020.

**Table A-2. Population Projections**

Community	2000	2010	2020	Total Change 2010 - 2020	Total Change % 2010 - 2020
Hillsdale (c)	8,233	8,305	8,377	72	1%
Jonesville (v)	2,337	2,258	2,179	-79	-3%
Hillsdale (t)	1,965	2,033	2,101	68	3%
Fayette (t)	3,350	3,326	3,302	-24	-1%
<b>Total</b>	<b>15,885</b>	<b>15,922</b>	<b>15,959</b>	<b>37</b>	<b>0%</b>
Source: US Census Bureau: Compiled by Northwest Michigan Council of Governments. Straight-line projection based on the rate of change from 2000-2010					

## Age Distribution

The age distribution of the Greater Hillsdale/Jonesville Community can be an important factor in identifying recreational needs. There are several identifiable stages that individuals go through during the span of a lifetime. Using U.S. Census Bureau statistics, this plan characterized eight life-stages, including: (1) Preschool; (2) Elementary; (3) Secondary; (4) College; (5) Young Family; (6) Established Family; (7) Mature Family; and (8) Retired.

As detailed in Table A-3, in 2010 the Greater Hillsdale/Jonesville Community's largest population group in each municipality falls within the *Established Family* group, ages 35 to 54 years old (3,793 people or about 24% of the total population). Also, in the Greater Hillsdale/Jonesville Community, in 2010, the *Retired* (ages 65 and above), *Mature Family* (ages 55 to 64) and *Elementary* (ages 65 and above) groups had significant proportions of the population.

As the *Established Family* group continues to age, the *Mature Family* and *Retired* groups will continue to see significant increases. Because of improved health and fitness, people are participating in recreation activities at older ages. In addition, retired people tend to have relatively high disposable incomes. These age groups generally seek less active recreation activities (e.g. golf, walking, and gardening) and more mid-day recreation programs. In 2010 the *Creative Class* group, ages 20 to 34 had a fairly significant proportion of the population. Recent research suggests attracting this population group is vital to the economic sustainability and viability of the community. This age group generally seeks activities that allow for group participation and diverse experiences. Due to Hillsdale College, the City of Hillsdale has substantial population of *College* (ages 20 to 24) students and just over a quarter of the population is part of the *Creative Class*.

Table A-3. Age Distribution

Stage of Life	Age Group	Hillsdale (c)	Jonesville (v)	Hillsdale (t)	Fayette (t)
		2010	2010	2010	2010
Preschool	Under 5 years	519	150	87	201
	Percent of Total	6.2%	6.6%	4.3%	6.0%
Elementary	5 to 14	1,023	307	272	465
	Percent of Total	12.3%	13.6%	13.4%	14.0%
Secondary	15 to 19	904	201	122	274
	Percent of Total	10.9%	8.9%	6.0%	8.2%
College	20 to 24	1,212	145	84	185
	Percent of Total	14.6%	6.4%	4.1%	5.6%
Young Family	25 to 34	942	254	165	348
	Percent of Total	11.3%	11.2%	8.1%	10.5%
Established Family	35 to 54	1,805	539	610	839
	Percent of Total	21.7%	23.9%	30.0%	25.2%
Mature Family	55 to 64	772	268	311	428
	Percent of Total	9.3%	11.9%	15.3%	12.9%
Retired	65+	1,128	394	382	586
	Percent of Total	13.6%	17.4%	18.8%	17.6%
Totals		8,305	2,258	2,033	3,326
Median Age		30.2	37.6	46.1	40.2
Creative Class *	20 to 34	2,154	399	249	533
	Percent of Total	26%	18%	12%	16%
* "Creative Class" age range figures were collected from <i>Michigan Cool Cities Initiative: A Reinvestment Strategy</i> - Published by the Michigan Cool Cities Initiative					
Source: US Census Bureau: Compiled by Northwest Michigan Council of Governments and Arranged by LIAA					

## Plan

## Education Attainment

Table A-4 presents information on the educational attainment of people in the Greater Hillsdale/Jonesville Community as tallied by the U.S. Census Bureau in 2000. In each jurisdiction, at least 82% of the residents are a high school graduate and have some form of secondary education and/or training. In addition, at least 11% of the residents in each jurisdiction have a bachelor's degree or higher. Both Hillsdale Township and the City of Hillsdale have a fair number of residents with a bachelor's degree or higher, 22.8% and 16% respectively.

Numerous studies have shown that educational attainment is related to an individual's earning capacity. That is, people with higher levels of education tend to have higher total incomes over a lifetime. Therefore, the average educational attainment achievement of the citizens of a community can be an indicator of the economic capacity of that community. In general, people who have relatively high disposable incomes seek diverse recreation activities and experiences.

Table A-4. Education Attainment

Educational Attainment	Hillsdale (c)	Jonesville (v)	Hillsdale (t)	Fayette (t)
	2000	2000	2000	2000
Less than 9th grade	280	36	58	66
Percent of Total	6.1%	2.5%	4.4%	3.1%
9th to 12th grade, No Diploma	521	164	109	245
Percent of Total	11.3%	11.2%	8.3%	11.3%
High School Graduate	1,737	646	463	975
Percent of Total	37.7%	44.0%	35.4%	45.1%
Some College, no Degree	1,051	356	278	496
Percent of Total	22.8%	24.3%	21.2%	22.9%
Associates Degree	279	95	102	138
Percent of Total	6.1%	6.5%	7.8%	6.4%
Bachelor's Degree	439	95	187	133
Percent of Total	9.5%	6.5%	14.3%	6.2%
Graduate of Professional Degree	299	76	112	109
Percent Total	6.5%	5.2%	8.6%	5.0%
Percent High School Graduate or Higher	82.6%	86.4%	87.2%	85.6%
Percent with Bachelor's Degree or higher	16.0%	11.6%	22.8%	11.2%
Source: US Census Bureau: Compiled by Northwest Michigan Council of Governments.				

**Plan****Disability Status**

Based on the figures provided by the 2000 U.S. Census, there are 3,076 people (19% of the population) living in the Greater Hillsdale/Jonesville Community with a disability. The U.S. Census Bureau includes sensory, mental, or self-care disabilities in defining the disability status of the civilian non-institutionalized population. Future recreation programs and facilities should reflect the needs of this substantial population.

