

City of Clare, Michigan

Master Plan Amendment

For the Grant Township Expansion Area

April 29, 2009

Planning Assistance Provided by:

McKenna Associates, Inc.
Northville, Michigan

RESOLUTION 2009-004PC

**City of Clare
Clare and Isabella Counties, Michigan**

**RESOLUTION ADOPTING THE MASTER PLAN AND FUTURE LAND USE MAP
AMENDMENT FOR GRANT TOWNSHIP EXPANSION AREA**

At a meeting of the Planning Commission of the City of Clare, located in Clare and Isabella Counties, Michigan, held on November 11, 2009 at 6:30 P.M. at City Hall,

The Planning Commission determined that:

WHEREAS, the Michigan Planning Enabling Act, P.A. 33, of 2008, requires the Planning Commission to make and adopt a basic plan or parts of a plan corresponding with major geographic sections or divisions of the City, including areas outside of current municipal boundaries, as a guide for the physical development of the municipality; and

WHEREAS, Notices of Intent to prepare an updated Master Plan were sent to all required entities and other governmental agencies, consistent with the provisions of the Michigan Planning Enabling Act, P.A. 33, of 2008; and

WHEREAS, the Planning Commission has made careful and comprehensive surveys and studies of present conditions and the future needs of the City and surrounding land areas, and have met consistently to research and prepare a draft of the updated Master Plan and Future Land Use Map; and

WHEREAS, the Master Plan Amendment for the Grant Township Expansion Area includes text, maps, land use and development policies, existing and future land use, demographics, transportation, and implementation proposals; and

WHEREAS, the Planning Commission has developed a Future Land Use Map for the Grant Township Expansion Area that allocates land in appropriate amounts for the future development of single-family and multiple family residential uses; retail and office uses; and public uses; and

WHEREAS, the Planning Commission held a public hearing in accordance with the procedures of the Michigan Planning Enabling Act, P.A. 33, of 2008, and said plan was on display before the public hearing in accordance with P.A. 33, of 2008;

NOW THEREFORE BE IT RESOLVED, that the Planning Commission of the City of Clare on this 11th day of November, 2009 hereby adopts the Master Plan and Future Land Use Map for the Grant Township Expansion Area for the City of Clare; and

BE IT FURTHER RESOLVED, that the Plan in its final form be adopted, attested to and transmitted to all entities required by the Michigan Planning Enabling Act, P.A. 33 of 2008.

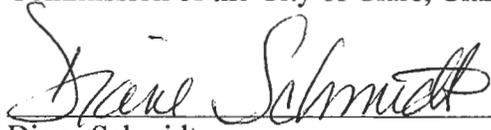
Roll Call Vote:

Ayes: Jerry Forsberg, Dave Prawdzik, Glenda Carmoney, Jan Winter, Elaine Demasi, Karla Swanson, John Kline, and Ben Walters.

Nays: None

Absent: Darren Acton

I hereby certify that the foregoing is a true and complete copy of a resolution adopted by the Planning Commission of the City of Clare, Clare and Isabella Counties, Michigan.



Diane Schmidt
Planning Commission Secretary

12.3.09
Date

Acknowledgments

The participation and cooperation of community leaders in the preparation of this Master Plan Amendment is greatly appreciated. In particular, we acknowledge the efforts of the following individuals:

City Commission

Patrick Humphrey, Mayor
Jean McConnell, Mayor Pro-Tem
Tom Koch, Commissioner
John Koch, Commissioner
Bill Horwood, Commissioner

Planning Commission

Jerry Forsberg, Chair
Darren Acton
Glenda Carmoney
Elaine Demasi
John Kline
Dave Prawdzik
Karla Swanson
Ben Walters
Jan Winters

City Manager

Ken Hibl

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Section 1

Project Background

The Michigan Planning Enabling Act, Public Act 33 of 2008, allows the Planning Commission to plan for "...any areas outside of the municipal boundaries that, in the Planning Commission's judgment, are related to the planning of the municipality." In September of 2008, the City of Clare and Grant Township (Clare County) entered into an Urban Cooperation Agreement for the area described as:

All lands outside of the present boundaries of the City of Clare contained in the south one-half of Section 22, 23, and 24, the east one-half of Sections 28 and 33, the southeast one-quarter of Section 21, as well as all lands within Sections, 25, 26, 27, 34, 35, and 36 of Grant Township, Clare County, Michigan.

Subject to the requirements of the Urban Cooperation Agreement, any parcel included within the land area above has the potential to become part of the City of Clare. Grant Township does not have a Master Plan or Zoning Ordinance to guide the future development of this area. Therefore, this Master Plan amendment is intended to serve as the basis for future land use decisions in this area should any of these lands be transferred to the City's jurisdiction.

