



# City of Plymouth Planning Commission Master Plan Working Session Agenda Wednesday, July 24, 2024 – 6:30 p.m. City Hall Conference Room

City of Plymouth  
201 S. Main

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

1. CALL TO ORDER
  - a) Roll Call
2. CITIZENS COMMENTS
3. MASTER PLAN DISCUSSION
4. 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.

Meetings of the City of Plymouth are open to all without regard to race, sex, color, age, national origin, religion, height, weight, marital status, disability, or any other trait protected under applicable law. Any individual planning to attend the meeting who has need of special assistance under the Americans with Disabilities Act (ADA) should submit a request to the ADA Coordinator at 734-453-1234 ext. 234 at least two working days in advance of the meeting. The request may also be submitted via mail at 201 S. Main St. Plymouth, MI 48170, or email to [clerk@plymouthmi.gov](mailto:clerk@plymouthmi.gov).

# 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 a 5-year staffing projection
2. Review current recruitment strategies and identify additional resources
3. Identify/establish flex scheduling positions and procedures
4. Develop a plan for an internship program
5. Review potential department collaborations
6. Hire an additional recreation professional
7. Review current diversity, equity, and inclusion training opportunities
8. Seek out training opportunities for 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 2024 Goals

1. Complete the master plan review
2. Engage in a training session
3. Review a compatibility ordinance

***“The government in this community is small  
and accessible to all concerned.”***

**-Plymouth Mayor Joe Bida November 1977**

## CHAPTER 2 PUBLIC INPUT

Photo Place Holder – City Commission Meeting in one of the Parks?

The City of Plymouth recognizes that public input is essential in the process of updating the Master Plan. Along with reviews and discussions at Planning Commission meetings, a statistically significant resident survey was conducted, two public engagement sessions were held, and transportation information was collected at a public event.

The City funded a telephone survey which was conducted by EPIC-MRA based in Lansing. The survey interviewed 264 adult residents of the City of Plymouth the week of September 11, 2023.

The first public engagement session was held in Old Village on March 20, 2024. A survey was completed by 32 individuals at the end of the session. The second public engagement session was held at the Plymouth Cultural Center on April 24, 2024, with 36 individuals completing the survey at the end of the session.

In order to gain insight on transportation related matters, data was collected from residents and non-residents at the Spring Artisan Market held in Kellogg Park on April 20, 2024. The Planning Commission collected paper surveys from 23 residents and 30 non-residents.

Specific topics were the focus based on changes and learnings over the past 5 years since the current Master Plan was adopted on September 17, 2018. The following presents the information gathered on the topics.

### **Desirable Characteristics**

At the public engagement sessions, 8 characteristics were reviewed related to the Old Village and Downtown areas of the city. Preservation of historic buildings was consistently identified for both areas by over 90% as the most important characteristic. Buildings set back similarly from the street and variable building styles were clearly 2<sup>nd</sup> and 3<sup>rd</sup> in importance.

### **Pedestrian Amenities**

8 pedestrian amenities were asked to be ranked by importance at the engagement sessions for Old Village and Downtown. While not in the same order Benches, Trash Cans, Signalized Pedestrian Crossings and Planters were always in the top four. Bike Racks and Bike Lanes were consistently in 5<sup>th</sup> and 6<sup>th</sup> place while Directional Signage and Drinking fountains were identified as the lowest priority.

### **Entry-Level Home Buyer Accessibility**

Housing stock and housing diversity was a topic covered at the engagement sessions. When the participants were asked if it was important that the City of Plymouth be accessible to entry-level home buyers, 83% responded yes, 12% responded no and 6% were unsure.

### **Multi-Family Housing**

The September 2023 survey asked participants their opinion related to whether the city has *Too*

*Many, Too Few, or the Right Amount* of multi-family housing. The *Right Amount* received a majority of responses at 58%, with *Too Many* and *Too Few* equal at 17%. To gather information on specific multi-family housing types, the engagement session surveys asked the question for Duplexes, Triplexes, Apartments and Townhomes. The responses were consistent with the survey results showing slight variation based on the housing type.