**Table A-5. Disability Status**

<b>Community</b>	<b>Persons 5 to 20 with Disability - 2000</b>	<b>Persons 21 to 64 with Disability - 2000</b>	<b>Persons over 65 with Disability - 2000</b>
<b>Hillsdale (c)</b>	280	868	543
<b>Percent</b>	12.2%	20.1%	53.9%
<b>Jonesville (v)</b>	80	228	125
<b>Percent</b>	12.0%	18.9%	38.0%
<b>Hillsdale (t)</b>	52	184	69
<b>Percent</b>	14.0%	16.2%	30.5%
<b>Fayette (t)</b>	101	361	185
<b>Percent</b>	11.5%	20.1%	40.1%
<b>Source: US Census Bureau: Compiled by Northwest Michigan Council of Governments.</b>			



**Plan****Employment**

According to the US Census Bureau, in 2000, about 4% of the Greater Hillsdale/Jonesville Community population was unemployed. Due to the economic recession Michigan has experienced over the last ten years, the number of unemployed people (or under-employed) within the community is most likely much higher. The second half of Table A-6 shows that as of April 2012, most metropolitan areas around the state had a un-employment rate of between 5% and almost 9%. Additional research will be required to better understand the current employment conditions in the Greater Hillsdale/Jonesville Community. Table A-6 shows the employment percentages for the Greater Hillsdale/Jonesville Community in 2000 and the unemployment rates for metropolitan areas throughout Michigan.

**Table A-6. Employment**

	Hillsdale (c)	Jonesville (v)	Hillsdale (t)	Fayette (t)
Employment Status	2000	2000	2000	2000
Employed	1,012	1,103	937	1,620
Unemployed	107	68	33	80
Percent of Civilian Labor Force, Unemployed	5.6%	3.8%	2.2%	3.1%
Metropolitan Area - Percent of Labor Force Unemployed (April 2012)				
Ann Arbor	5.0%	Kalamazoo-Portage		6.8%
Battle Creek	6.8%	Lansing-East Lansing		6.4%
Bay City	8.0%	Monroe		7.6%
Detroit-Warren-Livonia	8.7%	Muskegon-Norton Shores		8.3%
Flint	8.6%	Niles-Benton Harbor		8.2%
Grand Rapids-Wyoming	6.3%	Saginaw-Saginaw Township North		8.0%
Holland-Grand Haven	6.1%	Michigan		8.0%
Jackson	7.7%			
Source: US Census Bureau: Compiled by Northwest Michigan Council of Governments and US Department of Labor				

## Plan

## Income by Household

Total household income is a key barometer of the economic condition of a community. Often, income can determine the amount of money voters may be willing to pay for specific recreational facilities. Table A-7 presents the median household and income for families in the Greater Hillsdale/Jonesville Community in 2000. %. Additional research will be required to better understand the household Income conditions in the Greater Hillsdale/Jonesville Community. The average median household income in the Greater Reed City Community for 2000 was around \$39,812.

Table A-7. Income

	Hillsdale (c)	Jonesville (v)	Hillsdale (t)	Fayette (t)
<b>Median Household Income</b>	\$34,695	\$35,223	\$50,357	\$38,974
<b>Families Income</b>				
Less than \$10,000	359	108	21	110
\$10,000 to \$14,999	246	84	28	96
\$15,000 to \$24,999	558	108	63	148
\$25,000 to \$34,999	371	156	115	217
\$35,000 to \$49,999	674	179	118	264
\$50,000 to \$74,999	506	185	180	266
\$75,000 to \$99,999	242	68	67	131
\$100,000 to \$149,000	66	21	79	42
\$150,000 to \$199,999	24	5	13	9
\$200,000 or more	12	3	12	10
<b>Families Below Poverty Line</b>	5.5%	6.5%	3.3%	4.6%
Source: US Census Bureau: Compiled by Northwest Michigan Council of Governments.				

## Commute to Work

The manner, time and distance in which residents move around the community is often a reflection of the amount and quality of transportation infrastructure in a community. Most trips taken by residents are short. In general, 10% of all trips are ½ mile or less; 19% are one-mile or less; 41% are three-miles or less and 56% are 5-miles or less. Often, if there is adequate non-motorized infrastructure (trails, sidewalks, cross-walks), residents are more likely to walk or bike to their destination. Table A-8 demonstrates the average Work Commute for residents of the Greater Hillsdale/Jonesville Community between 1990 and 2000. Between 1990 and 2000, the percentage of workers who walked to worked increased in the City of Hillsdale and Hillsdale Township. This increase may reflect recent improvements to the non-motorized infrastructure in those two jurisdictions.

**Table A-8. Commute to Work**

Commute to Work	Hillsdale (c)		Jonesville (v)		Hillsdale (t)		Fayette (t)	
	1990	2000	1990	2000	1990	2000	1990	2000
Drive Alone	71.2%	73.6%	80.9	81.9	83.9%	85.7%	80.7%	83.6%
Carpool	13.6%	10.3%	8.5	8.4	9.3%	5.3%	10.0%	7.6%
Public Transportation	0.4%	0.4%	0.2	0.6	0.8%	0.0%	0.1%	0.6%
Walked	11.2%	11.4%	5.5	3.5	2.3%	2.9%	3.9%	3.1%
Other Means	0.7%	1.0%	1.5	0.7	0.8%	2.5%	1.2%	1.3%
Mean Travel Time	13.3	16.0	15.4	16.9	14.8	18.0	16.0	16.5
Source: US Census Bureau: Compiled by Northwest Michigan Council of Governments.								

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**Articles of Incorporation  
Headwaters Recreation Authority**

**ARTICLE 1.**

**NAME**

The name of the Authority shall be and is the "Headwaters Recreation Authority", hereinafter referred to as the Authority.

**ARTICLE 2.**

**DEFINITIONS**

1. Expressly Defined Terms: The terms "authority," "board," "participating municipality," "park," "recreational purposes," "and territory of the Authority" as used in these Articles of Incorporation shall be now or hereafter defined in Section 3 of the Michigan Public Act 321 of 2000, as amended hereafter referred to as "Act 321", that being MCL 123.1131, *et seq.*
2. Other terms shall have such meaning as may be specified in the various provisions of these Articles of Incorporation, and shall otherwise have the meanings customarily ascribed to them, considering the context and subject matter of these Articles of Incorporation.

**ARTICLE 3.**

**PARTICIPATING MUNICIPALITIES AND TERRITORY**

The participating and creating municipalities of the Authority are the City of Hillsdale, a Michigan Municipal Corporation, Village of Jonesville, a Michigan Municipal Corporation, Township of Hillsdale, a Michigan Municipal Corporation, and the Township of Fayette, a Michigan Municipal Corporation, all of which are hereby designated and referred to in these articles as the "participating municipalities." The territory of the Authority shall include all of the property situated within the corporate boundaries of all of the participating municipalities and any properties situated outside the corporate boundaries, as long as said properties are owned by one of the participating municipalities.