Section 2

Existing Conditions

Socio-Economic Trends

The following is a summary of the existing socio-economic characteristics of the proposed expansion area, City of Clare, and State of Michigan.

**Table 1: Summary of Socio-Economic Characteristics
City of Clare, Grant Township Expansion Area, and Michigan, 2008**

	Expansion Area	City of Clare	State of Michigan
Total Population	658	3,026	10,314,853
Total Households	271	1,347	3,986,445
Average Household Size	2.43	2.25	2.59
Median HH Income	\$40,000	\$35,227	\$55,744
Owner Occupied Housing Units	63.1%	53.4%	66.0%
Renter Occupied Housing Units	26.9%	37.5%	23.4%
Vacant Housing Units	10.0%	9.0%	10.6%
Median Housing Value	\$83,500	\$87,564	\$110,257
1990-2000 Pop Growth	0.77%	0.39%	0.67%
2000-2008 Pop Growth	-0.07%	-0.57%	0.45%
2008-2013 Pop Growth	-0.03%	-0.35%	0.39%
1990-2000 Households Growth	1.43%	1.12%	1.02%
2000-2008 Households Growth	0.27%	-0.29%	0.63%
2008-2013 Households Growth	0.15%	-0.16%	0.52%
Employment: White Collar	58.7%	55.9%	57.7%
Employment: Blue Collar	23.6%	23.0%	25.4%
Employment: Service	17.8%	21.1%	16.9%
Education: HS Only	35.2%	36.0%	31.8%
Education: Bachelor's Degree	13.5%	12.2%	15.1%
Education: Advanced Degree	7.7%	7.5%	9.3%
Percent Under 20 Years Old	26.3%	25.4%	27.1%
Percent Over 65 Years Old	17.9%	18.2%	12.3%
Percent Single-Family Detached (2000)	67.9%	55.1%	71.3%
Median Contract Rent (2000)	\$269	\$307	\$468

Source: ESRI All data from 2008 unless noted

Population Characteristics

The proposed future expansion area (“expansion area”) is illustrated on Map 1, Existing Land Use. This area encompasses the portions of Grant Township (Clare County) that are subject to the Urban Cooperation Agreement dated September 9, 2009. This expansion area has a total population of 658, about one-fifth the size of the City of Clare. The average household contains 2.43 persons, more than the City (2.25) but less than Michigan overall (2.59).

26.3% of the residents in the expansion area are under 20 years old, while the City only has 25.4% of its population in the same age group. This suggests that while the expansion area may contain more families with children than the City, the Clare area is not a large draw for young families to live. Older persons (65 and over) comprise about 18% of the population of both the City and the expansion area; statewide, only 12% of Michigan residents are over 65. Land use plans should consider the needs of an aging population, especially with regard to transportation in the more sparsely developed expansion area.

The 1990s were a period of strong population growth in Clare and its surrounding townships, with the expansion area outpacing overall growth in the State population over the decade. The total population has declined slightly since 2000, but is expected to level off over the next five years.

Households and Income

The median household income in the expansion area is nearly \$5,000 higher than in the City, although the median housing value and median rent are both lower in the expansion area. It may be that while the more affluent population chooses to live outside the City, housing costs in the expansion area are lower due to lack of public services. If the expansion area is incorporated into the City of Clare in the future, housing values may increase as water and sewer service become available.

The number of households in the expansion area has grown consistently since 1990, although this value, too, is expected to level off by 2013. The number of owner occupied housing units in this area is 10% higher than in the City, suggesting a relatively stable housing base. 68% of occupied houses are single-family detached units, historically a desirable type of home among families.

The high percentage of single-family homes compared to the City (55.1%) also suggests that public services necessary to support denser housing types and nonresidential uses are concentrated within the City limits. As public services become available in the expansion area, higher density residential and non-residential uses may increase along major thoroughfares. The land use plan should ensure that adequate commercial and employment uses are designated so as to support a potentially higher population density in key areas.