## Duplexes

Residents were asked if they favor or oppose allowing duplexes to be built in single-family neighborhoods as part of the September 2023 survey. The response was 37% *Favor* with 52% *Opposed*. The feedback from the engagement session surveys had only 29% respond in *Favor* of with and equal 35% *Opposed* and 35% *Unsure*.

## Accessory Dwelling Unit (ADU)

As this is an unfamiliar topic, a description of accessory dwelling units was provided prior to asking participants if they would *Favor* or *Oppose* the city allowing this type of dwelling unit to be established on the second level of detached garages as part of the September 2023 survey. There was a strong majority support (59%) for allowing ADUs as described. The engagement sessions covered this topic as well and those survey responses also showed a majority (54%) in support; however, 22% did respond that they were unsure.

The engagement session reviewed various forms of ADUs, and the survey asked a follow-up question on which types of ADUs would the participant support. Above garages, both detached and attached again received over 50% support.

A third question was asked on the engagement session surveys to identify participants opinion's on parking, should ADUs be allowed. When asked if parking for ADUs be required on private property, 63% responded yes.

## Size and Mass of Single Family Homes

When asking for opinions on the size and mass of homes built in the city, COVID was used a frame of reference. When asked if homes build since COVID were appropriately sized, the

September 2023 survey results were close with 46% *Yes* and 48% *No* responses. The survey responses from the engagement sessions had a strong *No* response of 78%.

The September 2023 survey went on to ask participants if the Plymouth City ordinances should *Increase, Decrease, or Not Change* the existing size and mass specifications. One half of respondents opted for the status quo, with slightly under four-in-ten expressing a preference for a decrease in the size and mass specifications.

To approach size and mass from a different perspective, the surveys for the engagement sessions asked participants their opinion on whether homes built since COVID were compatible with surrounding homes. 71% responded *No*. It was then asked if the city should investigate ways to encourage and retain character in each neighborhood. 97% responded *Yes*.

## Height of Single Family Homes

The September 2023 survey asked participants their opinions about the height of single family homes built since COVID and if the city should *Increase, Decrease, or Not Change* the ordinance specifications. A majority of participants responded that the home heights were appropriate (66%), and ordinances should not be changed (65%).

## Height of Detached Garages

As with single family homes, the September 2023 survey asked participants their opinions about the height of detached garages built since COVID and if the city should *Increase, Decrease, or Not Change* the ordinance specifications. Again, the majority of participants responded that the detached garage heights were appropriate (76%), and ordinances should not be changed (66%).

## Tree Ordinance

The tree ordinance adopted in 2017 aimed at protecting, preserving, and reforesting the tree canopy. Participants of the September 2023 survey were asked whether it had done *Enough, Too Little, or Too Much* in achieving the stated aim. A plurality of respondents reported the

ordinance had done “enough” (49%) with nearly three-in-ten (29%) reporting “too little”.

### **Landscape Ordinance**

The city adopted an ordinance in January of 2023 establishing a minimum square footage of landscape area on all residential properties. The September 2023 survey asked whether it had done *Enough*, *Too Little*, or *Too Much*, to protect and enhance the landscape areas of the city. A plurality of respondents again reported the ordinance had done “enough” (42%) with only 21% responding that “too little”.

### **Form-Based Codes (FBCs)**

The City of Plymouth currently has Euclidean Zoning Ordinances which has protected neighborhoods from incompatible uses but does not provide walkable design and mixture of uses that exist in the City's best places, like Old Village and Downtown. In 2023, the Planning Commission guided the research of a “test” form-based zoning district for the Old Village area. While implementation of a FBC is at least 2 years out, community engagement and education will be required. An overview of FBCs was given at the engagement sessions. When surveyed if they would be interested in learning more about FBCs, 78% responded yes with 67% responding in 2024 as opposed to 2025 or when the work begins.