**ARTICLE 4.**

**PURPOSE**

The purpose of the Authority shall be to acquire, construct, operate, maintain and/or improve:

1. Non-motorized pathways,
2. Such other facilities as are authorized by Section 5 of Act 321, as determined by the Board following consultation with the legislative bodies of each of the participating municipalities.



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## **ARTICLE 5.**

### **POWERS**

The Authority shall possess all the powers specified in Act 321, subject to the limitations of authority as provided by law and/or limitations as specified in these Articles of Incorporation, including the power to:

1. Acquire and hold, by purchase, lease with or without option to purchase, grant, gift, devise, land contract, installment purchase contract, bequest, or other legal means (not eminent domain), real and personal property inside or outside the territory of the authority. The property may include franchises, easements, or rights of way on, under, or above any property. The authority may pay for the property from, or pledge for the payment of the property revenue of the authority.
2. Apply for and accept grants or contributions from individuals, the federal government or any of its agencies, this state, a municipality, or other public or private agencies to be used for any of the purposes of the authority.
3. Hire full-time or part-time employees and retain professional services.
4. Provide for the maintenance of all of the real and personal property of the authority.
5. Assess and collect fees for services provided by and expenses incurred by the authority.
6. Receive revenue as appropriated by the legislature of this state or a participating municipality.
7. Enter into contracts incidental to or necessary for the accomplishment of the purposes of the authority.

## **ARTICLE 6.**

### **TERM**

The Authority shall continue in existence perpetually or until dissolved by the majority vote of each of the then participating municipalities. A participating municipality shall not withdraw from the Authority during the period for which the Authority has been authorized to levy a tax by the electors of the Authority.

## **ARTICLE 7.**

### **FISCAL YEAR**

The fiscal year of the Authority shall commence on the first day of January in each year and shall end on the last day of December of the subsequent year.

## **ARTICLE 8.**

### **GOVERNING BOARD**

The Authority shall be directed and governed by a nine (9) member Board of Trustees, known as the "Greater Hillsdale Area Recreational Authority Board" and hereinafter sometimes referred to as the "Board".

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1. Membership of Board: The Board shall be made up of:
  - a. Two members selected by the legislative body of each participating municipality, each of whom shall be a registered voter of said participating municipality; and,
  - b. A member of the County Planning Commission or County Parks Commission selected by the County Commission, who is not an elected or appointed official from either of the participating municipalities of the Authority and is a registered voter in Hillsdale County
  - c. The initial members selected to the board by the legislative body of each participating jurisdiction shall be appointed for staggered terms, with one member appointed for a (1) one-year term and one member appointed to a (2) two-year term. After the initial terms, all appointed members shall serve for terms of two (2) years.
  - d. The term of each board member selected by the County Commission shall be two (2) years.
2. Oath of Office: Each member of the Board shall qualify by taking the constitutional oath of office and filing it with the clerk of his or her respective participating municipality, or in the case of the member selected by the County Commission, with the County Clerk.
3. First Board; Organizational Meeting; Subsequent Board Members: The members of the first Board shall be selected within forty five (45) days after the effective date of the incorporation of this Authority. Within sixty (60) days after the effective date of the incorporation of the Authority, the members of the first Authority Board shall qualify by taking the constitutional oath of office and shall meet for the purpose of organization. At such organizational meeting, the Board shall select a Chairperson, Vice Chairperson (each of whom may be a member of the Board) and Secretary and Treasurer (each of whom may be a member of the Board). All of such officers shall serve until the organizational meeting of the following year, which shall be held each year in January, or until their respective successors shall be selected and qualify.
4. No selection to the Authority and no selection of an officer shall be deemed to be invalid because it was not made within the times or at the time specified in these Articles. Any Board member may be removed at any time for cause or without cause by action of the governing body that selected such member.

## **ARTICLE 9.**

### **COMPENSATION**

Pursuant to the requirements of Act 321, members of the Authority Board shall not be compensated for their service by the Authority. Each member of the Board shall, however, be entitled to reimbursement for all expenditures made by him or her in carrying out official duties as may be approved by the Board and to the extent authorized by the budget for the Authority for each fiscal year.

## **ARTICLE 10.**

### **VACANCY**

In the event of a vacancy on the Board, the governing body selecting such representative shall fill the vacancy as expeditiously as possible.

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## **ARTICLE 11.**

### **MEETINGS**

Meetings of the Authority shall be held as required and at least quarterly at such time and place as shall be prescribed by resolution of the Board. Each member of the Board shall have one vote. Special meetings of the Board may be called by the Chairperson, or any two (2) members thereof, by written notice at least twenty-four (24) hours prior to the time of such meeting.

Any meeting of the Board shall be held, and any notice therefore shall be given, in accordance with the provisions of Act 267, Public Acts of Michigan, 1976, as amended (the Open Meetings Act). Any member may waive notice of any special meeting either before or after the holding thereof.

A majority of the members of the Board shall constitute a quorum, which shall be required in order to conduct a meeting of the Board. The Board shall act by motion or resolution. A vote of the majority of the members of the Board who are present at any meeting, at which a quorum is present, shall be sufficient for passage of any motion or resolution. However, any decision regarding the annual budget, capital expenditures, projected revenues, projected expenditures, budget and budget amendments, must be supported by a vote of the majority of the members of the Board.

The Board shall have the right to adopt rules governing its procedures, which are not in conflict with the terms of any statute of the State of Michigan or of these Articles of Incorporation. The Board shall keep a record of its proceedings, which record shall be signed by the Secretary and open to the public. All votes shall be "Yes," "No" or "Abstain," provided where the vote is unanimous, it shall only be necessary to so state.

A writing prepared, owned, or used by an authority in the performance of an official function shall be made available in compliance with the freedom of information act, 1976 PA 442, MCL 15.231 to 15.246.

## **ARTICLE 12.**

### **DUTIES OF BOARD AND OFFICERS**

The Chairperson of the Board shall be the presiding officer thereof, and shall be permitted, with the consent of the Board, to appoint committees of the Board as necessary. Except as herein otherwise provided, the Chairperson and Board Members shall not have any executive or administrative functions other than as a member of the Board. In the absence or disability of the Chairperson, the Vice-Chairperson shall perform the duties of the Chairperson.

The Secretary shall be the recording officer for the Board. If a person other than an active member of the board is to serve as Secretary, the board may establish qualifications for such office, such as the capability of carrying out the duties of office, including, without limitation,

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compliance with the Freedom of Information Act and other state laws relating to record keeping and management.