Employment

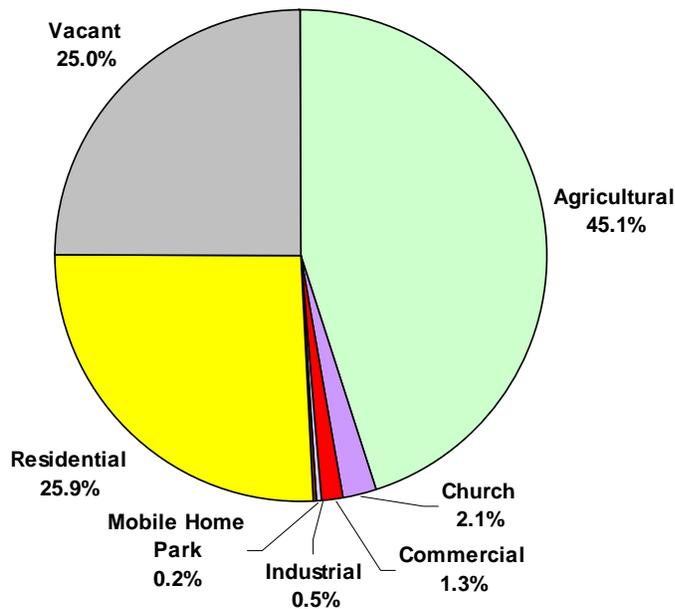
In the expansion area, a slightly higher percentage of residents (58.7%) are employed in white-collar professional jobs than in the City (55.9%), where service-sector employment claims a larger share of residents than in the expansion area (21.1% vs. 17.8%). With more professionals living in the expansion area, some land may be appropriately set aside for office park or industrial park type development to allow residents opportunities to work closer to home. Service jobs should continue to be focused toward the City (and perhaps minor nodes around highway interchanges), with future transportation policy taking into account the needs to Township and expansion area residents to travel into downtown Clare.

Existing Land Use

There is a broad mix of land uses in the expansion area, largely resulting from a lack of planning and zoning in Grant Township. Based on aerial photography and on-the-ground reconnaissance, seven major types of existing land use have been identified in the expansion area. These land uses are summarized as follows:

Residential. Residential uses account for one-quarter of the expansion area and are predominantly single-family homes or developed home sites. Residential uses are scattered throughout the expansion area, but large concentrations of existing homes are evident north and west of the City of Clare.

**Figure 1: Existing Land Use
Grant Township Expansion Area, 2009**



Source: McKenna Associates

Agriculture. Nearly half (46%) of the expansion area is classified as agricultural land, based on analysis of recent aerial photography. No distinction has been attempted among various types of agricultural operations, and this category may include open fields or scrubland that is not actively being farmed.

Vacant. Twenty-five percent of the proposed expansion area is classified 'vacant'. These parcels are undeveloped, appear not to be in agricultural use, and often contain significant natural features, such as woodlots, rivers, and floodplains.

Religious Institutions. Churches and religious institutions comprise 2% of the expansion area. While not typically planned as a separate land use, these facilities fall somewhere between residential and commercial uses in their character and should be recognized as part of the community.

Commercial. Existing commercial uses, including gas stations, hotels, and general retail, account for 1% of the expansion area. While a small proportion of the existing land uses, this distribution is likely appropriate given the low population in the expansion area and the proximity of Downtown Clare.

Industrial. Industrial or intense commercial operations are not very prevalent in the expansion area, with only one-half percent of the land devoted to such uses based on the visual survey. Most industrial activity in the Clare area is located south of the City, outside the expansion area.

Mobile Home Park. One mobile home park is located in the expansion area, along North McEwan Street. This use accounts for 0.2% of the expansion area and is not expected to increase or decrease significantly in the future.

Existing Land Use Potential City Expansion Area

Grant Township
Clare County, Michigan

- Agricultural
- Church
- Commercial
- Industrial
- Residential
- Mobile Home Park
- Vacant
- City Limits
- Water
- Potential City Limits
- State Highways
- Local Roads
- Railroads

