



# City of Plymouth Planning Commission

## Regular Meeting Agenda

Wednesday, December 14, 2022 – 7:00 p.m.  
City Hall & Online Zoom Webinar

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Passcode: 538709

Webinar ID: 896 1055 3648

1. **CALL TO ORDER**
  - a) Roll Call
2. **CITIZENS COMMENTS**
3. **APPROVAL OF THE MINUTES**
  - a) Approval of the November 9, 2022 meeting minutes
4. **APPROVAL OF THE AGENDA**
5. **COMMISSION COMMENTS**
6. **PUBLIC HEARINGS**
7. **OLD BUSINESS**
  - a) Impervious Surface Ordinance Edits
8. **NEW BUSINESS**
  - a) Presentation of the Zoning Audit
  - b) Presentation of the Master Plan Process
9. **REPORTS AND CORRESPONDENCE**
10. **ADJOURNMENT**

Citizen Comments - This section of the agenda allows up to 3 minutes to present information or raise issues regarding items not on the agenda. Upon arising to address the Commission, speakers should first identify themselves by clearly stating their name and address. Comments must be limited to the subject of the item.

Persons with disabilities needing assistance with this should contact the City Clerk's office at 734-453-1234 x 234 Monday through Friday from 8:00 a.m. -4:30 p.m., at least 24 hours prior to the meeting. An attempt will be made to make reasonable accommodations.

# City of Plymouth Strategic Plan 2022-2026

## GOAL AREA ONE – SUSTAINABLE INFRASTRUCTURE

### OBJECTIVES

1. Identify and establish sustainable financial model(s) for major capital projects, Old Village business district, 35<sup>th</sup> District Court, recreation department, and public safety
2. Incorporate eco-friendly, sustainable practices into city assets, services, and policies; including more environmentally friendly surfaces, reduced impervious surfaces, expanded recycling and composting services, prioritizing native and pollinator-friendly plants, encouraging rain gardens, and growing a mature tree canopy
3. Partner with or become members of additional environmentally aware organizations
4. Increase technology infrastructure into city assets, services, and policies
5. Continue sustainable infrastructure improvement for utilities, facilities, and fleet
6. Address changing vehicular habits, including paid parking system /parking deck replacement plan, electric vehicle (EV) charging stations, and one-way street options

## GOAL AREA TWO – STAFF DEVELOPMENT, TRAINING, AND SUCCESSION

### OBJECTIVES

1. Create policies and programs that support staff recruitment/retention, including a coordinated recruitment program, flexible scheduling, and an internship program
2. Increase staff levels to appropriately support city services and departments
3. Provide staff/board/volunteer trainings and programming with a focus on improving understanding on issues of diversity, equity, and inclusion and emphasizing working with and serving diverse communities

## GOAL AREA THREE – COMMUNITY CONNECTIVITY

### OBJECTIVES

1. Engage in partnerships with public, private, and non-profit entities
2. Increase residential/business education programs for active citizen engagement
3. Robust diversity, equity, and inclusion programs
4. Actively participate with multi-governmental lobbies (Michigan Municipal League, Conference of Western Wayne, etc.)

## GOAL AREA FOUR – ATTRACTIVE, LIVABLE COMMUNITY

### OBJECTIVES

1. Create vibrant commercial districts by seeking appropriate mixed-use development, marketing transitional properties, and implementing Redevelopment Ready Communities (RRC) practices
2. Improve existing and pursue additional recreational and public green space opportunities and facilities for all ages
3. Develop multi-modal transportation plan which prioritizes pedestrian and biker safety
4. Improve link between Hines Park, Old Village, Downtown Plymouth, Plymouth Township, and other regional destinations
5. Maintain safe, well-lit neighborhoods with diverse housing stock that maximizes resident livability and satisfaction
6. Modernize and update zoning ordinance to reflect community vision
7. Implement Kellogg Park master plan

## **Planning Commission 2022 Goals**

1. Address ordinances pertaining to R-1 fences and height of residential structures
2. Begin the preliminary process for the 2023 master plan revision in Q4
3. Explore an impervious surface ordinance
4. Audit the current zoning ordinance and identify an approach for implementing form-based codes



**Plymouth Planning Commission**  
**Regular Meeting Minutes**  
**Wednesday, November 9, 2022 - 7:00 p.m.**  
**Plymouth City Hall 201 S. Main**

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City of Plymouth  
201 S. Main  
Plymouth, Michigan 48170-1637

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**1. CALL TO ORDER**

Chair Karen Sisolak called the meeting to order at 7:04 p.m.

Present: Chair Sisolak, Vice Chair Silvers, Commissioners Shannon Adams (left at 7:50 p.m.), Tim Joy, Jennifer Mariucci, Kyle Medaugh, Hollie Saraswat, Eric Stalter

Excused: Commissioner Joe Hawthorne

Also present: City Commissioner Kelly O'Donnell, Community Development Director Greta Bolhuis, and Planning Consultant Sally Elmiger

**2. CITIZENS COMMENTS**

There were no citizen comments

**3. APPROVAL OF MEETING MINUTES**

Saraswat offered a motion, seconded by Medaugh, to approve the minutes for the October 12, 2022, meeting.

There was a roll call vote.

Yes: Adams, Mariucci, Medaugh, Saraswat, Silvers, Stalter, Sisolak

Abstain: Joy

MOTION PASSED 7-0

**4. APPROVAL OF THE AGENDA**

Joy offered a motion, seconded by Saraswat, to approve the agenda for October 12, 2022.

There was a roll call vote.

Yes: Adams, Joy, Mariucci, Medaugh, Saraswat, Silvers, Stalter, Sisolak

MOTION PASSED 8-0

**5. COMMISSION COMMENTS**

Joy thanked the group for sending his wife a card.

Saraswat suggested adequate parking and adequate landscaping should interact with each other rather than being considered separately in the zoning ordinance.

Sisolak said she participated in the Citizens Academy and found it to be excellent.

**6. PUBLIC HEARINGS**

**a. Text Amendments to Residential Fences**

Sisolak opened the public hearing at 7:10 p.m. Hearing no comments, she closed the public hearing at 7:11 p.m.

The group discussed and agreed on the definition of picket fences and of decorative fences.

Joy offered a motion, seconded by Stalter, to accept the fence ordinance amendment as presented and send it to the City Commission for approval.

There was a roll call vote.

Yes: Adams, Joy, Mariucci, Medaugh, Saraswat, Silvers, Stalter, Sisolak

MOTION PASSED 8-0

## 7. OLD BUSINESS

PUD22-01: 100 S. Mill, Final PUD Review

Chris Plumb from Pulte Homes reviewed changes from the original submission and answered questions raised in the Carlisle Wortman report. He said they were open to adding an unmanned gate with a Knox box and completing the sidewalk and landscaping as requested. He also stated that the only lighting would be mounted on the buildings, and that he expected the first foundations to be laid in the fourth quarter of 2023.

Commission members asked questions about native plantings, the fence, and specifics in the Wade Trim engineering report.

Silvers offered a motion, seconded by Joy, to send PUD 22-01 at 100 S. Mill to the City Commission for final PUD review.

### ***Finding of Fact***

The project meets the requirements necessary to amend the PUD agreement as proposed.  
The project meets the objective of the master plan and provides a public benefit.

### ***Conditions***

The Carlisle Wortman comments and conditions are to be included as part of any approval by the Community Development Department.

The Wade Trim comments and conditions are to be included in any approval by the Community Development Department.

The drawing is to show "new fence" in the native plants area, as is currently shown as an existing fence.

The applicant has provided information for construction of the project of Q2 to Q4 of 2023.

Elmiger suggested adding the condition below.

The Carlisle Wortman and Wade Trim comments are to be addressed and the plans revised before the plan goes to the City Commission for final consideration.

Silvers and Joy agreed to the friendly amendment.

There was a roll call vote.

Yes: Adams, Joy, Mariucci, Medaugh, Saraswat, Silvers, Stalter, Sisolak

MOTION PASSED 8-0

## 8. NEW BUSINESS

There was no new business

## **9. REPORTS AND CORRESPONDENCE**

### **a. Zoning Audit Distribution**

Bolhuis distributed copies of the initial zoning audit report that outlines findings and inconsistent and outdated language. It was agreed that the next step would be prioritizing the list.

Sisolak said she attended a mayors and chairs meeting where they discussed paid parking, updates to the parking deck improvement project, the upcoming strategic plan meeting and an HDC training.

O'Donnell said the City Commission had been discussing parking, and that they tabled a discussion on paid parking at their last meeting. She said another Community of the Whole meeting with additional information from the administration was being scheduled, and that they held the first public hearing on increasing the liquor license cap. She added that the impervious surface would be on their agenda in the next few months, and that she would recommend informing the public about where signs are allowed prior to the next election.

## **10. ADJOURNMENT**

Joy offered a motion, seconded by Mariucci, to adjourn the meeting at 8:04 p.m.

There was a roll call vote.

Yes: Joy, Mariucci, Medaugh, Saraswat, Silvers, Stalter, Sisolak

MOTION PASSED 7-0



**Carlisle | Wortman**  
ASSOCIATES, INC.

117 NORTH FIRST STREET SUITE 70 ANN ARBOR, MI 48104 734.662.2200 734.662.1935 FAX

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**TO:** City of Plymouth Planning Commission  
**FROM:** Megan Masson-Minock, AICP  
**DATE:** November 8, 2022  
**RE:** Zoning Audit

The purpose of this report is to deliver the findings of the zoning audit we have conducted. The purpose of the audit is to identify:

- Inconsistencies with the Master Plan and Future Land Use Map.
- Ordinance language that is inconsistent with other laws.
- Outdated ordinance language.

We also approached the audit with the knowledge that the City would like to adopt form-based regulations for portions of the City in the future. We will meet with you at your December 14, 2022 meeting to review this report.

The audit is part of a larger process with the following steps:

- Zoning Audit Implementation Report: The report will prioritize action items from the zoning audit, based input from the Planning Commission and City staff.
- Form-Based Code Amendment: For a single area in the City, a form-based zoning district will be developed. The proposed zoning regulations will be applied to a test case property in the proposed district.

As you read the attached zoning audit, please keep the above process in mind. Please come prepared to share your opinion on:

- Which items identified in the audit should be pursued immediately?
- Which items identified in the audit do you need more information about?
- What is missing from the audit?
- What would you like to see in the next steps of this process?

The report has the following sections:

- Inconsistencies Between the Future Land Use and Zoning Maps
- Inconsistencies Between the Master Plan Goals and the Zoning Ordinance
- Updates Needed to Comply with State Law
- Zoning Ordinance Recommendations

At the end of this report, maps showing the differences between the Future Land Use and Zoning Maps are attached. The maps are organized by future land use category.