The Treasurer shall be the custodian of the funds of the Authority and shall give to it a bond conditioned upon the faithful performance of the duties of his or her office. All money shall be deposited in a bank or banks, to be designated by the Board, and all checks or other forms of withdrawal there from shall be signed by two (2) persons, which persons shall be the Secretary, the Treasurer or their respective designees, as approved by the Board of Directors. All authorized signatories shall give a bond conditioned upon the faithful performance of the prescribed duties. The Authority shall pay the cost of the bonds. If a person other than an active member of the Board is to serve as Treasurer for the Board, the Board may establish qualification for such office, including the capability of carrying out the duties of office as provided by law and these Articles of Incorporation.

## **ARTICLE 13.**

### **REVENUE SOURCES, BUDGETING, AND FINANCING THE AUTHORITY**

#### **Revenue Sources**

The Authority shall have the power to raise revenue in the manner authorized by Act 321.

#### **Financing the Authority**

##### **A. Financial Contribution From Each Participating Municipality Until Millage Election**

For the period consisting of the remainder of Fiscal Year ("FY") **10-11** the participating municipalities will equally fund the authority via contributions from each jurisdiction. For FY **11-12** the participating municipalities will equally fund the authority in an amount necessary to carry out the Authority's operations, as agreed upon by the legislative bodies of the participating municipalities during FY 10-11.

##### **B. Property Tax Levy**

As an alternative to the financial contribution formula in subsection A of this section, and in years following FY 10-11, the Authority may levy a tax on all taxable property within the territory of the Authority **if a majority of the electors in each of the participating municipalities voting on the question of a tax approve the proposal**, as authorized by Section 11 of Act 321. For so long as the Authority is funded by a levy as authorized by Section 11 of Act 321, the imposition of such a levy shall preclude the Authority from requiring any further financial contributions from each participating municipality. Nothing in this paragraph shall be construed as preventing a participating municipality, by action of its governing body, from providing additional contributions to the Authority, for either general or a specific use.



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Prior to making a final determination to levy a tax, as provided above, the Board shall seek the input of the legislative bodies of the participating municipalities.

C. Rollover Funding During Initial Operations

In addition to the above sources, the Authority may, during its first year of operations and additionally until the approval of a Property Tax Levy, be funded in part or whole via allocation of funds already designated for recreational activities by one or more of the participating municipalities. Any funds allocated directly from any participating municipality under this paragraph shall be credited toward that participating municipality's share under any budgetary computations under paragraph A for the first year or part thereof of operations of the Authority. During the start-up period of the Authority, and until the commencement of the Property Tax Levy, the Authority's funds shall be administered by the Treasurer, which shall account separately for all funds of the Authority. Prior to commencement of the Property Tax Levy, the Authority may determine whether the Authority shall, internally or by contract, make other arrangements for the management and accounting of the Authority's finances.

***Budgeting***

D. Budget Process During Periods Not Funded by Property Tax Levy

For so long as the Authority is not financed by a Property Tax Levy as provided in Section 11 of Act 321 and Article XIII (B) of these articles, the mandates of this paragraph shall apply to the Authority's budgeting process. The Board shall prepare a proposed annual operating and capital budget reflecting the projected revenues and projected expenditures of the Authority for the next fiscal year beginning January 1. The Board shall adopt the proposed budget by a majority vote of the members of the Board in such a manner as to assure submission of the adopted tentative budget to the participating municipalities no later than December 1 of each year. The proposed budget shall provide for contributions from the member municipalities which are not greater than those which would be arrived at using the formula utilized in subparagraph A. After the approval of the proposed budget by the governing bodies of a three-fourths majority of the participating municipalities, the Board shall give final approval to the Authority budget for the next fiscal year. The budget may be amended from time to time upon approval by the governing bodies of a two-thirds majority of the participating municipalities.

E. Budget Process During Periods Funded by Property Tax Levy

During any period in which the Authority is financed by a Property Tax Levy as provided in Section 11 of Act 321 and Article XIII (B) of these Articles, the mandates of this paragraph shall apply to the Authority's budgeting process, and shall supercede the mandates of paragraph (D) of this Article. The Board shall prepare a proposed annual operating and capital budget reflecting the projected revenues and projected expenditures of the Authority for the next fiscal year beginning January 1. The Board shall adopt the proposed budget by a majority vote of the members of the Board in such a manner as to assure that said budget is approved prior to January 1 of the year it is to commence. The Board's approval by majority vote shall be the final approval required for the budget. The budget may be amended from time to time upon approval

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of a majority of the Board. Nothing in this subsection shall be construed to require a participating municipality to fund the Authority with any general fund monies without the approval of said funding by that participating municipality's governing body, which shall retain the discretion to approve or deny general fund monies to the Authority during the time periods to which this subsection applies. During any period in which the Authority shall cease to be funded by a Property Tax Levy as provided in Section 11 of Act 321 and Article XIII (B) of these Articles, the budget procedure followed shall be that found in Paragraph (D) of this Article, which shall supercede this Paragraph during all such times.

F. Accounting and Budgeting Practices

The accounting and budgeting practices of the Authority shall conform with standard accounting practices, the Uniform Budgeting and Accounting Act, Act 2, Public Acts of Michigan, 1968, as amended, and all other applicable provisions of law.

**ARTICLE 14.**

**PARTICIPATING MUNICIPALITY WITHDRAWAL**

A participating municipality shall not withdraw from the Authority during the period that a tax is authorized to be levied by the electors of the Authority.

A participating municipality may withdraw from the Authority, subject to the limitation in the first paragraph of this Article, by resolution of the participating municipality's legislative body approving the withdrawal. A certified copy of the resolution shall be provided to the Board at least 6 months prior to the beginning of a new fiscal year for the Authority. Such new fiscal year shall serve as the effective date for the withdrawal.

A participating municipality that withdraws from the Authority shall remain liable for a proportion of the debts and liabilities of the Authority incurred while the participating municipality was a part of the Authority. The proportion of the Authority's debts for which a participating municipality remains liable as a result of this withdrawal from the Authority shall be determined by dividing the state equalized value of the real property in the participating municipality by the state equalized value of all real property in the Authority on the effective date of the withdrawal.

Any property owned by the Authority, which is in the possession of the withdrawing municipality or in the possession of personnel who will no longer remain with the Authority as a result of the participating municipality's withdrawal from the Authority, shall be returned to the Authority before the effective date of the withdrawal. The withdrawing municipality shall not be entitled to the return of any credit for any property or money it transferred to or paid to the Authority prior to the withdrawal.