This chapter provides an overview of future land uses throughout the City. It identifies the desired land use for each parcel of land on the map and provides a description for each use.

The following describes each future land use category and the desired characteristics of each district. The future land use plan indicates the desired use of parcels throughout the City and coordinates with the proposed changes noted in Zoning Plan.

#### Residential Vision Statement

Homes in the City of Plymouth shall contribute to the character and desirability of the City. They shall maintain the walkable character of the neighborhoods, with appropriate heights relative to the street, and appropriate distance from sidewalks. They shall be built size-appropriate to their lots, allowing adequate space and sunlight to neighboring homes. They shall maximize green space and trees, and minimize non-permeable surfaces to allow for both the continued forestation of Plymouth, and allow for the City infrastructure's water management.

#### Single-Family Residential

Areas planned for Single Family Residential are typically arranged in a traditional grid pattern. Most of the core single-family residential areas are connected to the historic downtown and the historic corridors. There are a range of residential building types, with houses of worship, schools, and small parks intermixed. The majority of residences are single-family homes, but duplexes are scattered throughout the core neighborhoods. These areas occupy most of the residential development in the city and are characterized by original plats that are 25 to 50 feet wide. In general, the lot sizes, widths, and building setbacks are small, with many of the existing homes and lots not meeting current zoning ordinance requirements. Homes in this land use category are generally placed the same distance from the street with front porches and detached garages in the rear of the property.

There are some areas of single-family residential that were developed in a more suburban manner. Many of these neighborhoods are regulated by a single plat or condominium plan with associated rules or restrictions. Areas include what is typically referred to as "subdivisions," such as the New England Village neighborhood on the west side of town or Starkweather Condo on the north side of Plymouth Road. In most cases, the street network is designed to carry traffic into the neighborhood, not through it. Streets are wider and are more winding than streets in the core single-family residential areas, often including cul-de-sacs. Lot sizes, widths, and setbacks in these areas are larger than in the core single-family residential areas.

#### Multi-Family Residential

The multi-family residential areas have a range of residential building types which includes duplexes, triplexes, multiplexes, townhouses, small apartment buildings, and groups of condominiums with houses of worship, schools, and small parks intermixed. This designation aims to capture the "missing middle" housing types that are desirable as a residence. It is the priority of this district to increase the number of housing units in a manner that is consistent with the adjacent areas while serving as a transition between commercial districts and single-family neighborhoods. These areas can also host accessory dwelling units under appropriate circumstances.

#### Multi-Family Neighborhoods

Multi-family Neighborhoods are designed for a single type of housing per site and include large blocks of apartments and townhouses. The streets here are typically private and are not connected to the larger grid network of Plymouth. Traffic is meant to be directed into and out of the neighborhood through one

or two entry points. The street layout is not conducive for pass-through traffic. These neighborhoods often include large surface parking areas for residents and visitors. It is important that these neighborhoods increase the number of dwelling units while balancing the need for parking, landscaping, and other site amenities.

#### Old Village – Mixed Use

This area is built on a traditional grid pattern. Historically, this area hosted a mixture of industrial, hospitality, restaurant, service, retail, religious, and residential uses. Many of these same uses exist today.

The residential areas of Old Village have a range of residential building types which includes single-family homes, duplexes, triplexes, apartment buildings, and groups of condominiums with churches, and small parks intermixed. There is a wide mixture of lot sizes for single-family homes with underlying plats ranging from 30 to 60 feet. Many of the existing homes and lots do not meet current zoning ordinance requirements. Residential building types in this land use category are generally placed the same distance from the street with front porches and detached garages in the rear of the property, when applicable.

The commercial areas of Old Village are centered upon Liberty Street between Starkweather and Mill and include the surrounding corridors and parts of the railroad. The commercial building types vary and include small strip malls, standalone single-use buildings, converted single-family homes, and downtown density with shared walls. With such a wide range of building types there is a wide range of lot sizes and distance from the street. Some commercial buildings have parking in the front of the building while others have minimal off-street parking and high percentage of lot coverage.