### **Inconsistencies Between the Future Land Use and Zoning Maps**

We identified a number of inconsistencies between the Future Land Use and Zoning Maps for the following reasons:

- Uses were classified differently between the two maps;
- Properties are planned for different uses than they are currently zoned; and
- Properties are planned for mixed use but designated as a single use zoning district. A form-based code approach may be the best solution in some of these cases.

We understand from staff that when the Future Land map was developed, the existing zoning was not a deciding factor. Where the two maps disagree, the Future Land Use Map should prevail.

#### *Difference due to Use Classifications*

The Future Land Use Map has an Institutional category, where the Zoning Map does not have an associated “Institutional” zoning district. These areas are primarily planned in the R-1 zoning district, which allows institutional uses (such as religious institutions, schools, etc.) as either permitted uses or special land uses. However, a few large parcels are planned institutional in the Central Business Zoning District. Municipal buildings and government buildings are permitted uses in the B-2, but religious institutions are not an allowed use.

*Recommendation:* In next Master Plan update, eliminate the institutional future land use category, and either plan for a new use on currently institutionally used parcels to address situations where the institutional use ceases, or outline a process to do so. Parks, government buildings, and parking lots should be noted on regulating plans in any future form-based district(s).

#### *Mixed Use Low and High Density Future Land Use and the MU (Mixed Use) Zoning District*

The Master Plan lays out two types of mixed use future land use categories, while the Zoning Ordinance has a single Mixed Use District. The Mixed Use zoning district essentially functions as residential district since most commercial uses in the MU district require Planning Commission approval. Commercial uses have more strenuous regulations than the same uses located elsewhere in the city which may block redevelopment or re-use of historical homes. The Mixed Use: Low Density Future Land Use category is planned in the Old Village area, which is more suited to a form-based code.



The Mixed Use High Density future land use category is planned as a large corridor along North Main Street. It is intended to connect the Old Village and Downtown areas. This area is generally zoned B-3 (General Business) with a few parcels zoned O-1 or PUD. The Mixed Use: High Density Future Land Use Category calls for a variety of uses and a streetscape more similar to the Downtown than the Old Village. A new zoning district is needed to implement the vision for this future land use category and the South Mill Sub Area Plan in the Master Plan.

If the City chooses to use a form-based zoning approach, this area and the Old Village should be unique form-based districts that reflect the land use patterns and vision for each of these different areas.

*Recommendation:* A form-based analysis should be done for the Old Village area and the area planned for Mixed Use High Density. The analysis would include a building type inventory, analysis of street types, and categorization of those areas as centers, corridors, neighborhoods or districts. In a subsequent Zoning Ordinance update, separate form-based zoning districts would be created for these two areas.

The Planning Commission should examine the principal uses in the MU district and determine if the additional regulations have produced the desired results in the Old Village area. The Zoning Ordinance should be amended accordingly.

#### Central Business District (CBD) Future Land Use and the B-2 (Central Business) Zoning

The CBD Future Land Use designation and the B-2 (Central Business) zoning district have slightly different boundaries.

In the Downtown Sub Area Plan in the Master Plan, building fronts are planned to be placed at the ROW line or no more than 12 feet from the ROW line. The Schedule of Regulations has no defined front yard setback for the B-2 Zoning District, which, if interpreted as a “zero” setback, is consistent with the ROW placement indicated in the Master Plan. However, the schedule does not address the maximum 12-foot setback.

*Recommendation:* Update the Schedule of Regulations to specifically define a zero foot minimum front yard setback and 12 foot maximum for the B-2 District. Also, a build-to line with a requirement for a percentage of the building to be on that line could be added.

#### Single-Family Low & Medium Density Future Land Uses and the R-1 (Single-Family Residential) Zoning

The Single-Family Low Density and Single-Family Medium Density Future Land Use categories encompass the R-1 Zoning District. The Single-Family Low Density area is not associated with a zoning district in the Zoning Plan (page 44 of the Master Plan) and has a larger minimum lot size (12,000 square feet) than the R-1 Zoning District (7,200 square feet).

*Recommendation:* In the next Zoning Ordinance update, create a low density single-family zoning district with the appropriate lot width and size to protect the character of those neighborhoods planned for single-family low density.

Multi-Family Low Density Future Land Use and the RT-1 (Two-Family Residential) Zoning

The Multi-Family Low Density Future Land Use designation does not correspond in all instances to the RT-1 Zoning District. When a property's future land use differs from the zoning, a lower or higher density zoning district is present.

The uses allowed in the RT-1 zoning district does not include triplexes. The multi-family low density future land use is described in the Master Plan as "located in areas where existing duplex and triplex units are currently located, with a desired density of up to a maximum of 12 units per acre." The zoning, including types of housing and density, should be updated to match the Master Plan.

*Recommendation:* In the next Master Plan update, the appropriate density and building form for each area should be decided and then mapped accordingly.

In the next Zoning Ordinance update, consider expanding the RT-1 zoning district to allow triplexes as a principal permitted use or creating a RT-2 zoning district that allows a breadth of "missing middle" housing. Maximum densities should be clear and not use formulas (i.e., number of rooms based on site area) for a baseline.

Multi-Family Medium & High Density Future Land Uses and the RM-1 & RM-2 (Multiple-Family Residential) Zoning Districts

The Multi-Family Medium and High Density Future Land Use designations do not correspond to the RM-1 and RM-2 Zoning Districts in all instances. When a property's future land use differs from the zoning, lower or higher density residential future land use is present, often showing a single-family future land use.

The density of the RM districts is regulated essentially by footnote (c) in the Schedule of Regulations. The density is determined by a formula based on the number and type of rooms in a multiple-family building, based on lot size. This approach may not consistently enforce or allow the maximum densities noted in the Master Plan: 18 units/acre for RM-1, and 27 dwelling units/acre for RM-2, respectively. Height, front and rear yards, usable open space or recreation area are regulated by footnotes (d) and (e). These regulations could be simplified and then consolidated in a separate section.

Both zoning districts allow a long list of housing types as principal permitted uses: multiple-family dwellings, duplexes, triplexes, quadplexes, sixplexes, stacked flats, townhomes/rowhouses and attached single-family units. The Multi-Family Residential – Medium Density Future Land Use category calls for "townhouse, row house, multiplexes, and various other styles of housing that mimic the pattern of single family residential uses, but in a higher density of 12-18 dwelling units per acre, with maximum building heights of 2.5 stories." In contrast, The Multi-Family Residential – High Density Future Land Use category specifies that traditional apartment building forms should be in these areas, so allowances for duplexes, triplexes, quadplexes, sixplexes, stacked flats, townhomes/rowhouses and attached single-family units does not match the Master Plan. A separate list of uses, and perhaps building forms, for each zoning district would implement the specifications in the Master Plan.

*Recommendations:* In the next Master Plan update, determine the existing multiple-family building types that work best in the context of the City and then design zoning regulations based on those examples. Part of the analysis should be whether two distinct districts are needed and if a form-based approach is warranted.

In the next Zoning Ordinance update, the minimum lot size and maximum density should be clear, without formulas to determine a baseline. Those formulas could be used for exceptions if it were needed. Form-based regulations could eliminate the need for the sliding scales currently used.

*Office Service Future Land Use and the O-1 (Office-Service) Zoning*

The Office Service Future Land Use designation generally corresponds to the O-1 Zoning District, with two exceptions: O-1 zoned parcels on North Main Street and Starkweather Street. If the City decides to use a form-based zoning approach, the parcels on North Main Street will likely be incorporated into a mixed-use corridor zoning district.

*Recommendations:* In the next Master Plan update, examine whether the O-1 zoned parcels on North Main Street could be incorporated into the planned mixed use area.

*Industrial/Research Future Land Use and the I-1 & I-2 (Light & Heavy Industrial) Zoning Districts*

The areas planned for Industrial/Research generally correspond to the I-1 and I-2 Zoning Districts. However, several areas currently zoned I-1 or I-2 are planned for either Mixed Use High Density or Multiple-Family. The change of land use from industrial could lead to less tax base, depending on the value of the personal property for the industrial users as opposed to the value of the multiple-family or mixed use property. We understand that some of the areas currently zoned I-1 or I-2 are not suitable for industrial use.

*Recommendations:* In the next Master Plan update, examine the sites where Industrial zoning is planned to become another type of land use, with the tax base impacts in mind.

**Inconsistencies Between the Master Plan Goals and the Zoning Ordinance**

We identified a number of inconsistencies between the goals of the Master Plan and the regulations in the Zoning Ordinance.

*Purpose of the Zoning Ordinance and the Goals of the Master Plan*

The purpose of the Zoning Ordinance in Section 78-2 does not reflect the goals of quality of life, financial stability, economic vitality and service infrastructure in the Master Plan and developed at the City's Strategic Planning Session, which is completed every five years.

*Recommendation:* In the next Zoning Ordinance update, review the past two rounds of the goals from the City's Strategic Planning Session and Section 78-2. If appropriate, update Section 78-2 to include goals from those sessions.

### Complete Streets and Non-Motorized Goals and Zoning Regulations

The Transportation section of the Master Plan sets goals for the City of Plymouth to have complete streets and a non-motorized network. The regulations in the Zoning Ordinance can be updated to implement these goals.

*Recommendations:* In the next Zoning Ordinance update, add the following regulations: site plan review and special land use standards for cyclist and pedestrian circulation and safety, bicycle parking requirements, and requirements for sidewalks, bicycle lanes and pathways, as appropriate.

### **Updates Needed to Comply with State Law**

The following items need to be updated to comply with the Michigan Zoning Enabling Act:

- Change the notice requirements for special land use to not less than 15 days before the date of the hearing to comply with the Michigan Zoning Enabling Act. We recommend deleting the hearing requirements in Section 78-281 (b)(2) and replacing those provisions with a cross-reference to the public hearing written notice regulations in Section 78-377.
- Section 78-377, item (c) needs to be updated to state that “Public hearings for an amendment to this title, or the zoning map, that affects more than ten ***adjacent*** properties shall only require notice in a newspaper”, with the added text in bold, italicized font. The Michigan Zoning Enabling Act allows a single notice for “any group of adjacent properties numbering 11 or more that is proposed for rezoning.”
- Section 78-379 needs to be updated to refer to Section 301 of the Michigan Zoning Enabling Act.
- Section 78-406 for Notices for the Zoning Board of Appeals must reference the not less than 15 day window by mail and in the newspaper. We recommend substituting a cross reference to Section 78-377 in lieu of the current text.

### **Zoning Ordinance Recommendations**

We recommend the Planning Commission consider the following recommendations to update the City’s Zoning Ordinance with case law and best practices.