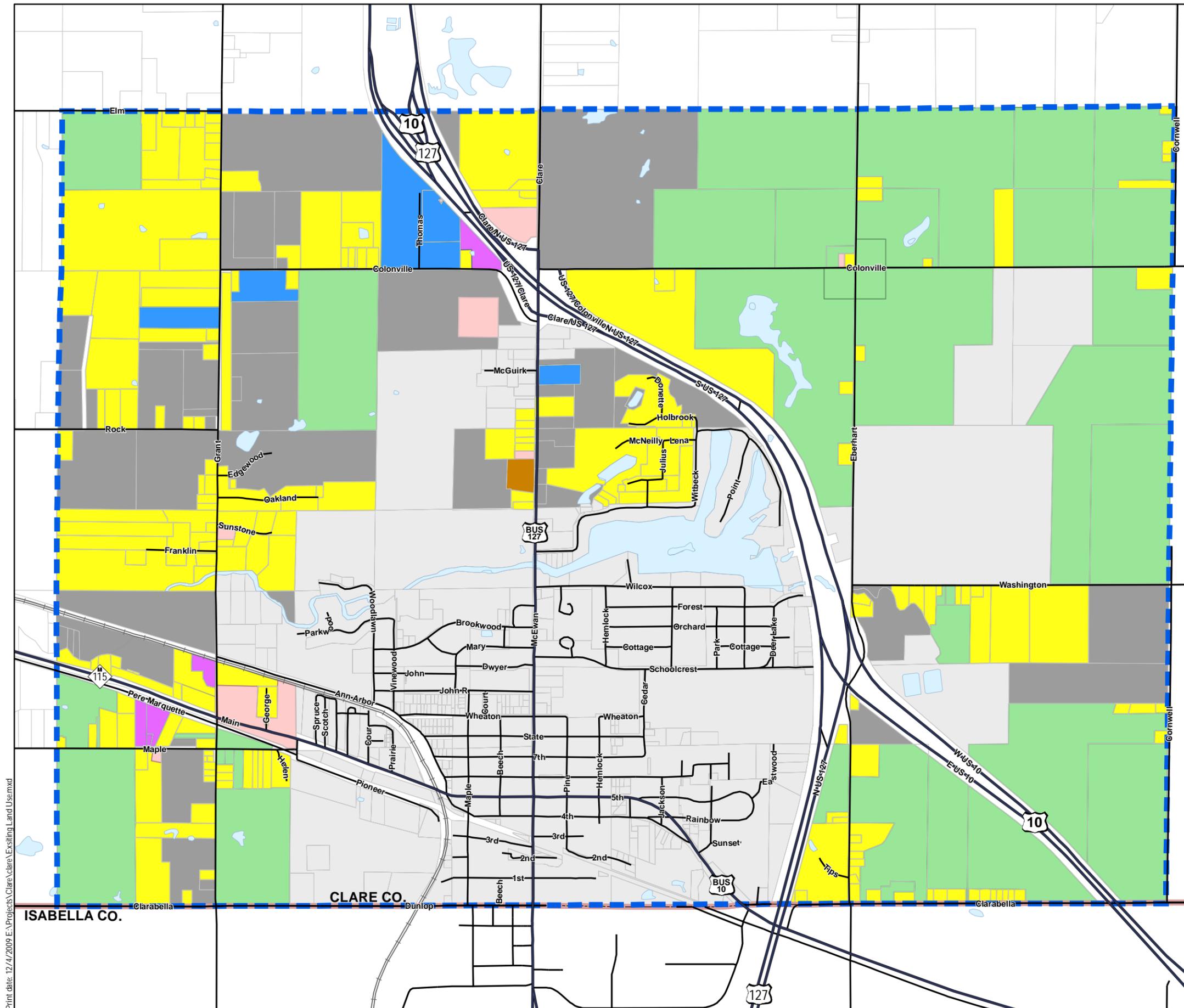
Base Map Source: MCGI v8a; Clare County, 2009
Data Source: McKenna Associates, 2009



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Section 3

FUTURE LAND USE

Vision for the Future

The designated expansion area would, if fully annexed, add about six square miles to the land area of the City of Clare. While this expansion would open up significant potential for growth and development, the City must take caution to ensure that public services are available to support large-scale development.

The 2007 Master Plan and this amendment to that Plan build on the features that residents of the area find most appealing. This amendment is designed to assist the City of Clare with balancing land uses to meet current and future needs while being aware of the impacts some of these land uses may have on the features most valued by the residents.

The City's 2007 Master Plan includes the following Vision Statement:

"The City of Clare will be a community that maintains its small town atmosphere yet will still seek to offer a variety of retail and service-oriented businesses, recreational activities, employment opportunities and housing choices to its residents.

"Clare, in coordination with adjoining Townships, will manage growth so that the growth makes the best use of the residential and commercial areas, infrastructure and land resources.

"New development will:

- Be sustainable and will enhance existing development*
- Be able to tolerate economic depression and will be fiscally sound.*
- Fortify the economy of Clare and will not be implemented at the expense of existing development.*
- Enable the community to maintain a high quality of life and support existing infrastructure, businesses and housing."*

This vision statement is also applicable to the proposed expansion area. Applying this vision for land use to an area which has not previously been planned or zoned will take some adaptation and may result in conflicts at the outset. For the most part, future plans are consistent with existing land uses; some larger tracts, however, are envisioned for new developments of greater intensity.

Expansion Area Goals and Objectives

The designation of future land use categories in the expansion area stems the City's 2007 Master Plan Goals and Objectives as well as the following:

- Maintain agricultural operations in locations best suited for such uses.
- Create additional opportunities for a diverse mix of residential land uses.
- Preserve open space and recreation land where significant natural features exist.
- Designate appropriate locations for coordinated employment centers that are buffered from single-family residential development.
- Encourage clustered residential development to preserve open space and viable agricultural areas.

