

# Plan Implementation (Draft 2/25/2009)

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## A. INTRODUCTION

Policies in the Joint Master Plan are implemented, for the most part, by day-to-day decisions by each MCJPC community, through their Planning Commissions, Boards of Trustees and Administrators. To be effective, the plan must be used in daily decisions. Used in this manner, the MCJPC Joint Master Plan will provide advance notice to prospective users of land and assurance of stability to property owners and residents. The Joint Master Plan can be a forum for modifying certain policies, with all affected parties involved, when conditions underlying the Joint Master Plan change or new opportunities arise. Thus, in terms of policy implementation, the plan is both a communication and a reference document. Its continuous daily use will help assure that it will be kept current and viable.

## B. GROWTH TRANSITION AREAS

A significant strategy of the MCJMP is the allocation of most new development (particularly non-residential uses) to a Growth Transition Area (GTA) around the Village of Manchester and potentially around the Bridgewater Hamlet. These growth areas represent the municipalities' ability and/or future interest in supporting additional development and possibly providing urban services. The Washtenaw County Comprehensive Plan refers to "Urban Service Districts" (USD) which are similar in concept to Growth Transition Areas. Municipalities in the County are encouraged to prepare USD plans "identifying areas that will be served, the level of development and capacity needed, the timing of service and cost/revenue sharing arrangements." Another similar concept from the County Plan is that of the "Township Center." These were envisioned to be areas of development focus with such attributes as: future transit oriented patterns, alternative transportation access, mixed uses, limits to site and building size, housing variety, optimization of natural features, and neighborhood sized development blocks.

There are two other areas worth addressing in the Master Plan. These areas have concentrated development, or are potentially influenced by another jurisdiction's presence, but which are not proposed for growth at this time. These areas are the Pleasant Lake area and the area north of the Village of Clinton within Washtenaw County/Bridgewater Township. Growth expectations are best addressed by preparing special "subarea plans" for which implementation strategies can be developed. The character of these growth and non-growth subarea plans will differ essentially in the provision or not of urban services. One of the determining factors is population growth and the allocation of new residences based on environmental conditions, market experience and municipal growth objectives.

### **Illustrated Build-Out Scenario**

A housing build out scenario for the planning area was prepared showing the potential for new residential development, using current zoning densities and natural features constraints, in the townships and the Village. The scenario, based on a special analysis of the County's Geographic Information System database, is intended to illustrate the different capacity for additional development in the rural area and the Village Growth Transition Area. *This is not a growth projection tool and it is important to note that a build out picture based only on land and zoning capacity is not in keeping with*

*the preservation of the rural agricultural character intended for the area.*

Using this approach, the total number of potential new dwellings in the region, without consideration of time frame or market expectations, is approximately 12,300 units. The estimate of current dwelling units under this analysis is approximately 3,000. (For comparison, the 2000 Census count of dwelling units is 3,894. In addition, the Southeast Michigan Council of Government projected an increase in the number of households, as opposed to dwelling units, in the region from 2,776 in Year 2000 to 3,240 in Year 2010, and 4,778 in Year 2035.)

The build out scenario limits the number new units in the rural areas following the current low density zoning pattern (averaging less than 1 unit per acre). The number of new units in the proposed growth area around the Village is based on 4 units per acre, a medium density requiring utility services. This resulted in a projected number of new dwellings in the growth area of approximately 2,900 units and within the Village itself of nearly 200 units. The following chart illustrates the allocation of new units across the region from the GIS scenario, and compares the distributive character of the build out scenario to the growth projections (households) from the SEMCOG 2007 Regional Forecasts.

	GIS	SEMCOG Regional Forecasts (hhs)			
	<u>Scenario</u>	<u>2000</u>	<u>2010</u>	<u>2020</u>	<u>2035</u>
Bridgewater Township	*4,657	598	651	823	1139
Freedom Township	746	561	607	731	951
Manchester Township	3,623	717	998	1231	1622
Village of Manchester	192	900	984	1009	1066
Growth Transition Area	<u>2,892</u>	_____	_____	_____	_____
Total Build Out	12,110	2776	3240	3794	4778

(\*A previous build out analysis for Bridgewater indicating a capacity for 9,411 units was based on different future density assumptions)

This illustration shows that under current zoning there is substantial capacity for residential growth in all of the municipalities beyond SEMCOG projections. It also shows that even at a low/moderate residential density of 4 du/a, the Village Growth Transition Area could accommodate the projected Year 2010 to Year 2035 regional growth of 1,538 households. Four focus areas discussed below for the Village GTA would account for approximately 1,088 of the projected 2,892 units, or 37%.

## **GTA Subarea Plans**

It is the intent of the MCJMP that sub area plans will be prepared for these special areas to address future development expectations. The character of each growth and non-growth sub area plan will be unique, providing for different uses, densities, amenities, building design and infrastructure. It follows that different regulatory and service tools will be applied to each area such as zoning, land division, capital improvement budgets, private infrastructure obligations and cooperative agreements between the affected municipalities.