#### Consider Additional Uses

We recommend the Planning Commission consider adding the following uses, perhaps with specific regulations. In our experience, these uses have been often requested in client communities:

- Micro-brewery, vintner, or distiller, with consideration for an accessory tasting room
- Pet day-care (can be added to commercial kennel use)
- Extended stay hotels
- Incidental sales and services
- Accessory dwelling units

- Short-term rentals (may be better as stand-alone licensing ordinance)

Replace References to Road Designations in the City's Master Plan with National Functional Classifications

A number of uses are required to “be located only on major or collector thoroughfares as designated in the city's master plan.” However, the Master Plan no longer has those designations, and it is not a state requirement to have a map of that nature in a Master Plan. The reason for the requirement is to ensure that a use which generates significant traffic is on a road that can manage the volume. We recommend using the National Functional Classification, which is maintained by the State of Michigan and updated based on road width and traffic volumes.

Use Square Footage Instead of Number of Employees to Control Size

In the B-3 and MU Zoning Districts, service establishments of an office-showroom or workshop nature are limited to no more than five persons at one time in the creation or repair of goods. The limitation on the number of employees is difficult to enforce as it requires the enforcement officer to remain at the site for a long period of time, discern who is a customer and who is an employee, and the business may be operational outside of the normal hours for the officer. A restriction on the square footage of the use can also control the size and therefore level of activity for a use. If the square footage changes, the business would need a building permit and the change would trip a zoning review by the City.

Consolidate Dimensional Requirements in a Single Article and/or Embed in Zoning Districts

The Schedule of Regulations and Section 78-217 – Projections into setbacks are separate Articles. For ease of use, the dimensional requirements should be consolidated into the same article, preferably moving Section 78-217 to Article XVII – Schedule of Regulations.

If the Zoning Ordinance is anticipated to be rewritten with both form-based and use-based zoning districts, we recommend embedding the height, bulk, density and area regulations within the use-based zoning districts and then regulating by form, with different regulations for each building type, in the form-based districts.

Codify Zoning Use Matrix and/or Switch to Use Categories

Currently, uses are in each zoning district article as principal uses or special land uses, but the City maintains a Zoning Use Matrix. The Zoning Use Matrix could be included in the Zoning Ordinance instead of the lists in each zoning district article. Also, if using a form-based approach, general categories of uses can be drawn and then allowed in different zoning districts. Some communities use a hybrid approach, with a Zoning Use Matrix for use-based zoning districts and use categories for form-based districts.

Consider Allowance for Underlying Plat to Determine Lot Size

The R-1 Zoning District has various lot widths, ranging from 40 feet to 120 feet. The R-1 Zoning District currently requires a minimum of 60 feet in lot width and 7,200 square feet in lot area. When larger parcels are redeveloped or transitioned to single-family that are adjacent to existing neighborhoods with non-conforming lot sizes, the current regulations do not allow for the continuation of the existing pattern. In the next Master Plan update, the Planning Commission may want to identify those areas

where this mismatch could potentially occur and plan for either a form-based approach or a new single-family residential zoning district. Ultimately, the zoning would be changed to allow for smaller than 60-foot wide lots to continue the existing pattern of residential development.

*Update the B-2 Zoning District Based on What Has Worked and Change What Has Not*

The B-2 Zoning District has excellent design standards and an appropriate mixture of uses. We recommend the Planning Commission retain those standards and consider the following recommendations:

- Change the name of the zoning district from B-2 to CBD or DT. In many other communities, B-2 is a neighborhood or community-wide retail district instead of a mixed-use, downtown district.
- Update the Section 78-100 - Intent to reflect the description of the Central Business District Future Land Use Category in the Master Plan. The intent currently does not mention upper story residential or recognize the downtown as the central gathering spot of the community.
- Eliminate the premiums but retain the regulations for arcades and other pedestrian amenities. Allow for increased height (one-half to a full story) when pedestrian amenities meeting those requirements are provided.
- Examine parking options and update the regulations. Most downtown zoning districts do not require minimum parking for all uses, or only require parking for residential uses. With that action, the City, usually in coordination with the DDA, makes a commitment to provide, maintain and manage the parking for the Downtown. The lease agreements currently required, specifically for changes in use, can be a block to redevelopment.
- Preserve the character of each street by using either architectural regulations or a form-based code approach. The character of the streets surrounding Kellogg Park are different from those on the edge of the B-2 district, such as the houses adaptively re-used on Harvey and Church.
- If using a form-based code approach, designate on the regulating plan where parking and public open space will be. If the public parking lots are designated on the regulating plan, then the parking as a principal use could be eliminated or pegged to certain parcels.
- Designate specific sign and landscaping requirements for the Downtown, based on what is working now in the Downtown.

*Consider whether Restrictions on Interior Display are still needed in the O-1 Zoning District*

Section 78-73 prohibits any interior display from being visible from the exterior of the building, and that any interior display be limited to less than 25 percent of the usable floor area of a story. We question whether this requirement is still needed.

*Update the Uses in the I-1 and I-2 Zoning Districts*

The uses in the I-1 and I-2 zoning districts should be updated to reflect more modern uses and uses in the City. The Planning Commission should consider the following:

- Consolidate listings of types of manufacturing.
- Update principal and special land uses based on 21<sup>st</sup> century industries. Some uses, such as photographic studio and equipment sales and service, no longer use chemicals nor require as much space. Other uses, such as greenhouses, should be updated to reflect the use within, such as growing of food within a building or aquaculture.
- Removing banks and credit unions (with or without drive-throughs) from the I-1 and I-2 districts as a special land use.
- Removing indoor recreation and commercial kennels from the 1-2 district as a special land use and permitted use, respectively. These uses have daily visitors and may not be appropriate next to the more obnoxious uses allowed in the I-2. If the Planning Commission felt that more room was needed for these uses, we have seen them work well on form-based corridors, with proper design parameters.

We also recommend converting Section 78-133 – Uses Prohibited into performance standards or a required sign off from the Fire Department.

#### *Simplify the Footnotes to the Schedule of Regulations*

The Schedule of Regulations has regulations that should be in other articles. It also includes suburban-style requirements that could be simplified or better expressed using a form-based approach. We recommend the following:

- Evaluate whether the height relief for residential buildings in footnote (b) is needed, in light of the FAR requirements. Also, consider using a form-based code approach that requires larger setbacks for larger lots with greater height allowances.
- Change the regulations in footnotes (c), (d), (e), and (l) for multiple-family uses based on the design that has best worked in the City. Consider moving these out of the Schedule of Regulations to a more visible place. If using a form-based approach, a building form for townhouses and multiple-family buildings should be developed.
- Allow the one-half of the alley for the rear yard setback in O-1, O-2, & B-1 to be across all zoning districts if the alleys are not regularly used.
- Move parking requirements in footnotes (h), (j), (m) and (t) to the section on parking.
- Move landscaping requirements in footnotes (i) to the section on landscaping requirements.
- Add two rows to the Schedule of Regulations table for adjacent to residential uses in the I-1 and I-2 districts, leaving the exception in footnote (k).
- Add two rows to the Schedule of Regulations table for the downtown height requirements in footnote (n) or regulate using street types in a form-based code approach.
- Consider using a build-to line for streets or blocks, rather than the averaging in footnote (o). The creation of those build-to lines would be time-intensive. Since the front yard averaging has worked well in neighborhoods, the build-to line may not be appropriate in the R-1 zoning district.

- Consider moving footnotes (p), (q), (r), (s), and (t) to the ARC zoning district.
- Consider porch regulations within form-based codes for house building form, if using a form-based approach.
- Consider whether FAR should be used to regulate bulk for other building types.
- Ensure that FAR regulates in zoning districts where single-family residential is a special land use.

*Allow for e-commerce options in the B-1, B-2, ARC and MU Zoning Districts*

In the B-1, B-2, ARC and MU zoning districts, the principal use allowing similar uses has a restriction that, “All businesses establishments shall be retail or service establishments dealing directly with consumers. All goods produced on the premises shall be sold at retail from the premises where produced.” The last sentence could be construed to not allow e-commerce to be part of the business. We recommend that e-commerce be allowed as accessory use in these districts.

*Consider Eliminating Vehicular Parking District or Removing Off-Street Parking Lots as a Principal Use*

Off-street parking lots are a principal use in the O-1, O-2, B-1, B-3, and P-1 zoning districts. The P-1 zoning district permits solely off-street parking lots contiguous to O-1, O-2, B-1, B-2, I-1, or I-2 districts. On the zoning map, the P-1 district is primarily in the Downtown area. The Zoning Ordinance is very permissive in terms of allowing parking lots as permitted, principal uses. The Planning Commission may want to limit off-street parking to only serve a permitted use on the same site.

In the Master Plan Implementation Matrix, the three actions dealing with Site Design mention parking: concise requirements, encouraging shared parking and location behind buildings, and flexible parking standards.

*Consider a Residential Development Options Article*

Different residential development options are scattered throughout the Zoning Ordinance. A best practice is to consolidate these into a separate article. Potential sections for such an article would be:

- Site Condominiums
- Multiple Family Developments (with updates)
- Adult dependent housing or assisted living facilities (with updates)

*Evaluate Larger Minimum Lot Sizes and Setbacks by use*

In several instances, the Zoning Ordinance requires a larger minimum lot size and/or setbacks for specific uses than those in the Schedule of Regulations. While an effective method to minimize negative impacts, especially to adjacent residential uses, the dimensions required are often large and suburban in nature. While Plymouth has areas with a suburban character, it also has areas where the character is much more urban. Also, the minimum lot size may be prohibitively large. We recommend evaluating the required lot sizes and setbacks for the following uses:

- Private non-commercial recreational areas, institutional or community recreation centers or non-profit swimming pool clubs
- Universities



- Hospitals
- Convalescent or nursing homes
- Religious Institutions

*Update Landscaping Requirements and Place in a More Visible Spot*

The current landscaping requirements are adequate but could be enhanced. We recommend the following:

- Move all landscaping regulations into this section. This section could also be in its own Article or part of a Site Development Standards Article in a rewrite of the Zoning Ordinance.
- Update the formatting for current regulations for one idea per sub-section with a title for each sub-section.
- Require the landscape plan to be designed and sealed by a registered landscape architect. Landscape plans designed by landscape architects are usually of a higher quality than a civil engineer.
- Convert the list of “Trees not suggested” to a prohibited tree list and update the list using current scientific understanding.
- Review “suggested plant materials” list and eliminate invasive species currently listed.
- Require native and low-maintenance landscaping materials, unless waived by the Planning Commission.
- Require the landscaping have a variety of species, e.g., not more than 25% of any one genus or 10% of any one species.
- Review the landscaping provisions in the ARC District to see if they are appropriate to apply elsewhere in the City.
- Require street trees for all new development.
- Encourage rainwater collection and green infrastructure, such as rain gardens and bioswales.
- Include Section 78-206 - Walls and berms with landscaping regulations.
- Add allowances for existing trees or landscaping to count towards landscaping requirements.
- Add regulations for tree preservation during construction.
- Add a waiver by Planning Commission with standards and findings.