The industrial areas of Old Village are naturally grouped around the railroad tracks. Many of these properties have large, windowless buildings and many are used for warehouses, auto services, and landscaping businesses. The existing industrial buildings and sites have an inconsistently wide range of setbacks from the street and parking areas are not constant across sites. Many buildings have not seen much improvement in recent years but may be candidates for adaptive reuse.

#### Local Business

Local Business is designed for office uses and convenient shopping, dining, and services for residents of nearby residential areas. The building types in this area vary and include strip malls, standalone single-use buildings, mixed use buildings, and converted single-family homes. This category also provides a transitional area between residential neighborhoods. Local business has been applied to smaller lots that can accommodate various uses in a harmonious design, but there are some larger lots that could be redeveloped. Should redevelopment occur, adaptive reuse of existing structures should be prioritized. This category could accommodate residential uses on upper levels. Local Business would not include intensive business types or businesses that depend on high volumes of vehicle traffic. Generally, buildings should have uniform setbacks with parking located at the rear of the building or integrated and hidden within any new construction.

#### Central Business

The Central Business-Retail district (CBD) land use designation provides the central gathering place and commercial area of the city, accommodating pedestrian access to local businesses, restaurants, and entertainment, as well as office and upper-level residential uses. It serves the retail, office, convenience, and service needs of the entire City. The CBD promotes uses which provide convenient pedestrian shopping and services along a continuous retail frontage. In addition, it provides opportunities for upper-

level residential uses. Most of the CBD area is served by centralized parking under the City's control. The CBD area coincides with the City of Plymouth Downtown Development Authority boundary.

#### Ann Arbor Road Corridor

The Ann Arbor Road Corridor is the broadest and most-intensive commercial land use category. This area is located on the automobile dependent Ann Arbor Road and benefits from the exposure of high-traffic volumes. While these uses are generally accessed by vehicle, pedestrian access across the site is desirable. Businesses include a wide range of retail and service establishments, including drive-through restaurants, auto-service establishments and commercial uses serving a regional clientele. Limited residential uses may be appropriate on upper levels, but are considered a subordinate use to the principal commercial intent of this designation.

#### Industrial

The Industrial land use designation is intended to primarily accommodate wholesale activities, warehouses, and light industrial operations whose external and physical effects are restricted to the immediate area having only a minimal effect on surrounding districts. This designation is also structured to permit the manufacturing, compounding, processing, packaging and assembling of finished or semi-finished products from previously-prepared materials. Research and development land uses are appropriate for this designation and the increased use of technology to mitigate typical industrial-type nuisances is encouraged. Uses that are more conducive to a residential community are encouraged.

#### Parks and Open Space

The Parks and Open Space land use category includes existing parkland and open/green spaces, as well as proposed parks that are identified in the City's Recreation Master Plan. In addition to City-owned parks, this category also includes the County-owned River Rouge Parkway. This land use category is intended to protect parklands and open space from future development that does not consider the public benefit of retaining such land. If properties owned by regional, public organizations become available, the city should consider acquiring the property for parks and open space uses.