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## **ARTICLE 15.**

### **DISSOLUTION OF AUTHORITY**

The Authority may be dissolved by the concurring resolution of the governing body of each then participating municipality of the Authority at the time of such dissolution. Prior to dissolution of the Authority any outstanding indebtedness of the Authority, including any bonds issued under Section 21 and/or Section 23 of Act 321 shall be paid. Any assets of the Authority remaining after the payment of any such outstanding indebtedness shall be distributed to the participating municipalities of the Authority at the time of the dissolution based upon each participating municipality's most recent financial contribution to the Authority. Any land, buildings, and/or facilities that were contributed to the Authority by a participating municipality and is maintained, owned, or operated by the Authority shall revert back to the originating municipality. Any land purchased by the authority or donated shall be sold and the proceeds distributed according to the 1) the formula in Article XIII, paragraph A, if the participating municipalities, at the time of dissolution, are directly funding the Authority's budget or 2) according to the formula arrived at by dividing the state equalized value of the real property in each participating municipality by the state equalized value of all real property in the Authority on the effective date of the dissolution. In all instances, the participating municipality in which said real estate is located shall be given the right of first refusal on the purchase of said real estate. In the event of a dissolution following a period of property tax levy by the Authority, any funds obtained via levy, and/or property purchased by such funds, which are subsequently distributed to the participating municipalities pursuant to this Article shall be assigned by the participating municipalities to public purposes consistent with the purposes approved by the electorate for the original levy.

Notwithstanding the above paragraph, in the event that, at the time of dissolution, the Authority is in possession of lands acquired with, or developed with, in whole or in part, grant funds from the Michigan Natural Resources Trust Fund (hereinafter the "MNRTF"), the following procedure shall control the disposition of said lands. All lands purchased or developed with MNRTF funds, in whole or in part, must be maintained as public outdoor recreation land in perpetuity, unless said lands are replaced with land of equivalent fair market value and recreational usefulness, unless said lands, instead of being purchased, are leased for a period of at least twenty (20) years with the assistance of MNRTF funds. Accordingly, to comply with MNRTF mandates in the event of dissolution, the participating municipality in which the lands acquired or developed with MNRTF funds are located shall assume title and control of said lands, and shall be required to maintain said lands as public outdoor recreation land in perpetuity, or until the expiration of any lease of the lands from any party to the Authority or its successors whose original period was twenty (20) years or longer, whichever is greater, unless said lands are replaced with land of equivalent fair market value and recreational usefulness. Said lands shall be transferred to the participating municipality in which the lands are located, and said transfer shall not be credited, set-off, or computed against any other allocation under this Article's dissolution procedure, nor shall any credit, computation, or set-off be made in recognition of any maintenance costs associated with said lands.

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## **ARTICLE 16.**

### **EMPLOYEES**

The Board may employ such personnel and employees as it may consider desirable and may retain from time to time the services of attorneys, accountants, and other consultants, as the Board considers necessary to carry out the purpose of the Authority.

## **ARTICLE 17.**

### **AUDIT**

The Board shall procure an annual audit, consistent with the requirements of Section 27 of Act 321, to be made of the books, records and financial transactions of the Authority by a certified public accountant. Three copies of the audit report prepared by the certified public accountant shall be furnished to each participating municipality. The books and records of the Authority shall be open for inspection by any participating municipality at all reasonable times.

## **ARTICLE 18.**

### **STATE, FEDERAL AND PRIVATE GRANTS**

The Authority shall have the power to apply for and accept grants, loans or contributions from the United States of America or any agency or instrumentality thereof, the State of Michigan or other public or private organizations or foundations; and to do any and all requirements necessary or desirable to secure such financial or other aid or cooperation in carrying out any of the purposes of Act 321. In the event that any grant, loan or contribution shall require a long term obligation as to the use, maintenance, or operation of a specific piece of property, the approval of the governing body of the participating municipality in which such property is located shall be required prior to the acceptance of the grant, loan, or contribution by the Authority.

## **ARTICLE 19.**

### **INVESTMENT**

The Treasurer of the Authority when authorized by a resolution of the Board may invest general funds of the Authority. The board must approve the treasurer's investment policy. Such investment by the Treasurer shall be made in compliance with the laws of the State of Michigan.

## **ARTICLE 20.**

### **EXEMPTION FROM TAXATION**

The property of the Authority shall be exempt from all taxation and assessments and no writ of attachment or writ of execution shall be levied upon the property of the Authority.



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## **ARTICLE 21.**

### **PUBLICATION**

These Articles of Incorporation shall be published not less than once in a newspaper generally circulated within the participating municipalities, before they are adopted. The adoption of these Articles of Incorporation by a participating municipality shall be evidenced by an endorsement on these Articles by the clerk of such participating municipality. Upon adoption of these Articles of Incorporation by each of these participating municipalities, a printed copy thereof shall be filed with the Secretary of State by the Municipal Clerk of the last participating municipality to adopt the Articles.

## **ARTICLE 22.**

### **EFFECTIVE DATE**

The Authority shall become effective upon the filing of certified copies of these Articles with the Secretary of State, as provided in the preceding Article.

## **ARTICLE 23.**

### **AMENDMENTS**

These Articles of Incorporation may be amended at any time so as to permit any county, city, village, township or district to become a participating municipality of the Authority, if such amendment to the Articles of Incorporation are adopted by the legislative body of such county, city, village, township or district proposing to become a member, and if such amendment is adopted by the legislative body of each participating municipality of which the Authority is composed. During any period in which the Authority is financed by a Property Tax Levy as provided in Section 11 of Act 321, a majority of the electors in any county, city, village, township or district who desires to become a participating municipality of the Authority shall approve the tax the Authority has been authorized to levy by a majority vote of the electors of the Authority under section 11. Other amendments may be made to these Articles of Incorporation at any time if adopted by the legislative body of each participating municipality of which the Authority is composed. This requirement shall apply to all amendments to the articles, including those which would otherwise be exempted by paragraph (4) of Section 5 of Act 321. Any such amendment shall be published, endorsed, and certified and printed copies thereof filed in the same manner as the original Articles of Incorporation.