*Update Exterior Lighting Requirements for Current Technology and Consolidate Regulations*

The Zoning Ordinance has lighting requirements by use scattered throughout. We recommend consolidating those regulations into a single section, with the appropriate cross-references.

Also, in addition to regulations on lighting levels, we recommend regulation of the intensity of color using kelvins in order to control for the color intensity of LED lights.

Consolidate Site Design Standards in a Single Article

We recommend consolidating the following regulations that apply to site design for most site plans into a single article:

- Landscaping
- Trash containers
- Equipment screening
- Lighting

Consolidate Overall Regulations into a General Provisions Article

We recommend combining Miscellaneous Provisions and General Exceptions into a single General Provisions Article. The following sections, which have regulations that apply across all properties, should be included in that article:

- Conflicting Regulations
- Scope
- Performance Standards (could be its own Article as well)
- Residential Entranceways
- Corner Clearance
- Street Access
- Temporary Buildings and Structures
- Mechanical equipment (could move to schedule of regulations)
- Essential public services
- Essential services
- Projections into setbacks (could move to schedule of regulations)
- Foundation walls (could move to schedule of regulations)
- Grading, drainage and building grades
- Voting place
- Height limit (could move to schedule of regulations)
- Lot area

Update Temporary Building and Structures Regulations

Section 78-211 - Temporary Buildings and Structures deals solely with temporary buildings associated with construction. It does not address the breadth of temporary uses typically occurring in a calendar year. Those temporary use can range from seasonal outdoor sales (fireworks or Christmas trees), food trucks, to sidewalk sales and other exterior display and sale of merchandise.

We recommend separate provisions be added to the Zoning Ordinance to allow accessory outdoor sales, on an intermittent or permanent basis, and a zoning permit for special events or other temporary uses, such as food trucks or seasonal sales.

Update Site Plan Process based on Current Procedures and Best Practices

The site plan article does not always follow current procedures or best practices. We recommend the Planning Commission consider the following:

- Eliminate references to preliminary and final site plan. Based on current procedures, the City has a single phase site plan review process and the references to preliminary and final site plan can be confusing.
- Consolidate Sections 78-242 through 78-244 and Section 78-251 into two sections: one section that details items subject to site plan approval by the Planning Commission and one section that allows administrative site plan or zoning compliance approval. Less information can be required for an administrative site plan and should be listed accordingly.
- Allow for an optional, non-binding pre-application meeting with City staff, consultants and/or sub-committee of the Planning Commission, similar to the required pre-application meeting for a PUD.
- Update process in Section 78-245 to allow staff to determine completeness of an application and require resubmittals, per current procedure. Also, update the process for the Planning Commission to outline their options when making a decision, similar to the process in for the PUD preliminary and final approvals.
- Update application requirement to include an electronic version. If the fourteen hard copies are not needed, revise the requirement accordingly.
- Update site plan review checklist so that it requires needed information for compliance with all zoning requirements. The site plan review checklist should be reviewed by all departments and consultants involved in site plan review. The PUD application requirement could be used as a starting point. We recommend adding the following items, at a minimum: proof of ownership; all easements on site; all driveways on either side of the street within 50 feet of the site; FAR if applicable; location, size, species and condition of existing trees, location of any natural features on-site and within 50 feet of the site; height and details of all proposed exterior lighting; photometric plan; method of screening trash receptacles; location of any outdoor display or storage; and, if required by the Community Development Director, traffic study, environmental assessment, noise study or any other additional studies.
- Replace the “Factors Considered” in Section 78-249 with broader site plan review standards. Those standards should connect to health, safety and welfare; the City Master Plan; and the requirements of the Zoning Ordinance.
- Move the exceptions or discretion for requirements by the Planning Commission should be moved to those sections of the Zoning Ordinance. For instance, item (4), which allows the Planning Commission to require a marginal access drive, should be moved to Article XXII – Parking and Loading Requirements.
- Add the ability for site plan approvals to be extended beyond one year in Section 78-250 – Duration of Approval.
- Consider regulations for phased site plans in Section 78-250 – Duration of Approval. Some communities require the next phase to start within a certain number of years and invalidates the approved site plan if the timeframe is not met, unless good cause can be shown for the delay.
- Eliminate Section 78-252 – Grading, which allows foundation work to start in between preliminary and final site plan.

- Include regulations for amendments to an approved site plan, with two levels of potential review: minor site plan amendments where the intensity is not increased and can be approved by staff, and major site plan amendments where the applicant would need to return the Planning Commission for approval.

#### Expand Article XXI. Accessory Buildings and Use

Article XXI has regulations primarily on buildings within residential districts. However, based on the regulations and the illustrations, we assume these regulations are targeted at single-family residential uses and/or building forms within the residential districts. We recommend that the Planning Commission consider the following:

- Include accessory building regulations that apply to non-residential uses permitted in residential zoning districts. For instance, the picnic shelter that a religious institution has on its property may need different regulations than a detached garage for a single-family home.
- Include regulations for non-residential zoning districts. If using a form-based approach, the location of detached accessory structures would be determined by building form. For other districts, such as the I-1 and I-2, requirements for location and height would be adequate.
- Evaluate if the height measurement of a detached accessory building with dormers maintains the desired character of neighborhoods. These regulations have the potential to allow taller structures and/or to encourage dormers, not in keeping with the surrounding area, in order to legally achieve a taller accessory building.
- Consider allowances for detached accessory dwelling units.
- Consider including regulations for accessory solar energy (attached and/or detached), and electric vehicle charging stations in parking lots or street rights-of-way.

#### Update Parking and Loading Regulations

We recommend that the parking regulations in Article XXII be updated as follows:

- Allow for more flexibility in Section 78-270 by:
  - Allowing shared parking agreements for parking lots within 300 feet of a building.
  - Allowing for designated parking areas to be converted to another use if proof can be provided that the parking need is less than when the lot was created.
  - Allowing payment in lieu of parking available in all districts
  - Considering parking reduction when bicycle parking is provided
  - Considering a reduction of parking for complementary mixed-uses
  - Preventing “employee only” parking signage
  - Allow the Planning Commission to waive or reduce parking requirements in all districts.
- Place the requirements for the B-2 or Downtown into a separate section.
- Update the schedule of the minimum number of parking spaces using the ITE Fifth Generation Parking Manual.

- Consider eliminating mobile home park from the schedule of the minimum number of parking spaces, after consultation with the City Attorney, since a mobile home park is not an allowed use.
- Expand the regulations for handicapped parking spaces to include number, dimensions and signs.
- Include the requirements for parking lot surfacing in Section 78-272. The P-1 Zoning District could be eliminated and, if the surfacing information is not copied into another section, then those regulations might be lost.
- Require that the parking lot meet all regulations in Section 78-203, in lieu of the current requirement for submittal a landscape plan.
- Require pedestrian pathways to be placed in the parking lots, linking the parking lot to the sidewalk, to the main entrance(s) of the principal building, and to pedestrian infrastructure on adjacent properties.
- Require vehicular connections between parking lots, where appropriate, such as cross-access easements and service drives.
- Consider the following best practices:
  - If parking is managed with parking meters or enforced time limits, remove minimums and only regulate by maximum number of parking spaces.
  - Include parking maximums.
  - Require bicycle parking.
  - Allow 10-15 percent of parking spaces to be compact vehicle spaces with smaller dimensions.
  - Allow permeable paving in parking areas.
  - Allow motorcycle, scooter, or bicycle parking spaces to replace vehicle parking spaces on a 2:1 ratio.
- Consider including standards for commercial and industrial driveways, or a cross-reference to the City's engineering standards.
- Update loading requirements to require loading spaces for commercial or office uses for vans or delivery trucks, based on the size and intensity of the use. These loading areas can be "pull-off" spaces in side setback.

*Split "Special Use" Article into "Special Land Use Regulations" and "Specific Use Provisions" Articles*

Article XXIII-Special Uses has essentially two sets of regulations: special land use application and procedures, and the regulations for specific special land uses. Meanwhile, regulations for uses only allowed as principal uses have additional regulations in Article XVIII-Miscellaneous Provisions or Zoning District Articles. We recommend that the two sets of regulations be placed in separate articles.

The following sections could be moved to a "Specific Use Provisions" Article:

- Sections 78-282 through Section 78-297 in Article XXIII
- Single family dwelling unit standards (Sec. 78-43, 78-53)
- Private non-commercial recreational areas, institutional or community recreation centers or non-profit swimming pool clubs (Sec. 78-42.6, 78-52.6)
- Home occupations (Sec. 78-212)
- Wireless Communication (Sec. 78-216)

In the “Specific Use Provisions” Article, we recommend the following regulations by use be updated:

- Update “Adult Regulated Uses” regulations to cite current case law to be more defensible.
- Expand “Drive-in or Drive-through Restaurants” to be standards for all drive-in or drive-through uses. Consider decreasing the 50-foot setback from the public right-of-way or property line. If the drive-through facilities are in the rear, the building could have the same setback as other uses within the zoning district. The side and rear yards should be big enough to minimize the potential nuisance. A schedule of minimum number of stacking spaces should be included. The language on drive-through uses in the ARC Zoning District could be used as a model.
- Eliminate requirement for full service islands or attendant filling services in “Automobile service stations/automobile convenience marts” regulations.
- Consider eliminating the prohibition on kitchen or cooking facilities in guest rooms for motels and hotels, since extended stay motels in the B-3 zoning district directly cross-references these regulations. While extended stay facilities used to be associated with crime, the modern version often provides accommodations for business travelers. A separate use could be defined and used.
- Consider decreasing the required 40 foot front yard setback for automobile car washes. With proper design regulations and stacking requirements, the building could be subject to the front yard setbacks for the underlying zoning district.
- Consider whether “Amusement parks and arcades” still warrant the additional regulation, particularly the 500 feet from the property line of a similar business or residential district.
- Evaluate the regulations for “adult foster group homes” regulations for this use with state licensing requirements and retain the regulations that are within the City’s purview and ability to enforce.
- Make the following changes to the requirements for “Religious Institutions”, due to the Religious Land Use and Institutionalized Persons Act (RLUIPA) and associated case law which requires religious land use to be treated similar to private assembly uses like banquet halls or fraternal lodges:
  - Evaluate whether the lot width, lot area, building setbacks, frontage and access requirements are enforceable and fit within the context of the City of Plymouth for existing as well as new religious institutions.
  - Provide cross reference to relevant landscaping requirements or eliminate item (6).
  - Consult with the City Attorney as to whether item (7) is enforceable under RLUIPA case law.

- Examine allowance of meeting halls and related services in the O-1 district. To comply with RLUIPA, meeting halls should be subject to the same or stricter regulations than religious land uses.
- Examine allowance of private clubs and lodge halls as principal use in the B-3, where religious land uses are not allowed. Again, to comply with RLUIPA, these uses must be subject to the same or stricter regulations than religious land uses.