### Manchester Subarea

The objectives of the Manchester Growth Transition Area sub area plan will be to promote compact, mixed use development which meets most of the residential, commercial, employment and recreations needs of the region. The GTA is considered serviceable by Village water and sewer. Currently this area is designated for 'rural residential' (1 dua) in the Manchester Township plan with some non-residential spots on the major roads north, west and east of the Village. Residential densities ranging from 3 to 8 dua is recommended, organized around natural features and in neighborhood units ideally of 20+acres in size.

Commercial development should occur in planned shopping center configurations in a coordinated manner with controlled access, consolidated parking, extensive landscaping, pedestrian access and alternative transportation accommodations. These uses are allowed in areas serviced by public sanitary sewer and water only. The regional transportation network is the focus for non residential growth in the GTA although there will be controlled access from these corridors, interior circulation systems, and extensive roadway landscaping. Preservation of natural features and extensive buffering particularly at the fringe of agricultural areas will be required.

Employment Centers will be developed as planned campus-like centers (office, high tech research, light industrial, mixed use) located along the major corridors, M-52 and Austin Road, where serviced by sanitary sewer. An opportunity for employment use development also occurs between Logan and Parr Roads, either as stand-alone facilities or in park type development. These may include supportive commercial services incidental to office uses, and targeted at employees and customers.

There are four areas within the Village GTA that have the greatest potential for a village development pattern initially. Further detailed planning between each municipality's stakeholders will be undertaken following the objectives of the joint master plan. These areas are:

I. An approximately 1.2 square mile area along both sides of M-52 north of Dutch Road. Much of this area is designated for General Commercial on the Future Land Use Plan. This is an important gateway into the Village. Streetscape image, access management, and the interface with adjoining residential areas will be important.

II. An approximately 7.2 square mile area in the northeast quadrant of the GTA, east of Parr Road and along M-52 , on both sides of Austin Road and west of Croghan Lane. The east side of M-52 is

shown on the Future Land Use Plan as Industrial and the remainder of the area is designated for Low Density Residential. Buffering the residential area from Industrial uses, using existing water resources as neighborhood amenity features, street connectivity and establishing a green belt between the GTA and Agricultural use areas will be important.

III. An approximately 3 square mile area along and east of Adrian Street/Logan Road south to M-52. This area is designated for Low and Medium Density Residential uses on the Future Land Use Plan. Establishing sustainable neighborhood clusters, linkages to non residential services and employment centers, and reserving sufficient right of way along major corridors will be important.

IV. An approximately ½ square mile area on the north side of Sanborn Road and west of Macomb Street, shown on the Future Land Use Plan as Medium Density Residential. Street connectivity, neighborhood identity, and linkage to the Village core and established residential areas will be important.

#### Bridgewater Subarea

The objectives of the Bridgewater Hamlet Growth Transition Area sub area plan are to accommodate limited growth (low to moderate density residential development, convenience services and small offices, limited industrial facilities) compatible with the existing development pattern and within the capacity of the current sanitary sewer system. Current land uses include 13 acres used for commercial and industrial purposes, and rural residential strung along Austin Road. The Future Land Use Plan includes Medium Density Residential, Local Commercial, Public/Semi-public, and Light Industrial uses. Important issues include build out to support the utility system, enhancing the appearance of the commercial services core, buffering non residential land uses from future medium density residential areas, promoting compact and compatible residential infill, and establishing a set boundary between the Hamlet and the surrounding agriculture preservation area.

#### Clinton North Subarea

The objective of the Clinton North subarea plan is to integrate potential medium intensity growth associated with the Village of Clinton, located generally between M-52 and US-12, with the surrounding agricultural areas. Current uses include rural residential, small plot agricultural and an isolated commercial use. Medium Density Residential, High Density Residential and Local Commercial uses are shown on the Future Land Use Plan. Important issues will include the preservation of a natural features corridor linking the area to the Raisin River, establishing a boundary between this and the adjoining agricultural preservation area, a street plan ensuring adequate capacity and connectivity, access management along the major corridors, setting appropriate limits on the local commercial center, and intergovernmental agreements.

#### Pleasant Lake District Subarea

The objectives of the Pleasant Lake sub area are to further its function as a community focus point and manage controlled growth within this area. In essence, the Plan creates a single neighborhood for the

non-farm residents which also provides for local commercial and public uses required by other Township residents. Current land uses include a mix of permanent and seasonal residential dwellings, a restaurant, veterinary clinic, general store and Township Hall. Low Density Residential and a Local Commercial core area are shown on the Future Land Use Plan. Important issues include establishing a set boundary between low density residential area and the surrounding agricultural area, creating a limited, attractive commercial services core at the intersection of Pleasant Lake and Lima Center roads, protecting the quality of the shoreline and lake water, and providing for very limited, compatible infill development serviced by septic fields and wells. While this area is intended to provide some limited growth, it is not planned for water & sewer infrastructure or other village amenities.