## **ARTICLE 24.**

### **REVERSION OF LEASES OF EXISTING PARK LAND**

In the event that any land leased to the Authority shall, during the Authority's stewardship and lease of said lands, be improved or developed, in whole or in part, with the assistance of Michigan Natural Resources Trust Fund ("MNRTF") and/or Land and Water Conservation Fund ("LWCF") monies, the Authority shall, throughout the Authority's stewardship and lease of the lands, be responsible for maintaining said lands in accordance with all grant requirements attendant to funding under the MNRTF and/or LWCF requirements. In the event of the dissolution of the Authority, or any other termination of the Authority's lease for any reason, the

COPY


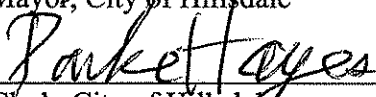
participating municipality which holds title to the lands shall maintain said lands in accordance with all grant requirements attendant to funding under the MNRTF and/or LWCF requirements, in perpetuity for those obligations occurring pursuant to LWCF requirements, and for the entire period of the grant or original lease of the property, whichever is longer, for those obligations occurring under the MNRTF. The requirements of this paragraph shall not be utilized in any way in determining any calculations, credits, or set-offs in regards to any dissolution arrangements under Article XV of these Articles.

## ARTICLE 25.

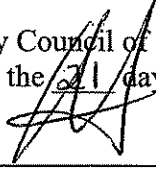
### MISCELLANEOUS

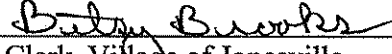
These Articles of Incorporation may be executed in one or more counterparts, each of which shall be deemed an original, but all of which together shall constitute one and the same instrument. The captions in these Articles of Incorporation are for convenience only and shall not be considered as part of these Articles of Incorporation or in any way limiting or amplifying the terms and provisions hereof.

These Articles have been adopted by the governing bodies of the: City of Hillsdale, the Village of Jonesville, the Township of Hillsdale and the Township of Fayette, as set forth in the following endorsements, and in witness whereof the Mayor and City Clerk of the City of Hillsdale, Village President and Village Clerk of the Village of Jonesville, Supervisor and Township Clerk of the Township of Hillsdale and Supervisor and Township Clerk of the Township of Fayette, have endorsed thereon the statement of such adoption.

  
\_\_\_\_\_  
Mayor, City of Hillsdale  
  
\_\_\_\_\_  
Clerk, City of Hillsdale

The foregoing Articles of Incorporation were adopted by the City Council of the City of Hillsdale, Hillsdale County, Michigan, at a meeting duly held on the 21 day of June, 2010.

  
\_\_\_\_\_  
Village President, Village of Jonesville

  
\_\_\_\_\_  
Clerk, Village of Jonesville

The foregoing Articles of Incorporation were adopted by the Village Council of the Village of Jonesville, Hillsdale County, Michigan, at a meeting duly held on the 16<sup>th</sup> day of June, 2010.

COPY

  
Supervisor, Township of Hillsdale

  
Clerk, Township of Hillsdale

The foregoing Articles of Incorporation were adopted by the Township Board of the Township of Hillsdale, Hillsdale County, Michigan, at a meeting duly held on the 15th day of July, 2010.

  
Supervisor, Township of Fayette

  
Clerk, Township of Fayette

The foregoing Articles of Incorporation were adopted by the Township Board of the Township of Fayette, Hillsdale County, Michigan, at a meeting duly held on the 12 day of July, 2010.

## Plan

## Appendix C. Notice for Public Meeting &amp; Public Meeting Results

**HILLSDALE DAILY NEWS**  
TUESDAY | SEPTEMBER 4, 2012

**BENEFITS OF HOMEMADE FOOD**  
FARM, A6

**Thinking Weight Loss?**  
FREE SEPT. 8th  
Tuesday, Sept. 4, 7:00 p.m.  
Hillsdale Surg.  
451 Hidden Meadows Dr.  
Hillsdale Surgical Group  
Register by 4:00 p.m.  
Hillsdale Community Health  
A teaching unit of Michigan State University  
www.hillsdale.net

**INSIDE**

**PLAYERS GATHER FOR WALDRON TOURNEY**  
SPORTS, B1

**COUNTY NATIONAL BANK PROMOTES LANTIS**  
BUSINESS, B6

**TOBACCO QUIT LINE OFFERS PATCHES, GUM**  
HEALTH, A9

**HEADWATER RECREATIONAL AUTHORITY**  
**Public input sought at Wednesday meeting**  
By Nicole Dominique  
nicole.dominique@hillsdale.net

HILLSDALE — A public meeting could open new doors for local recreation enthusiasts as the Headwater Recreational Authority (HRA) gets the ball rolling.

"Opportunities for trail development, including new linkages to existing trails and better connections to regional and downtown amenities, are just a few of the trail-related items that will be discussed at a public meeting on Wednesday, Sept. 5 at the Hillsdale Community Library," organizers said in a press release.

The meeting begins at 6 p.m., and officials are looking forward to input from the public, which could help with recreation and trail plans for the region.

"Once the plan is developed and adopted, (HRA) officials expect to submit the plan to the Department of Natural Resources, effectively making the area eligible for state grant funding," organizers say.

HRA is made up of representatives from Hillsdale, Jonesville and Hillsdale and Fayette townships.

The group was established in 2010 and oversees the planning, construction and maintenance of the non-motorized, multi-use trail system in the area.

"Local leaders have been working on strategies for implementing a regional non-motorized trail system since 2008, after a Michigan State University smart growth assessment, community discussions and a community-wide survey found there was tremendous community support for (it)," the release continued.

**See Meeting, page A2**

**MEETING**  
Continued from the front

Ongoing discussions have pinpointed the desire for a new multi-use link between Jonesville and Hillsdale away from M-99.

"Many portions of the current pathway along the highway are very noisy, promote vehicular/pedestrian conflicts and are in disrepair," organizers said.

Discussions have also revealed the desire to connect the existing trail network with the South and Middle Sand Lake area and the

**Swiss Steak**  
With Homestead  
Sept. 8th - 4th at 1  
Montgomery Ave  
Adults \$8 Children 7-1



## Comments

Traffic Congestion at McDonalds & Udder Side would need to be addressed if this area was utilized as a trail head.

Option 2 is great. However, options 1, 2 and 4 works too.

Needs better signage along Monroe Street



## **Appendix D. Notice of Availability of Plan for Review and Comment & Received Comments And Notice for Public Hearing**

### PUBLIC NOTICE

Notice is hereby given for the public review of the proposed five-year Recreation and Pathway Plan for the Headwaters Recreational Authority. The purpose of the Public Review is to receive comments and suggestions on the Plan. A copy of the Recreation and Pathway Plan is available for review and comment at the City of Hillsdale, City of Jonesville, Hillsdale Township, and Fayette Township offices, and the Hillsdale Community Library, and on line at cityofhillsdale.org. The comment period shall last for at least thirty days from the date of this notice. At the end of the review period, a public meeting will be held on Wednesday, February 27, 2019 at Hillsdale City Hall, 97 N. Broad St., Hillsdale, MI 49242, 7 p.m.