#### Update Processes for Special Uses

We recommend the following changes in terms of process for special land uses:

- Change the annual approval of rooftop dining by the City Commission to stand-alone licensing ordinance, rather than a special land use in the Zoning Ordinance. The revocation or non-renewal of roof-top dining is more defensible as a license, than as a special land use.
- Consult with the City Attorney as to whether the Child Care Center and Group Day Care homes with an annual compliance permit is allowed under current state regulations. Also, evaluate the regulations for this use with state licensing requirements and retain the regulations that are within the City's purview and ability to enforce. Due to special consideration for group day care homes in the Michigan Zoning Enabling Act, any amendments should be drafted with input from the City Attorney.
- Consider allowing instances where a plot plan, instead of a full site plan application, could be submitted. For instance, the re-use of an existing building for a special land use likely would not necessitate the level of detail required for a site plan application.
- For uses that require site plan approval in the associated regulations, list those uses as requiring site plan review in Article XX.

#### Consider Development Agreements

Many communities require development agreements for their Special Land Uses, Conditional Rezonings or PUD's. The Planning Commission should consider whether a recorded document, listing the agreements for the development would be warranted. The "approved statement of conditions" used for conditional rezonings can be used as a starting point.

#### Consider Expanding Non-Conforming Regulations Beyond the General to Include Waivers with Standards

The exceptions listed in Standards for Review for driveways, sidewalks, parking, screening, landscaping, and lighting may be more visible and nimbler outside of the nonconformance article as waivers or exceptions within their own sections or articles.

#### Place Amendments in its own Article with Specific Standards and Process Descriptions

We recommend that the regulations for Amendments be in a separate article, with specific standards for amendments in general, rezonings (map amendments), text amendments and conditional rezonings. We also recommend that conditional rezonings be described in a unique section within the Amendments Article.

We recommend the following sections for the Article overall:

- Intent
- Initiation of amendments
- Amendment request
- Amendment procedure
- Criteria for amendment to the Zoning Map
- Criteria for amendment to the Zoning Ordinance Text
- Conditional Rezoning of Land (Current Section 78-387)
- Restrictions on Resubmittal of Rezoning Request

Also, we recommend that Section 78-388, which requires a sign for a zoning map change, conditional rezoning, or PUD be cross-referenced in this Article as well as in Article XXIV – Planned Unit Development.

*Pivot Section 78-385 to a Description of Planning Commission Powers*

Section 78-385 – Planning Commission Approval describes the abilities of the Planning Commission to investigate, require information from applicants, place conditions, and the time limitation of their approvals.

We recommend that the requirements for information from applicants, the Planning Commission’s ability to investigate, require information, place conditions and the time limitation of their approval be woven into updated regulations for site plan, special land use and nonconformance approvals, so it is explicit what the Planning Commission’s abilities are in each instance. We recommend that this section is combined with Section 78-379 to describe where the Planning Commission is enabled in state law, its duties and responsibilities.

This section should also outline the following items detailed in the Michigan Planning Enabling Act:

- The number of and process for appointing Planning Commission members
- Officers
- Bylaws
- Meetings
- Annual Report
- Compliance with Open Meetings Act
- Preparation of a Master Plan

*Consider Eliminating Use Variances*

Best planning practices call for the elimination of use variances. The Zoning Board of Appeals can compromise a municipality’s ability to implement its Master Plan through use variances. We recommend changing the uses via amendments to the Zoning Ordinance and Zoning Map instead.



Move Parks and Open Space District to Article close to other Zoning Districts

If the Zoning Ordinance is rewritten, the Parks and Open Space District should be grouped with other zoning district articles. Also, we recommend considering yard setbacks and lot coverage for buildings.

Update Inconsistent or Improper Terms

The following term needs to be used consistently:

- “Special land use” instead of “special use”

To be consistent with state regulations and federal law, the following terms should be used:

- “Michigan Department of Environment, Great Lakes, and Energy” or “EGLE” instead of “Michigan Department of Environmental Quality” or “MDEQ”
- “Religious institution” instead of “church”

To be consistent with current City practices, the following term should be used:

- “Community Development Director” instead of “Building Official”. There may be a few instances when the Building Official is the appropriate person, such as issuing building permits or certificates of occupancy.

Update Definitions

The following actions should be taken regarding definitions:

- Review all definitions for consistent usage. For instance, “Average Grade” and “Usable Floor Area” are used in a number of different contexts. The definition for each term needs to be the same throughout and work in all regulations.
- Review definitions to match, where appropriate, those in other City ordinances, with the assistance of the City Attorney. For instance, the definition of nuisance seems antiquated and may need to be removed or updated.
- Update all definitions for modern understanding. For instance, “video rental establishments” could be consolidated into a service use or eliminated.
- Remove regulatory language from definitions where possible, such as:
  - Convenience grocery store: remove the reference to “one-story”
  - Townhome/rowhouse: remove reference to “separated from each other by a firewall”
- Remove definitions not used outside of Article II – Definitions, including:
  - Billboard
  - Delicatessen
  - Mechanical amusement device
  - Rooming house (mentioned in parking regulations, but not elsewhere)

- Mobile home park/manufactured home community (due to exceptions per state law for this use, consultation with the City Attorney is recommended)
- Use graphics to simplify definitions when possible.
- Add form-based definitions with graphics, if using that approach.

*Technical Inconsistencies & Frequent Variance Requests*

The following items are inconsistencies that should be updated:

- Eliminate “tavern” from item (11) in Section 78-111 – Principal uses permitted in the B-3 Zoning District. Bars, lounges and restaurants serving alcohol are special land uses in this district and tavern can be interpreted as allowing alcohol. The Zoning Ordinance does not define “tavern” and it is only used in this instance.
- Consolidate all fence regulations into a single place, with these sections of Zoning Ordinance or the City’s Fence Ordinance.
- Consolidate the “Vested Right” sections in Article I and Article XXVII.

Per staff, variances have frequently been requested for generator locations requirements in Section 78-217 – Projections into setbacks. The Planning Commission should examine those variance requests and decide if amendments are needed.



**Planned FLU, FLU from Export, Zoning from Export**

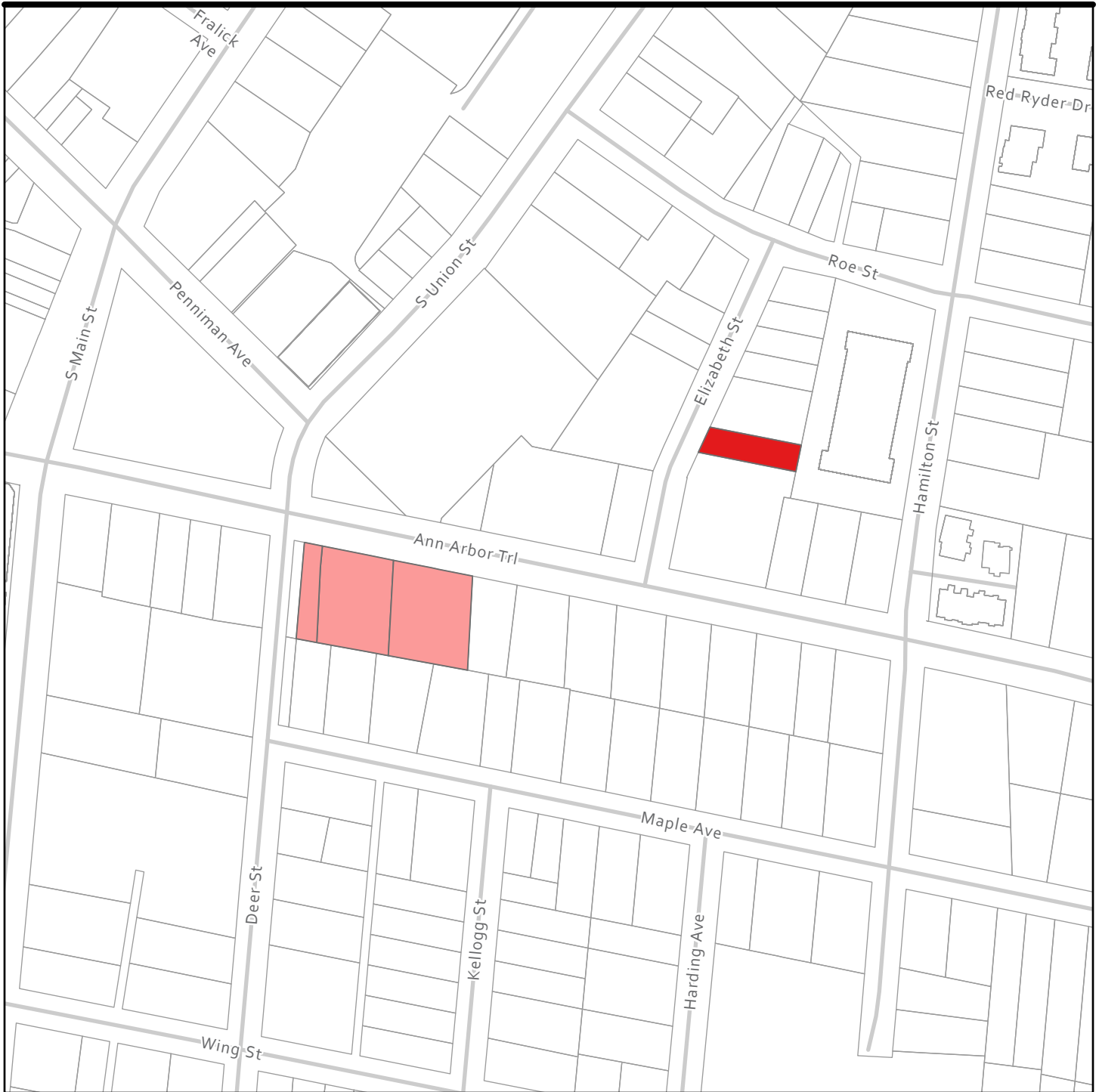
- Ann Arbor Road Corridor, Local Business-Retail/Service, B-3
- Ann Arbor Road Corridor, Mixed Use High Density, B-3
- Ann Arbor Road Corridor, Multi Family Low Density, B-3
- Ann Arbor Road Corridor, Multi Family Medium Density, B-3

**Current and Planned Future Land Use Category Analysis**

City of Plymouth, Michigan

"Planned FLU" is the future land use category planned to correspond with a property's current zoning.  
 "FLU from Export" is a property's future land use category as listed in the "FutureLand" field from the City's FLU export shapefile.  
 "Zoning from Export" is a property's zoning designation as listed in the "Zoning\_Typ" field from the City's Zoning export shapefile.