Land Use Plan

This Master Plan amendment and the 2007 City of Clare Master Plan should serve as the primary guides for evaluating the appropriateness of future development and zoning within the expansion area. To implement the above described vision and guide the future land use within the expansion area, the following land use categories are designated on the following Future Land Use Map:

Agricultural – With a minimum lot size of 10 acres, the Agricultural designation seeks to maintain viable agricultural operations with the recognition that limited large-lot residential uses may be accommodated. Any residential development should be clustered to minimize infrastructure needs and maximize the preservation of rural open space and active agricultural areas. Open space should be contiguous to previously-designated natural areas to create continuous ecological corridors. Agricultural land is planned to comprise 34% of the total expansion area.

Rural Residential – The five-acre-minimum Rural Residential land use designation is intended to accommodate existing residential development while providing locations for future growth of suburban-style, large-lot homes. Located primarily in the northwest portion of the expansion area, the Rural Residential designation largely maintains the existing pattern of development. New subdivisions should focus on conservation design, with clustered housing and connected open space, to preserve the character of the area while allowing for growth. Approximately 28% of the expansion area is planned for Rural Residential uses.

Single-Family Residential – Continuing the intent of the current City Master Plan, the single-family residential land use designation encourages residential development at densities of 1-4 units per acre. While most of the land set aside for such uses is already developed, new projects should be developed consistent with the design character identified in the 2007 Plan for the Single-Family Residential designation. Focus on preserving open space and providing active

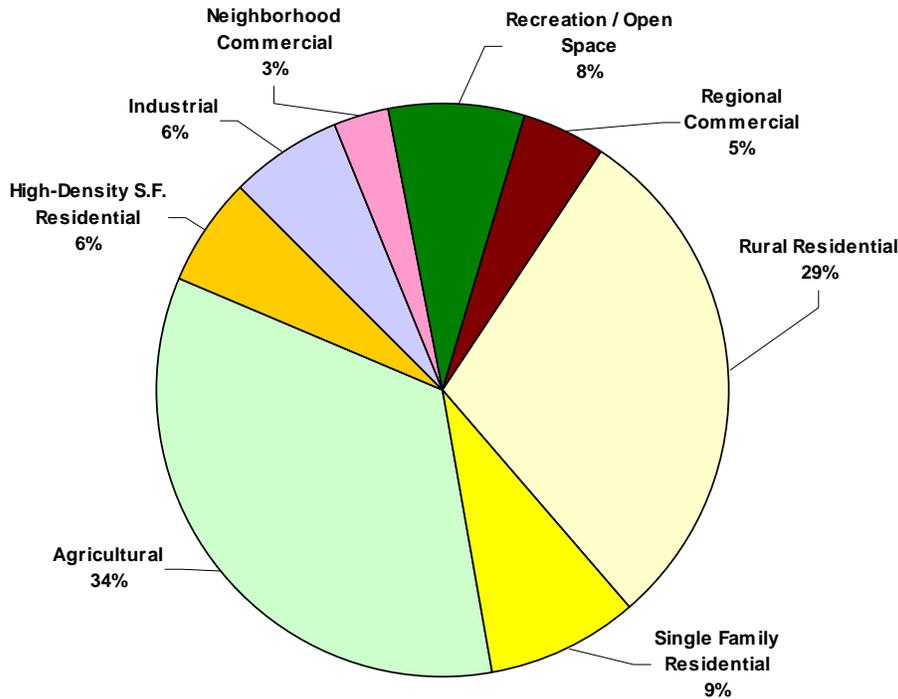
and passive recreation options for residents is encouraged. Any new roads should accommodate pedestrians and bicyclists as well as cars, and they should be designed in a grid-like pattern to provide a high degree of connectivity, both internally and externally. Nine percent of the expansion area is designated for Single-Family Residential uses.

High Density Single-Family Residential – The large triangle of land northeast of US-10 and bounded by Colonville and Eberhart Roads is envisioned as the location of well-planned higher-density residential development. With a mix of attached townhomes and detached single-family structures at densities of 4-6 units per acre, the High-Density Single-Family Residential area provides an appropriate location for significant population growth in a defined area. In addition to providing a range of housing types for Clare-area residents, this approach helps to protect more rural areas from the negative effects of unplanned development. New development in this area should comply with the design standards specified in the 2007 Master Plan for High Density Single Family Residential land uses. Just over six percent of the expansion area (212 acres) is designated for High-Density Residential.