**Comparison of Growth Areas**

Area	Objective	Focus	Constraints	Opportunities	Tools
Manchester Village & Township	Manchester Community focus for intensive development	Planned 425 Agreement focus areas	Street network; public sewer capacity; adequately sized development parcels	Raisin River, major roads, industrial land existing neighborhoods; flexible zoning	PUDs, 425 Agreements, defendable boundary; Master Plan, Annexation
Bridgewater Hamlet	Limited infill within sewer capacity	Hamlet Core	Sewer capacity; development scale	Sewer availability; defined core.	Mandatory sewer taps, Overlay zoning; design standards
Pleasant Lake District	Redevelopment without growth; Lake Preservation	Pleasant Lake Road	Septic suitability; runoff and underground pollution into lake	Lake environment	Density Caps, access management
Clinton North	Non competitive center to MCJMP area	Clinton Village	Jurisdiction boundary	Regional access on major roads;	Intergovernmental agreements; communication/co-ordination

**Growth Transition Area Policies**

**Land Use**

1. The most intensive regional development will be limited to the Village Growth Transition Area identified on the Future Land Use Plan, and carried out in an orderly manner consistent with urban services capacities, natural resources constraints, and the preservation of rural character.
2. Low intensity development will not be permitted in the Village Growth Transition Area by establishing minimum housing densities and Floor Area Ratios. In additions, special focus areas will be designated for mixed use and high profile projects associated with other (transportation, natural, historic, public) features.

3. Medium and higher density residential development will be allowed at the boundary of the Village Growth Transition Area, buffered from adjoining rural areas by open space and landscaped areas, to discourage low intensity sprawl beyond the boundary.

4. Diverse housing opportunities of a density and character not suitable for rural agricultural areas will be located in the Village Growth Transition Areas, integrated with existing neighborhoods, and buffered from non residential uses, to relieve this market pressure in the rural areas.

5. Local Commercial services which support the local market will be located in Growth Transition Areas ideally in mixed use or planned commercial centers rather than suburban style strip development along major corridors. Community Commercial services will be located only in the Manchester Village Growth Transition Area.

### **Transportation**

1. The road network in Growth Transition Areas will recognize the hierarchy between major corridors and residential service streets, and promote street connectivity between existing and planned developments.

2. Developments in the Growth Transitions Areas will provide streetscape amenities along major streets to enhance the attractiveness of the area for visitors and residents.

2. Street rights-of-way in Growth Transition Areas will allow for the possible future accommodation of public transit facilities and non-motorized transportation uses.

### **Infrastructure**

1. An 'adequate facilities plan' will be prepared for each Growth Transition Area to determine the extent of future development, if any, that can be supported by the municipality's services.

2. Extensions of water and sewer lines to new development will be the responsibility of the developer and such facilities will be constructed to the municipality's standards. In addition, the municipality may require additional fees to support the maintenance of central treatment and distribution facilities.

3. Development that cannot be supported by municipal services will be denied or 'directed' to a Growth Transition Area which can provide the necessary level of services. In the event no municipality can provide adequate services, the development may be deferred until such time that a financial plan is approved, with the cooperation of the Manchester Community Joint Master Plan members.

4. Development outside of designated Growth Transition Areas will not be served by public sanitary sewer systems. Package Waste Treatment Systems will not be allowed within the Growth Transitions Areas nor anywhere within the Manchester Community Joint Master Plan area. Public

water services may be extended beyond the Growth Transition Area to existing development for emergency needs.

### **Community Facilities**

1. Development in the Growth Transition Area will provide for public open space including passive or active recreational facilities, either as part of the development project or through other means, in accordance with the municipality's parks and recreation plan.
2. Each municipality will prepare a parks and master plan containing standards for required open space and recreation facilities needed per resident, or any other measure which justifies the reservation of public areas for such use.
3. New public facilities such as community centers, libraries, public safety buildings, and health clinics will be located in Growth Transition Areas if suitable locations are not available in the municipality's core area.

### **Cooperative Agreements**

1. The Village and Township(s) will periodically review their service and infrastructure needs and consider all opportunities for joint service agreements and common locations for cooperative facilities serving the region's residents and workers.
2. The Village and Townships will jointly review new developments within Growth Transition Areas for consistency with the Joint Master Plan and provide a unified recommendation to the legislative bodies acting on new development requests.
3. The Village and the Townships will review the boundaries of each Growth Transition Area at each update of the Manchester Community Joint Master Plan and make recommendations based on development activity, regional growth and municipal infrastructure capacity.
4. The Village and Townships will cooperate in the development of a planning and zoning program aimed at utilizing the Growth Transition Areas as the focus for most growth.

**[ Implementation Chapter to be continued ]**