**Planned FLU, FLU from Export, Zoning from Export**

- Central Business District, Mixed Use High Density, B-2
- Central Business District, Single-Family Medium Density, B-2

**Current and Planned Future Land Use Category Analysis**

City of Plymouth, Michigan

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**Planned FLU, FLU from Export, Zoning from Export**

- Local Business, Mixed Use High Density, B-1
- Local Business, Mixed Use Low Density, B-1
- Local Business, Multi Family Low Density, B-1

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City of Plymouth, Michigan

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**Planned FLU, FLU from Export, Zoning from Export**

 Mixed Use Low Density, Light Industrial, MU

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**Planned FLU, FLU from Export, Zoning from Export**

- Multi Family High Density, Multi Family Low Density, RM-2
- Multi Family High Density, Multi Family Medium Density, RM-2

**Current and Planned Future Land Use Category Analysis**

City of Plymouth, Michigan

"Planned FLU" is the future land use category planned to correspond with a property's current zoning.

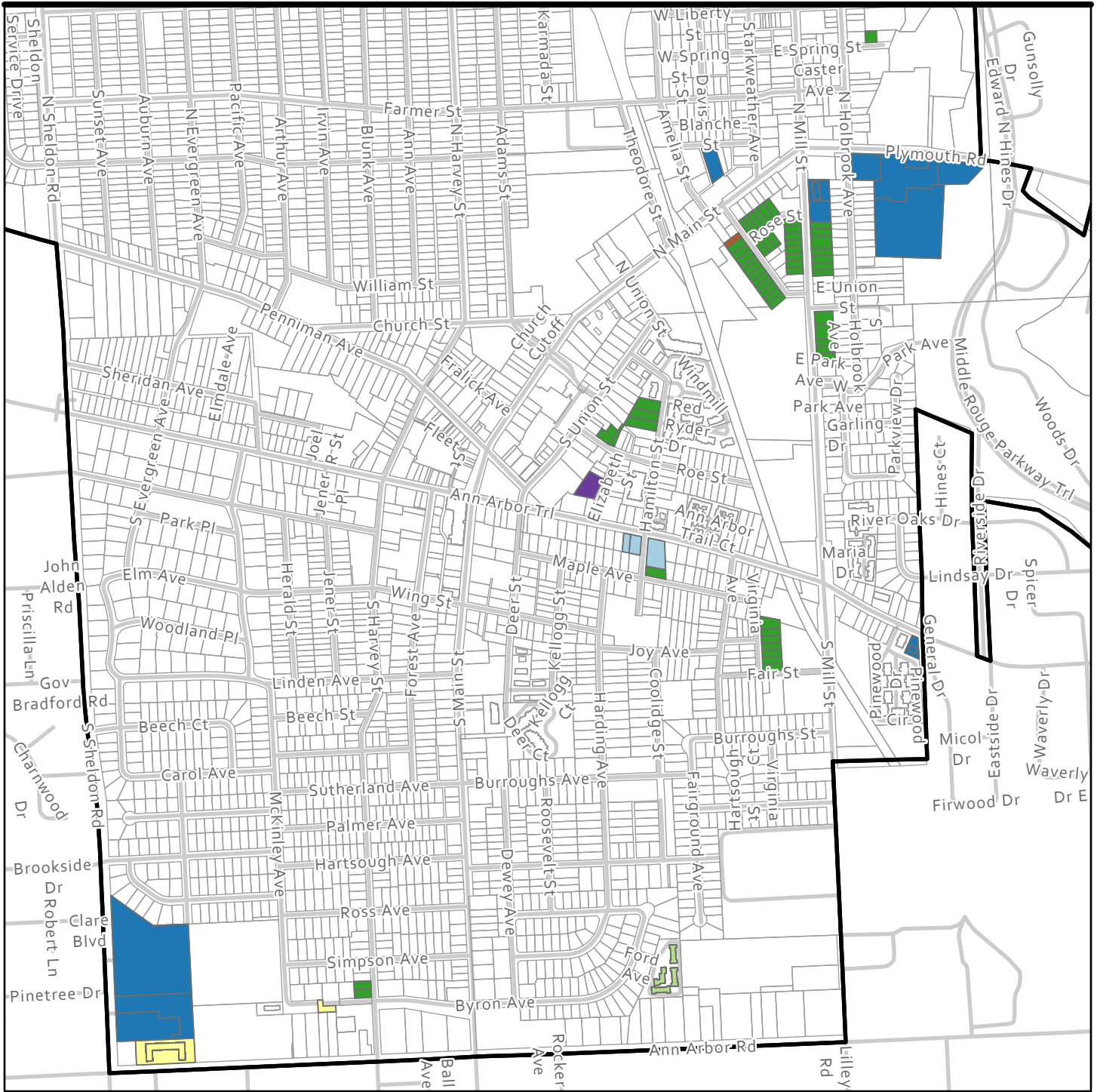
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"Zoning from Export" is a property's zoning designation as listed in the "Zoning\_Typ" field from the City's Zoning export shapefile.









**Planned FLU, FLU from Export, Zoning from Export**

- Multi Family Medium Density,Central Business-Retail,RM-1
- Multi Family Medium Density,General Business-Retail/Service,RM-1
- Multi Family Medium Density,Mixed Use High Density,RM-1
- Multi Family Medium Density,Mixed Use Low Density,RM-1
- Multi Family Medium Density,Multi Family High Density,RM-1
- Multi Family Medium Density,Multi Family Medium Density,RM-1
- Multi Family Medium Density,Single-Family Medium Density,RM-1

**Current and Planned Future Land Use Category Analysis**

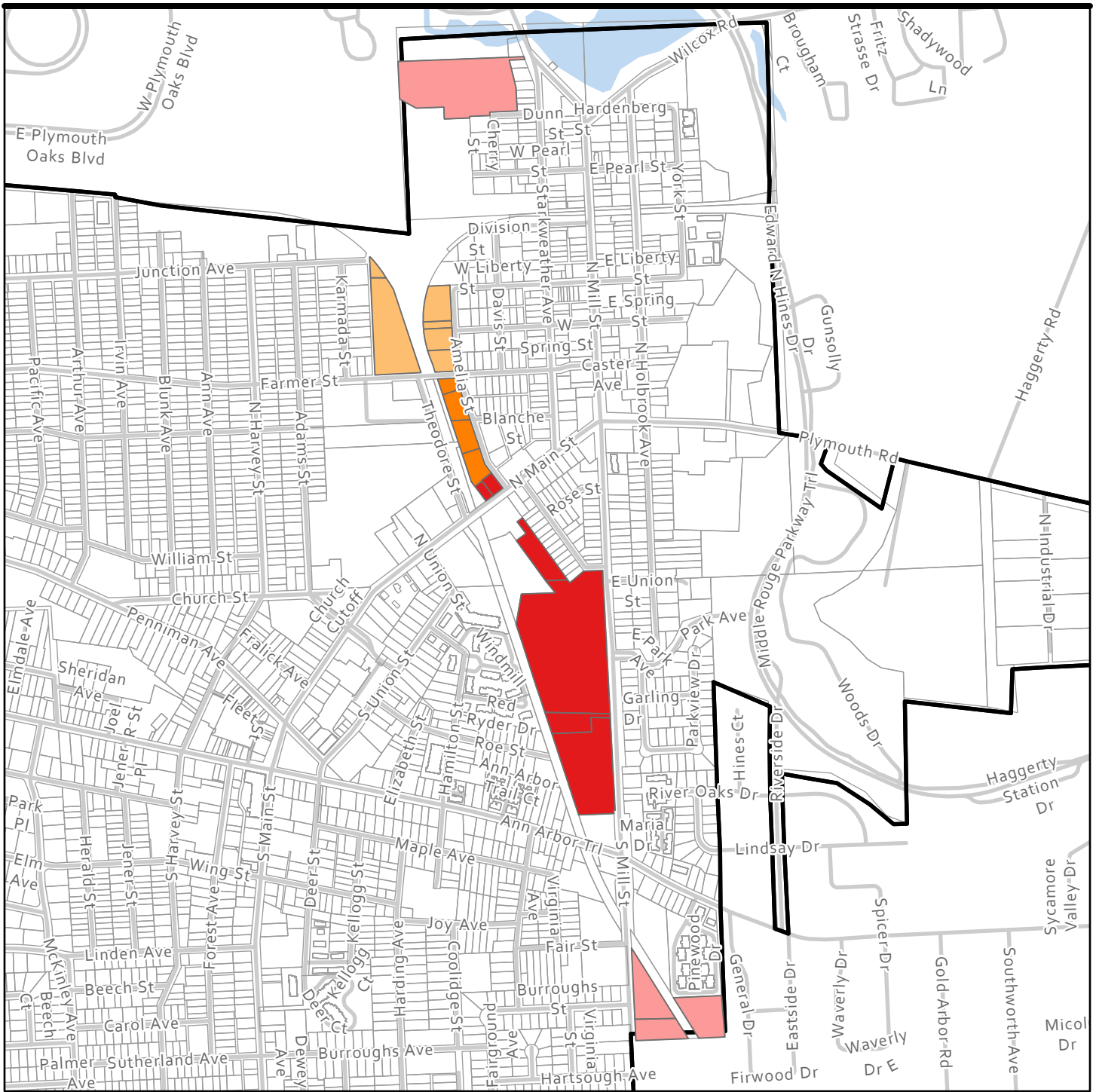
City of Plymouth, Michigan

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"Zoning from Export" is a property's zoning designation as listed in the "Zoning\_Typ" field from the City's Zoning export shapefile.





**Planned FLU, FLU from Export, Zoning from Export**

- N/A, Light Industrial, I-2
- N/A, Mixed Use High Density, I-2
- N/A, Mixed Use Low Density, I-2
- N/A, Multi Family High Density, I-2

**Current and Planned Future Land Use Category Analysis**

City of Plymouth, Michigan

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"Zoning from Export" is a property's zoning designation as listed in the "Zoning\_Typ" field from the City's Zoning export shapefile.





**Planned FLU, FLU from Export, Zoning from Export**

- Office, Mixed Use High Density, O-1
- Office, Multi Family Medium Density, O-1
- Office, Single-Family Medium Density, O-1

**Current and Planned Future Land Use Category Analysis**

City of Plymouth, Michigan

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"Zoning from Export" is a property's zoning designation as listed in the "Zoning\_Typ" field from the City's Zoning export shapefile.





**Planned FLU, FLU from Export, Zoning from Export**

- Single-Family Medium Density, Light Industrial, R-1
- Single-Family Medium Density, Mixed Use Low Density, R-1
- Single-Family Medium Density, Multi Family Low Density, R-1
- Single-Family Medium Density, Multi Family Medium Density, R-1

**Current and Planned Future Land Use Category Analysis**

City of Plymouth, Michigan

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## Administrative Recommendation

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City of Plymouth  
201 S. Main  
Plymouth, Michigan 48170

[www.plymouthmi.gov](http://www.plymouthmi.gov)  
Phone 734-453-1234  
Fax 734-455-1892

To: Planning Commissioners  
From: Greta Bolhuis, AICP, Planning and Community Development Director  
Date: December 8, 2022  
Re: Impervious Surface Ordinance Edits

### **Background:**

The impervious surface edits have been reviewed by the City Attorney. He expressed concerns with some proposed sections. To ensure the Planning Commission understands the proposed changes, we are bringing the edits back for your review.