Please submit any comments to:  
Michelle Loren, Secretary  
Headwaters Recreational Authority  
97 N. Broad St.  
Hillsdale, MI 49242  
(ph) 437-6457  
Email: recreation@cityofhillsdale.org

STATE OF MICHIGAN

)  
) SS

COUNTY OF HILLSDALE

)

Brittney Grieser, being first duly sworn, says that she is the Classified Account Manager of the Hillsdale Daily News, a newspaper published in the English language for the dissemination of local or transmitted news and intelligence of a general character and legal news, which is a duly qualified newspaper, and that annexed hereto is a copy of a certain order taken from said newspaper, in which the order was published on the following dates, to wit:

January 26, 2019

Brittney Grieser  
Brittney Grieser, Classified Account Manager

Subscribed and sworn to before me this 29 day of

January, 2019

Marilynn Baker  
Notary Public for Hillsdale County, Michigan

My commission expires 11-9-2024

MARILYNN BAKER  
NOTARY PUBLIC - STATE OF MICHIGAN  
My Commission Expires 11/9/2024  
Acting in the County of Hillsdale

# Affidavit of Publication

Headwaters Rec

## PUBLIC NOTICE

A Regular Meeting of the Headwaters Recreational Authority will be held on Wednesday, January 15, 2020, 12:00 Noon at Hillsdale City Hall, 97 N. Broad St., Hillsdale, MI, 2nd Floor Conference Room for the purpose of adopting the updated 5-Year Recreation and Pathways Plan. For more information please call 517-437-6457.

STATE OF MICHIGAN

)  
) SS

COUNTY OF HILLSDALE

)

Brittney Potwin, being first duly sworn, says that she is the Classified Account Manager of the Hillsdale Daily News, a newspaper published in the English language for the dissemination of local or transmitted news and intelligence of a general character and legal news, which is a duly qualified newspaper, and that annexed hereto is a copy of a certain order taken from said newspaper, in which the order was published on the following dates, to wit:

January 9, 2020

Brittney Potwin

Brittney Potwin, Classified Account Manager

Subscribed and sworn to before me this 9 day of

January, 2020

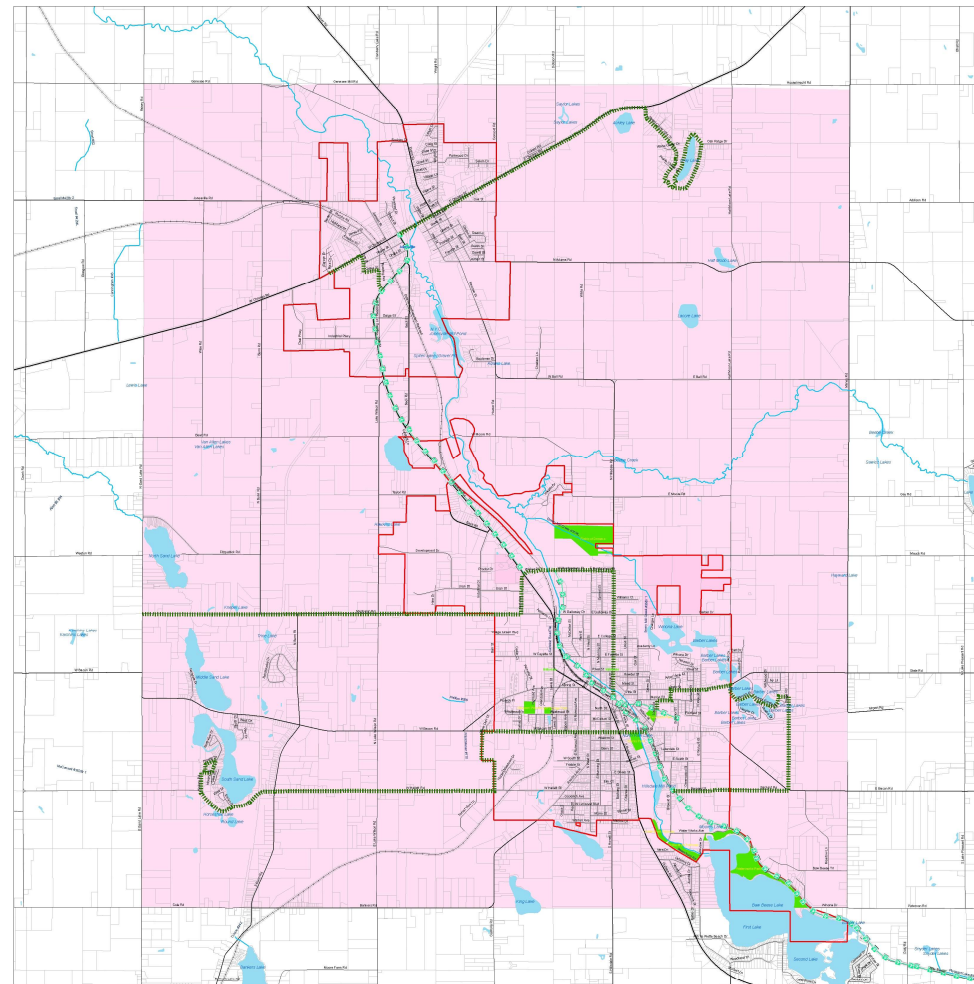
Marilynn Baker

Notary Public for Hillsdale County, Michigan

My commission expires 11-9-2024

MARILYNN BAKER  
NOTARY PUBLIC - STATE OF MICHIGAN  
My Commission Expires 11/9/2024  
Acting in the County of Hillsdale

### Proposed Regional Bicycle/Pedestrian Pathway Map



#### Legend

Rivers/Creeks	<b>Bicycle/Pedestrian Pathway</b>	State Trunkline
County Open Drain	Existing	County Primary
Railroad	Proposed	County Local
City Parks	<b>Roads/Streets Type</b>	City Major
College Property	Undefined	City Minor
Planning Region		

0 0.5 1 2  
Miles



Produced by Hillsdale County GIS  
March 5, 2009



Plan

## **Appendix E. Public Hearing Minutes**

# HEADWATERS RECREATIONAL AUTHORITY

97 N. Broad St.

Hillsdale, MI 49242

## MINUTES

January 15, 2020

1. Call to Order at 12:04 p.m.

Present were: Chair Gerry Arno, Nate Baker, Jerry Drake, Margot Games, Sara Liszynai, Michelle Loren, and Rod Stewart,  
Absent were: Michelle Wilcox and Cynthia Fletcher

2. Additions to Agenda: Chair Gerry Arno added approval of minutes of the July 24, 2019 Regular Meeting

3. Approval of minutes of October 23, 2019

Motion by Sara Liszynai, support by Nate Baker, to approve the minutes of the October 23, 2019 meeting as presented.