#### Future Land Use Map

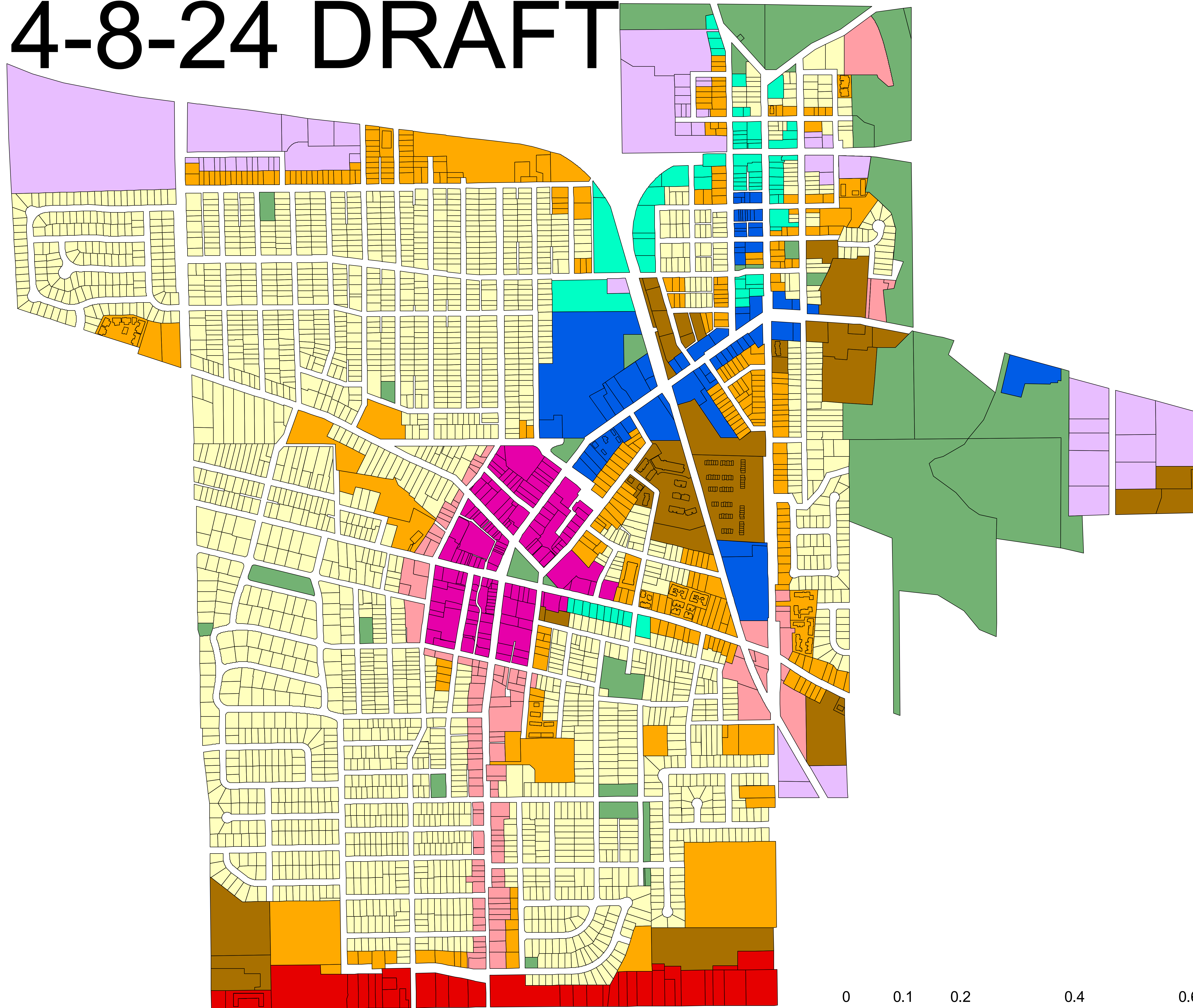
The Land Use Plan is depicted on the Future Land Use Map on the following page. This plan incorporates the land use categories defined above and arranges them to guide long-term growth and redevelopment of the City.

The Future Land Use Map is a long range vision of how land uses should evolve over time and should not be confused with the City's Zoning Map, which is a current (short range) mechanism for regulating development.

Additionally, the Future Land Use Map is generalized. Any rezoning consideration requires a more detailed evaluation by the Planning Commission.



# 4-8-24 DRAFT



## Legend

### Parcel\_Boundary

### FLU\_2024

- Single Family
- Multi-Family
- Multi-Family High Density
- Parks and Open Space
- Mixed Use Low Density
- Mixed Use High Density
- Local Business
- Central Business District
- Ann Arbor Road Corridor
- Industrial
- Right-of-Way
- Railroad