The City Attorney stated that completed landscaping cannot be tied to the final certificate of occupancy. Therefore, we have removed this section from the ordinance. If necessary, landscaping will be enforced using the Code Enforcement Officer and a zoning violation. This requirement has been removed.

The City Attorney did not recommend prohibiting driveways from being wider than garages. The width of driveways would be controlled by the overall landscaping area requirement. This requirement has been removed.

The City Attorney had concerns with the appropriate plant material list required for the one-foot buffer. It is suggested that the area meet the requirements of the landscape area definition.

Should you have any questions, please don't hesitate to contact me directly.

**PROPOSED EDITS:**

**Sec. 78-21 – Definitions**

Landscape area means an area of ground surface that is planted with live plant material such as turf grass, ground cover, trees, shrubs, hedges, vines, flowers, and other live plant material. Landscape areas may also include other incidental natural materials such as woodchips, boulders, and mulch provided in combination with live plant material.

Permeable pavement means paving material that absorbs water or allows water to infiltrate through the paving material and then drains directly into the ground. This definition includes permeable pavers, porous concrete, permeable interlocking concrete pavers, concrete grid pavers, porous asphalt, and other material with similar characteristics.

**Sec. 78-190 – Limiting height, bulk, density and area by zoning district.**

Zoning District	Minimum Landscape Area Percentage of Lot
R-1 One-Family Residential	35 (x)
RT-1 Two-Family Residential	35 (x)
RM-1 Multi-Family Residential	35 (x)
RM-2 Multi-Family Residential	35 (x)
MU—Mixed Use	35 (x)
B-1 Local Business District	35 (x)

**Sec. 78-191 – Notes to schedule.**

(x) Landscape area shall be required only for single-family residential buildings in all zoning districts that they are located. A minimum of 60% of the front yard shall be landscape area. Up to 5% of the total landscape area may be permeable pavement.

**Sec. 78-203. Plant material and landscaping requirements.**

(5) *Suggested plant materials.*

a. *Evergreen trees:*

- Pine (White)
- Douglas-Fir
- Fir
- Hemlock
- Spruce

b. *Narrow evergreens:*

- Red Cedar
- Arborvitae
- Junipers

c. *Large deciduous trees:*

- Zelkova
- Sycamore
- Tuliptree
- Kentucky Coffeetree
- Blackgum
- Oaks
- Ginkgo (male)

Birch  
Linden  
~~Hard Maples~~  
Beech  
Honey Locust (seedless & thornless)

d. *Small deciduous trees:*

Hornbeam  
Hawthorn  
Magnolia  
Mountain Ash  
Redbud  
Flowering Dogwood  
Flowering Crabapples (disease resistant varieties)

e. *Large shrubs:*

1. Deciduous:

~~Honeysuckle~~  
Lilac  
Forsythia  
~~Border Privet~~  
Staghorn Sumac  
Pyracantha  
~~Barberry~~  
Flowering Quince  
Sargent Crabapple  
Dogwood (Silky, Red Osier, Grey)  
Cotoneaster (Pekin, Spreading)  
Common Witchhazel  
Blackhaw Viburnum  
Highbush Cranberry  
American Elderberry

2. Evergreen:

Irish Yew  
Hicks Yew  
Mugo Pine  
Pfitzer Juniper  
Savin Juniper

f. *Medium to Small shrubs:*

1. Deciduous:

~~Regal Privet~~  
Fragrant Sumac  
Japanese Quince  
Potentilla  
~~Compact Burning Bush~~  
Cotoneaster (Cranberry, Rockspray)  
Red Chokeberry  
Michigan Holly  
Common Ninebark



Arrowwood Viburnum

New Jersey Tea

Buttonbush

2. Evergreen:

Dwarf Mugo Pine

Big Leaf Winter Creeper

Arborvitae

Low Spreading Junipers (Andora, Hughes, Tamarack, etc.)

Spreading Yews (Dense, Brown's, Ward, etc.)

g. Trees not suggested/permitted:

Box Elder

Ash Trees

Willows

~~Soft Maples (Silver)~~

Poplars

Siberian Elms

~~Horse Chestnut (nut-bearing)~~

Tree of Heaven

~~Russian Olive~~

(6) Right-of-way landscaping requirements.

The right-of-way adjacent to residentially used properties shall be landscaped with live plant material such as turf grass, ground cover, trees, vines, flowers, and other live plant material. Exceptions are made for sidewalks, approaches to crosswalks, and approaches to driveways.

**Sec. 78-219. Grading, drainage and building grades.**

- (1) The ground areas outside the walls of any building or structure hereafter erected, altered, or moved shall be so designated that surface water shall flow away from the building walls in such a direction and with such a method of collection that inconvenience or damage to adjacent properties will not result. Where property is developed adjacent to existing properties previously developed, existing grades of adjacent properties shall have priority. Grades around houses or structures shall meet existing grades in the shortest possible distance, as determined by the building official, but under no circumstances shall exceed 1:4 slopes or 25 percent grades.
- (2) To minimize impacts on contiguous, previously developed, single-family residential property and ensure compatibility for new projects in established residential neighborhoods, the first story elevation height of new structures shall be consistent with the first floor elevation height of contiguous residences, in conformance with other requirements of this ordinance. Any property owner/developer who intends to add fill above the height of the existing contiguous grades shall demonstrate to the building official's satisfaction, that additional fill is not detrimental to surrounding properties in terms of compatibility and drainage.
- (3) A certificate of occupancy will not be issued until final grades are approved by the city building official. A certificate of grading shall be completed by the applicant. When possible, the certificate of grading should show landscaping areas. The building official shall require a certified copy of the grading plan to be submitted by a registered civil engineer or land surveyor.

**Sec. 78-270 – Off-street parking requirements**

- (a) There shall be provided in all districts at the time of erection or enlargement of any main building or structure, automobile off-street parking space with adequate access to all spaces. The number of off-street

parking spaces, in conjunction with all land or building uses, shall be provided prior to the issuance of a certificate of occupancy, as hereinafter prescribed.

(1) Off-street parking for other than residential use and other than those spaces accommodated by payment in lieu of parking as approved by the city commission shall be either on the same lot or within 300 feet of the building it is intended to serve, measured by public right-of-way from the nearest point of the building to the nearest point of the off-street parking lot. Ownership of the parking lot must be the same as the building. Spaces may be leased from municipal lots or other lots controlled by the city or downtown development authority (DDA), provided such spaces are within 300 feet of the building and the lease is not in default. Rate and terms of the leased spaces shall be determined by the city commission. Default of a parking lease agreement will constitute a violation and enforcement by the city.

(2) Residential off-street parking spaces shall consist of parking spaces, driveways, garage, or combination thereof and shall be located on the premises they are intended to service, and subject to the provisions of section 78-2732.

(3) Unless otherwise provided herein, off-street parking shall not be permitted in any required or non-required front yard, except for use of the driveway. Off-street parking shall be permitted within the required side or rear yard setbacks, provided a minimum five foot setback is maintained between off-street parking and the side and rear lot lines of all adjoining properties. This requirement may be waived or modified by the planning commission for sites where there is limited land area available to meet the strict requirements of this section or for sites where it is possible to provide additional landscaping or screening to buffer parking from adjoining uses and a public road right-of-way.

#### **Sec. 78-273. – Residential driveways.**

(1) New driveways constructed for single-family residential access within the R-1 and RT-1 Districts shall meet all the following standards:

(a) Shall be a minimum of nine feet wide in width and clear of encumbrances such as columns or curbs.

(b) Shall be a maximum of 24 feet wide at the property line.

~~(b) Shall be located on the side of the new dwelling that is opposite any existing driveway on an adjacent parcel, when possible.~~

(c) The edge of the driveway including any necessary curbs shall be located at least one foot from off the side property line. The one-foot buffer area between the driveway edge and property line should be landscaped area shall be landscaped with appropriate plant material such as turf grass, perennials or shrubs.

(d) One driveway is allowed per lot and one curb cut is allowed per driveway. A second curb cut is permitted only if connected to a public alley.

(e) Driveways that abut each other shall be relocated if possible.

(f) Any legal, non-conforming driveway may be repaved or reconstructed in the same location and in the same manner if it was established legally and with necessary permits.

(g) Parking is not permitted in any front yard except on a driveway.

~~(2) Existing driveways within the R-1 and RT-1 districts may be reconstructed in the same location. Where two existing driveways abut one another, they may continue but shall be relocated if possible; continuation of this condition is discouraged~~



**Carlisle | Wortman**  
ASSOCIATES, INC.

117 NORTH FIRST STREET SUITE 70 ANN ARBOR, MI 48104 734.662.2200 734.662.1935 FAX

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**TO:** City of Plymouth Planning Commission  
**FROM:** Megan Masson-Minock, AICP  
**DATE:** December 2, 2022  
**RE:** Zoning Audit Additions due to Changes in State Law

The following changes to the Michigan Zoning Enabling Act and the Child Care Licensing Act have become effective, which would necessitate changes to the City of Plymouth's Zoning Ordinance:

- The amendment to the MZEA added residential treatment programs for up to 10 individuals as a residential use, which must be allowed as a permitted use like family day care homes. A residential treatment program provides 24/7 care for children using a "trauma informed treatment model", provides after care services for up to 6 months, and must be accredited, per the definition in Child Care Organizations Act. A detention facility, forestry camp, training school, or other facility used to primarily detain minor children found to be delinquent are not residential treatment programs.
- The Child Care Licensing Act was amended to allow "increased capacity" in family day care homes and group day care homes, allowing an additional one or two children for care, respectively. These facilities are automatically eligible for the increased capacity if they hold a current license, have held a license for 48 months, and cared for at least one (1) minor child.

Please note that the following items will need to be updated in addition to the items listed in the "Updates Needed to Comply with State Law" section in the previously submitted Zoning Audit:

- Add a definition of "residential treatment program" to Sec. 78-21
- Update the definitions of "family day care home" and "group day care home" in Sec. 78-21
- Add "residential treatment program" to Table 9-2, as a permitted use in the R-1, RT-1, RM-1, and RM-2 Zoning Districts, which are the zoning districts where family day care homes are principal uses permitted.

I look forward to meeting you at your December 14, 2022 meeting to review and discuss the Zoning Audit.