Neighborhood Commercial – Several small pockets of land, primarily located at major intersections or along main road corridors, are indicated throughout the expansion area for future development as Neighborhood Commercial centers. In general these areas are currently occupied by or adjacent to existing commercial land uses. Appropriate uses for such areas include convenience stores, local services (banks, cleaners, etc.), restaurants, gas stations, and other quick-service commercial uses that would not typically be appropriate for a downtown area. The Neighborhood Commercial area should not detract from the retail and service uses available in Downtown Clare, but should allow residents in the expansion area to meet everyday needs with a short trip. Future neighborhood commercial development in the expansion area should be developed consistent with the design standards for Neighborhood Commercial detailed in the 2007 Master Plan. In the proposed expansion area, 2.5% of the land is planned for Neighborhood Commercial uses.

Regional Commercial – The Regional Commercial land use category accommodates larger retail and service uses (department stores, home improvement warehouses, hotels, etc.) on larger parcels of land with adequate public services and road access. All of the land designated for Regional Commercial use is clustered around the US-10/Colonville Road interchange and is intended to allow for uses too large for the established character of Downtown Clare. Any large-scale development should be attractive and well-designed, as this area serves as a gateway to the City of Clare. Strong landscaping, generous landscaped buffers setbacks from adjacent roadways and residential and agricultural land uses, and architectural guidelines should be established to prevent the conversion of the Regional Commercial area into a typical, placeless highway interchange that could be found anywhere in the Midwest. Six and one-half percent of the expansion area is designated for Regional Commercial uses.

**Figure 2: Future Land Use
Grant Township Expansion Area, 2009**



Source: McKenna Associates

Industrial –Uses in this area should have little to no external effects (noise, fumes, vibrations, etc.) as there are existing residential areas nearby. Light Industrial uses can provide a valuable source of employment for local residents and can diversify the tax base of the City. Future light industrial uses should be developed consistent with the Industrial design standards specified in the 2007 Master Plan. Additionally, uses within this land use designation located adjacent to the City Airport must comply with the requirements of the Only five percent of the expansion area is planned for Industrial, as other, larger industrial areas are already established on the south side of Clare.

Recreation and Open Space – While individual developments (both residential and non-residential) are encouraged to create pocket parks or neighborhood-scale recreation areas, some larger parcels of land are designated on the Future Land Use plan to be set aside as regional parks and open space preservation areas. Whether located along the Tobacco River or encompassing large wooded tracts, the protection of larger open space areas provides an ecological refuge in addition to enhancing the quality of life. Properly located, a chain of designated Recreation and Open Space lands combined with other public property could serve as the foundation for a local or regional trail system. Eight percent of the expansion area is designated for Recreation and Open Space uses.

Future Land Use Potential City Expansion Area

Grant Township
Clare County, Michigan

Future Land Use Categories

-  Agricultural
-  Rural Residential
-  Single Family Residential
-  High-Density S.F. Residential
-  Neighborhood Commercial
-  Regional Commercial
-  Industrial
-  Recreation / Open Space
-  Existing City Limits
-  Lakes and Ponds
-  Potential City Limits
-  Railroads