All ayes. Motion carried.

4. Public Comment on Agenda Items

None. No members of the public in attendance

5. Reports:

A. Current Headwaters Bank Balance

Secretary Michelle Loren reported a Headwaters bank balance of \$1,194.00

B. Total in donations for writing grants (\$\$)  
None to report

C. Reports –

Fayette Township –

Hillsdale Township –  
No report

City of Hillsdale –

Secretary Michelle Loren submitted a bill in the amount of \$72.84 from the Hillsdale Daily News for publication of the January 15, 2010 meeting for the purpose of adopting the updated Recreation and Pathways Plan.

Motion by Michelle Loren, support by Jerry Drake, to submit payment in to the Hillsdale Daily News in the amount of \$72.84 for publication of the January 15, 2020 meeting.

All ayes. Motion carried.

#### City of Jonesville –

Chair Gerry Arno reported City of Jonesville City Manager Jeff Gray will be speaking with Jonesville Rotary regarding a possible grant through Rotary International and will inquire how much they might be seeking.

- D. Update on Web-Site- Margot Games – Margot Games reported she had a Facebook page set up for Headwaters Recreational Authority but is unable to add Michelle Loren as an administrator. Michelle offered she will get in touch with the City of Hillsdale IT Department to see if they can help set it up.

Margot will look into Go Fund Me and Crowd Funding in order to solicit donations for the trail project.

#### E. Other Business/Comments

Gerry Drake will not be in attendance for the February or March meetings. Jerry Drake will not be in attendance at the February meeting.

It was agreed that the February meeting will not take place unless there is business to be handled.

#### F. Recreation and Pathway Plan.

Motion by Rod Stewart, support by Jerry Drake, to approve the updated 5 Year Recreation and Pathways Plan and direct Michelle Loren to submit the Plan to DNR for approval.

Roll Call:

Gerry Arno – yes  
Jerry Drake – yes  
Nate Baker – yes  
Margot Games – yes  
Michelle Loren – yes  
Sara Liszynai – yes  
Rod Stewart – yes

7 – yes    0 – No

Motion carried.

G. Update on Grant Progress.

Discussion took place regarding the next steps in the grant process. Michelle will check with Joe Wright with regard to the necessary easement through MDOT or the property owner at 41 Montgomery St.

Fundraising was also discussed as well as monetary commitment from different entities. Rod Stewart offered that he would attend a meeting with Michelle with Hillsdale Hospital COO Jeramiah Hodshire once a meeting date is set.

Adjournment 12:55 p.m.

Respectfully submitted,

Michelle Loren, Secretary

Plan

## **Appendix F. Resolution of Adoption**



RESOLUTION #004

HEADWATERS RECREATIONAL AUTHORITY  
RESOLUTION TO ADOPT RECREATION AND PATHWAY PLAN 2018-2023

**WHEREAS**, pursuant to Act 231 of 2000, the City of Hillsdale, Hillsdale Township, City of Jonesville and Fayette Township has formed Headwaters Recreational Authority; and

**WHEREAS**, the aforesaid Recreational Authority has prepared a five year Recreation and Pathway Plan; and

**WHEREAS**, after a duly noticed public meeting held on January 15, 2020, this Recreational Authority, consisting of the City of Hillsdale, Hillsdale Township, City of Jonesville, and Fayette Township, met to hear public comment; and

**WHEREAS**, the Headwaters Recreational Authority wishes to submit the plan to the Michigan Department of Natural Resources for approval and qualification for finding applications in the remainder of the five year period;

**NOW, THEREFORE**, be it resolved by the Headwaters Recreational Authority to hereby approve and adopt the Recreation and Pathway Plan.

Chair Gerald Arno	-	Yes
Nate Baker	-	Yes
Jerry Drake	-	Yes
Margot Games	-	Yes
Sara Liszynai	-	Yes
Michelle Loren	-	Yes
Rod Stewart	-	Yes

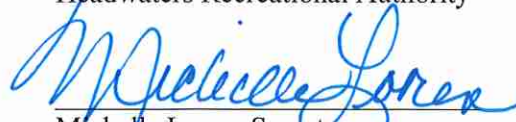
7 – Yes

0 – No

DATE: January 15, 2020

  
Gerald Arno, Chair

Headwaters Recreational Authority

  
Michelle Loren, Secretary  
Headwaters Recreational Authority

## **Appendix G. Letters to Regional Planning Agency & County Planning Commission**



January 15, 2020

Region 2 Planning Commission  
12 West Michigan Avenue  
Jackson, MI 49201

Attention Steven M. Duke, Executive Director

Dear Commissioners,

On behalf of the Headwaters Recreational Authority, I am submitting our *Recreation and Pathway Plan* to the Hillsdale County Planning Commission.

The primary objective of the *Recreation and Pathway Plan* is to coordinate and guide future efforts and investments in trail development for the greater Hillsdale & Jonesville Communities. The *Recreation and Pathway Plan* does not replace the individual recreation plans for each of the four participating municipalities of the Authority: City of Hillsdale; City of Jonesville; Hillsdale Township and Fayette Township. Rather, the Plan is designed to coexist with and compliment the individual Recreation Plans.

Through the implementation of the Plan, we hope to continue to provide for a community-wide system of trails and pathways within the region.

The Plan was formally adopted by the Recreational Authority on January 15, 2020. The Plan was developed through a comprehensive public planning process that encouraged citizen participation and open dialogue.

This Plan has been sent to the Michigan Department of Natural Resources and Environment for their approval and certification.

Please direct any comments to:

Michelle Loren, Secretary  
Headwaters Recreational Authority  
97 N. Broad Street  
Hillsdale, MI 49242

Sincerely,

A handwritten signature in black ink, appearing to read "Gerald Arno", written over the printed name "Gerald Arno".

Gerald Arno

Chairperson, Headwaters Recreational Authority



January 15, 2020

Hillsdale County Planning Commission  
Hillsdale County Intermediate School District Administrative Offices  
310 W. Bacon Rd.  
Hillsdale, MI 49242

Attention Jack Mosley, Chair

Dear Commissioners,

On behalf of the Headwaters Recreational Authority, I am submitting our *Recreation and Pathway Plan* to the Hillsdale County Planning Commission.

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Michelle Loren, Secretary  
Headwaters Recreational Authority  
97 N. Broad Street  
Hillsdale, MI 49242

Sincerely,

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Gerald Arno

Chairperson, Headwaters Recreational Authority