Sincerely,

**CARLISLE/WORTMAN ASSOC., INC.**  
**Megan Masson-Minock, AICP**  
**Senior Associate**

# Master Plan Overview

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CITY OF PLYMOUTH

DECEMBER 14, 2022

# Agenda

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State Law

Purpose

Preparation

Content

Review and Adoption

Summary

Timing

Resources

# State Law

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## Michigan Planning Enabling Act (MPEA)

- Public Act 33 of 2008
- 14 pages
- AN ACT to codify the laws regarding and to provide for county, township, city, and village planning; to provide for the creation, organization, powers, and duties of local planning commissions; to provide for the powers and duties of certain state and local governmental officers and agencies; to provide for the regulation and subdivision of land; and to repeal acts and parts of acts.
- All the referenced language is from this Act

# Why do we master plan?

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Required by law

Guides development for years to come

Used by all to make decisions

Opportunity for public engagement and input

# Purpose of the Master Plan

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A master plan shall address land use and infrastructure issues and may project 20 years or more into the future.

A master plan shall include maps, plats, charts, and descriptive, explanatory, and other related matter and shall show the planning commission's recommendations for the physical development of the planning jurisdiction.



# Purpose of the Master Plan

---

Guide and accomplish development that satisfies all of the following criteria:

- (a) Is coordinated, adjusted, harmonious, efficient, and economical.
- (b) Considers the character of the planning jurisdiction and its suitability for particular uses, judged in terms of such factors as trends in land and population development.
- (c) Will, in accordance with present and future needs, best promote public health, safety, morals, order, convenience, prosperity, and general welfare.

# Purpose of the Master Plan - Continued

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(d) Includes, among other things, promotion of or adequate provision for 1 or more of the following:

- (i) A system of transportation to lessen congestion on streets and provide for safe and efficient movement of people and goods by motor vehicles, bicycles, pedestrians, and other legal users.
- (ii) Safety from fire and other dangers.
- (iii) Light and air.
- (iv) Healthful and convenient distribution of population.
- (v) Good civic design and arrangement and wise and efficient expenditure of public funds.
- (vi) Public utilities such as sewage disposal and water supply and other public improvements.
- (vii) Recreation.
- (viii) The use of resources in accordance with their character and adaptability

# Notification of Master Plan Preparation

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Before preparation of the master plan the PC shall mail a notice explaining the intention to prepare a master plan and requests the cooperation and comment from the following groups:

- Planning Commission of neighboring municipalities (Plymouth Township)
- Regional planning commission (SEMCOG)
- County Board of Commissioners
- Each public utility company (DTE, Consumers)
- Each railroad company (CSX)
- Each public transportation system (N/A)
- County Road Commission (Wayne County Public Works)
- State Transportation Department (MDOT)

# Master Plan Preparation

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In the preparation of a master plan, a planning commission shall do all of the following, as applicable:

- (a) Make careful and comprehensive surveys and studies of present conditions and future growth within the planning jurisdiction with due regard to its relation to neighboring jurisdictions.
- (b) Consult with representatives of adjacent local units of government in respect to their planning so that conflicts in master plans and zoning may be avoided.
- (c) Cooperate with all departments of the state and federal governments, public transportation agencies, and other public agencies concerned with programs for economic, social, and physical development within the planning jurisdiction and seek the maximum coordination of the local unit of government's programs with these agencies.

# Master Plan Preparation

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Create a subcommittee

Engage stakeholders

Consider the present and future growth

# Master Plan Content

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(a) A master plan shall also include those of the following subjects that reasonably can be considered as pertinent to the future development of the planning jurisdiction: A land use plan that consists in part of a classification and allocation of land for agriculture, residences, commerce, industry, recreation, ways and grounds, public transportation facilities, public buildings, schools, soil conservation, forests, woodlots, open space, wildlife refuges, and other uses and purposes.

# Master Plan Content - Continued

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(b) The general location, character, and extent of all of the following:

- (i) All components of a transportation system and their interconnectivity including streets and bridges, public transit including public transportation facilities and routes, bicycle facilities, pedestrian ways, freight facilities and routes, port facilities, railroad facilities, and airports, to provide for the safe and efficient movement of people and goods in a manner that is appropriate to the context of the community and, as applicable, considers all legal users of the public right-of-way.
- (ii) Waterways and waterfront developments.
- (iii) Sanitary sewers and water supply systems.
- (iv) Facilities for flood prevention, drainage, pollution prevention, and maintenance of water levels.
- (v) Public utilities and structures.

# Master Plan Content - Continued

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(c) Recommendations as to the general character, extent, and layout of redevelopment or rehabilitation of blighted areas; and the removal, relocation, widening, narrowing, vacating, abandonment, change of use, or extension of streets, grounds, open spaces, buildings, utilities, or other facilities.

(d) For a local unit of government that has adopted a zoning ordinance, a zoning plan for various zoning districts controlling the height, area, bulk, location, and use of buildings and premises. The zoning plan shall include an explanation of how the land use categories on the future land use map relate to the districts on the zoning map.

(e) Recommendations for implementing any of the master plan's proposals.



# Master Plan Content - Subplans

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A majority vote of members is needed to adopt a subplan

A subplan is a plan for a geographic area less than the entire planning jurisdiction that requires more intensive planning because of its unique physical characteristics

Current subplans include

- Downtown
- North and South Main
- S. Mill
- Old Village
- Ann Arbor Road Corridor

# After the Preparation of Master Plan

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Once the master plan has been prepared, the City Commission shall review the document and approve it for distribution

A copy of the proposed master plan shall then be distributed for review and comment to the following:

- Planning Commission of neighboring municipalities (Plymouth Township)
- Regional planning commission (SEMCOG)
- County Board of Commissioners
- Each public utility company (DTE, Consumers)
- Each railroad company (CSX)
- Each public transportation system (N/A)
- County Road Commission (Wayne County Public Works)
- State Transportation Department (MDOT)

# After the Preparation of the Master Plan

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Each entity has 63 days to submit comments to the Planning Commission

A public hearing is held after the deadline passes

Public hearing notice posted in newspaper of general circulation and sent to entities

Following PC approval of not less than 2/3 majority, a copy shall be submitted to the City Commission for their approval

After CC approval, the resolution with the Clerk's signature shall be included on the inside cover of the Master Plan

Upon final approval, copies shall be submitted to the appropriate entities (yes, again)

# Summary

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1. Send notices of intent to plan
2. Conduct public engagement and prepare the plan updates
3. PC recommends plan to CC for their review
4. CC approves plan for distribution
5. Plan distributed for 63-day comment period
6. Public hearing held and PC approval of plan
7. CC approval and adoption
8. Adopted Master Plan distributed to entities

# Estimated Timing

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1. Send notices of intent to plan – January 2023
2. Conduct public engagement and prepare the plan updates – January through August 2023
3. PC recommends plan review to CC – September 2023
4. CC approves plan for distribution – September 2023
5. Distribution with 63-day comment period – Sept through Nov 2023
6. Public hearing held and PC approval – December 2023
7. CC approval and adoption – December 2023
8. Adopted Master Plan distributed to entities – January 2024

# Resources for Master Planning

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MSU Extension

Redevelopment Ready Communities

Michigan Association of Planning

Other communities' plans

## Check List #1F: What should be in a Master Plan

*Original version: December 23, 2010*

*Last revised: August 16, 2018*

This fact sheet is designed to be a guide to planning commissions in determining what topics and information to include in a master plan developed under the new P.A. 33 of 2008, as amended, (the Michigan Planning Enabling Act, M.C.L. 125.3801 et seq.). The checklist is adapted from materials developed by the Michigan chapter of the American Planning Association.

The Michigan Planning Enabling Act is a new statute that changes how various planning procedures are done and provides new duties and powers to many planning commissions in the state. The entire purpose of this act was to create a single set of procedures to follow regardless of whether planning is being done by a city, village, township, or by a county. After September 1, 2008 (the effective date of the act) only the procedures in the Michigan Planning Enabling Act should be used as the act replaces the following statutes.

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## **Check List # 1H: The Five-Year Plan Review**

*Original version: December 23, 2010*

*Last revised: August 16, 2018*

### **Introduction**

This is a step-by-step procedure for planning, land use and zoning. This particular checklist (# 1H) is for conducting a review of an existing plan (after it is five years old) to determine if it should be updated, replaced, or is fine as is. This checklist is designed to provide a list of steps – in order – which leads to a well-planned and zoned community. This outline is based on Public Act 110 of 2006, as amended, (being the Michigan Planning Enabling Act, M.C.L. 125.3801 et. seq.), and recommendations of Kurt H. Schindler, ACIP, and Bradley Neumann, AICP, both of MSU Extension, and intergovernmental coordination and plan content “best planning practices” derived from a proposed Coordinated Planning Act developed by the Michigan Chapter of the American Planning Association. In the check list, most of the items marked “optional” are derived from the proposed Coordinated Planning Act, not the current statute.

There are also separate procedural checklists for performing other zoning and planning functions. They are listed in Appendix B.

The Michigan Planning Enabling Act is a new statute, that changes how various planning procedures are done, and provides new duties and power to many planning commissions in the state. The purpose of this act was to create a single set of procedures to follow regardless of whether planning is being done by a city, village, township, or by a county. After September 1, 2008 (the effective date of the act) only the procedures in the Michigan Planning Enabling Act should be used as the act replaces the following statutes.



## 1.1 | Master Plans +

### CRITERIA

*The governing body has adopted a master plan in the past five years.*

### WHY

Master plans establish a community vision through public engagement and identify how to implement that vision. The plan is an essential document that guides future development throughout the community, adding predictability and community buy-in to the development process.

### RESOURCES

Just as no two communities are the same, no two master plans are the same. But ultimately all master plans must address all the required information from the [Michigan Planning Enabling Act](#). RRC communities also include additional information such as redevelopment focus areas and an action-focused implementation section.

Nearly all RRC communities have a master plan in place when they engage in the process. So a good first step is to review the existing plan using the [RRC Guide on Master Plan Updates](#) to identify the scope of any needed updates.

Below is a selection of master plans from communities of all shapes and sizes to help the creative juices get flowing.

- [Master Plan: Bay City](#)
- [Master Plan: Cass City](#)
- [Master Plan: Ferndale](#)

# MASTER PLAN UPDATE GUIDE

## RRC Library

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A Redevelopment Ready Communities® tool  
for Michigan communities looking to establish  
or update a master plan



American Planning Association  
**Michigan Chapter**

*Creating Great Communities for All*

MAP

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Workshop

Publication \$28/book

# Other Communities' Plans

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Neighboring communities – Plymouth Township, Northville City and Township, Canton Township

Similar communities – Brighton, Fenton, Farmington, Saline, Howell

Bigger communities – Ann Arbor, Detroit, Kalamazoo

RRC communities – Bay City, Ferndale, Romulus, St. Ignace, Wyandotte

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Questions?