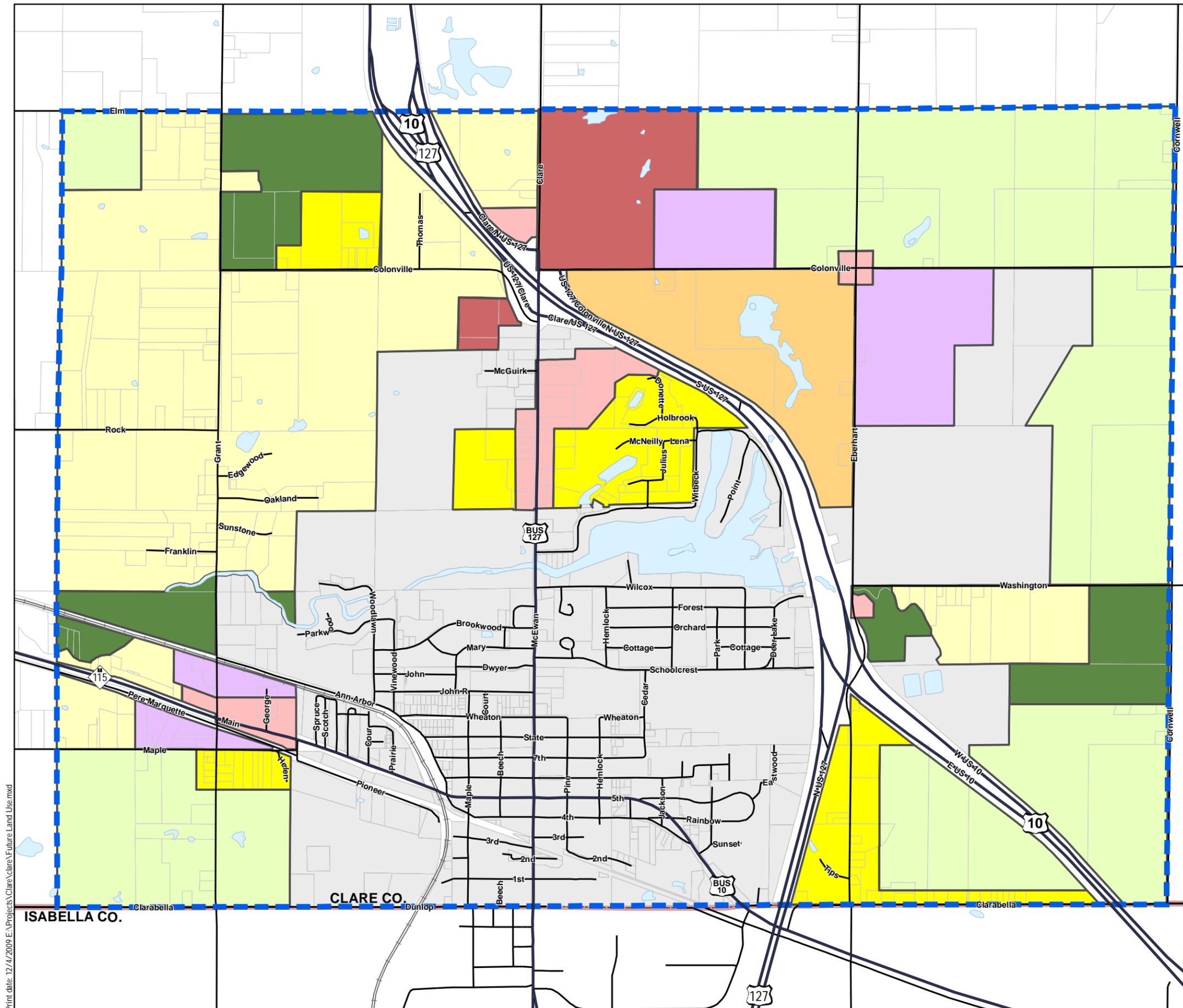
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Section 4

IMPLEMENTATION AND ZONING

Implementation

This Master Plan amendment represents a 20-year vision for the potential City of Clare Expansion Area. This amendment recognizes that the vision is contingent upon the incorporation of lands within the expansion area. Implementation of the recommended land uses within this area is fundamental to the orderly development of the City and Expansion Area.

The 2007 City of Clare Master Plan includes an extensive implementation program. The tools and techniques identified in the Plan are also applicable to the expansion area. Key tools for this area include:

- Cooperation between units of government;
- Continuous planning;
- Information and education;
- Public facility improvements and expansions;

Development in Grant Township is not regulated by zoning or guided by a master plan. Therefore, in addition to the tools identified in the 2007 Master Plan, it is imperative that the City establish zoning districts and design standards for potential uses within the expansion area prior to incorporating such land.

Zoning Plan

As noted above, land development review and regulation is a key implementation tool to achieve the vision of the 2007 Master Plan and this amendment. In order to realize that vision, the City must ensure that ordinances and regulations permit the type and style of development recommended by the Master Plan, as amended.

A comprehensive review of the City's ordinances, particularly the Zoning Ordinance, is necessary to determine the full scope of amendments necessary to achieve the goals of the Master Plan.

What Is A Zoning Plan?

A "zoning plan" is required by the Michigan Planning Enabling Act (PA 33 of 2008) and the Michigan Zoning Enabling Act (PA 110 of 2006, as amended). It must be based on an inventory of conditions pertinent to zoning in the municipality and the purposes for which zoning may be adopted (as described in Section 201 of the Michigan Zoning Enabling Act). The zoning plan identifies the zoning districts and their purposes, as well as the basic standards proposed to control the height, area, bulk, location, and use of buildings and premises.

Relationship to the Master Plan

The 2007 Master Plan and this amendment together establish the vision, goals, objectives, and policies for growth and development in Clare for approximately the next twenty years. It includes a specific strategy for managing growth and change in land uses and infrastructure over this period, and, as required by statute, will be periodically reviewed and updated at least once each five years. This section presenting the Zoning Plan, along with the rest of the Master Plan, is intended to guide the implementation of and future changes to the Clare Zoning Ordinance.

The following is a list of proposed land use designations and their corresponding zoning district:

<u>Future Land Use Designation</u>	<u>Zoning District</u>
Agricultural	<i>New district needed</i>
Rural Residential	<i>New district needed</i>
Single Family Residential	R-1 Single Family Residential
High-Density Single Family Residential	<i>New district needed</i>
Multiple Family Residential	R-2 Multiple Family Residential, modified
Regional Commercial	<i>New district needed</i>
Central Business District	<i>New district needed</i> (based on C-1 Commercial)
Neighborhood Commercial	C-1 Commercial, modified
Office	<i>New district needed</i>
Industrial	Combine C-2 and I, modified as appropriate
Public/Semi-Public	New district <i>or</i> cover uses in R-1 or C-1
Recreation	Cover uses in R-1 <i>or</i> new PSP district

Agricultural – Traditionally, large tracts of farmland have been located outside the City limits and there has been no need for City zoning regulations to protect agricultural uses. With the proposed expansion into Grant Township, however, it will become important to establish a new zoning district that allows agricultural activity to continue and reduce development pressures on productive lands.

Rural Residential – Like agricultural lands, large-lot residential development (such as is present today in Grant Township) has never been of great concern in the City’s zoning regulations. To maintain the character of the Township’s existing residential areas, a new zoning district should be created for Rural Residential land uses.

Single-Family Residential – The recommendations of the 2007 Master Plan and this amendment for the Single Family Residential land use category should be adequately addressed by the provisions of the existing R-1 zoning district. The City should look into amending the Zoning Ordinance to establish waterfront setback requirements based on existing residential building patterns, as discussed in the Master Plan.

High-Density Single-Family Residential – As described in the 2007 Master Plan, the High Density Single Family Residential land use category calls for planned developments of single-family homes at densities greater than permitted in the R-1 zoning district. To implement the recommendations of the Master Plan, a new zoning district should be created that aligns with the High Density Single Family Residential category description.

Multiple-Family Residential – The Multiple Family Residential land use category can be addressed by the existing R-2 zoning district, if the allowance for office uses is removed. Alternatively, the City may desire to encourage a mixed-use concept, in which case professional offices and multiple-family residential uses could be an appropriate mix for a single district. In this case, the text of the Future Land Use plan should be updated to more clearly state the intentions of the City. It would also be advisable to create two zoning districts: maintain the existing R-2 “mixed-use” district near downtown Clare and establish a purely residential multiple-family district for future annexation areas in Grant Township.

Regional Commercial – With the potential expansion of the City northward, large tracts of commercially-viable land will become available near the US-127/US-10 interchange. Large commercial lots attract a different category of businesses than a traditional downtown area, and the City’s zoning regulations need to be updated to reflect the unique challenges and opportunities that accompany large-scale business development. A new zoning district should be created to address Regional Commercial land uses.

Central Business District – There is no current zoning district that fully reflects the desired characteristics of the 2007 Master Plan's Central Business District land use category. A new zoning district should be created based on the existing C-1 Commercial district, but uses such as drive-through businesses and golf courses do not meet the recommendations of the Master Plan for the Central Business District and should be removed.

Neighborhood Commercial – Neighborhood Commercial land uses described in the Future Land Use Plan could be addressed by the existing C-1 zoning district, although some modifications (i.e., remove large-scale recreation facilities and adult businesses) should be made to more closely reflect the recommendations of the Master Plan.

Office – While the Master Plan calls for a separate land use category for Office uses, the current zoning districts aggregate office uses into the R-2 zoning district. In addition to the mixed office/residential district suggested above, a separate Office zoning district should be created.

Industrial – Currently, the zoning ordinance has three *de facto* industrial districts: the I district for heavy industrial uses, the IP district (which deals more with performance standards than individual uses), and the C-2 Commercial district, which is more accurately described as a “light industrial” zoning district. To address the recommendations of the Master Plan, the City should consider combining the provisions of the C-2 and I districts, with minor changes as appropriate. If a separate character is desired for the industrial park, an overlay district could be created with specific development standards for that location.

Public/Semi-Public and Recreation – The Future Land Use Plan calls for two categories of land use – Public/Semi-Public and Recreation – which are not typically implemented as distinct zoning districts. Many communities include the types of uses described by these two land use categories in a residential or commercial district. The option exists to designate a new Public or Institutional zoning district, which could encompass both of the land use types presented in the Master Plan. The City, in consultation with a zoning professional, should consider the advantages and drawbacks to each of these courses of action. If a new zoning district is created, specific standards should be defined (as for any other district) to prevent confusion in administration of the zoning ordinance.

COMMUNITY PLANNING CONSULTANT



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