

**CHAPTER 1**  
**INTRODUCTION**

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**Title & Authority**

This document and all contents herein shall be known and cited as the City of Laingsburg Master Plan (“Master Plan”).

This Master Plan update is undertaken and adopted pursuant to the Michigan Planning Enabling Act No. 33 of the Public Acts of Michigan of 2008 (MCL 125.3801 et seq.), as amended (“Planning Act”); and when so far as it is applicable, the Michigan Zoning Enabling Act No. 110 of the Public Acts of Michigan of 2006 (MCL 125.3101 et. seq.), as amended (“Zoning Act”).

**Purpose and Intent**

The Master Plan is a document developed by the City of Laingsburg Planning Commission (“Planning Commission”) that seeks to act as a guide for decision-making regarding the physical development of the City (and other areas where applicable) through a coordinated set of policies. The “Planning Area” shall herein mean the area encompassed by the legal boundaries of the City and areas outside of the City boundaries that are deemed by the Planning Commission as being related to the planning of the City

The intent and purpose of the Master Plan is to guide and accomplish physical development that satisfies a core set of criteria in the Planning Area. These criteria are to ensure that the Plan:

- (a.) Is coordinated, adjusted, harmonious, efficient and economical;
- (b.) Considers the character of the Planning Area and its suitability for particular uses given, among other things, trends in land use, growth and population;
- (c.) Will, in accordance with current and future needs, best promote public health, safety, order, convenience, prosperity and general welfare; and
- (d.) Promote the adequate provision for transportation, good civic design, public infrastructure, recreation and the use of resources in accordance with their character and adaptability.

The Master Plan is the policy statement for the physical development of the City. It is not a regulatory tool, but a guide for use by the City, the City's residents and business owners, developers, and private and public agencies regarding growth, investment and resources. As a guide, the Master Plan addresses issues with descriptive, explanatory and visual representations of the planned physical development of the City. The following subjects are addressed herein:

- (a.) A future land use plan that addresses the allocation of and opportunity for land in the City to be utilized for such purposes as residential, commerce, industry, recreation, open space and other uses and purposes as found relevant.
- (b.) A general inventory of the character and extent of streets, pedestrian ways, utilities and infrastructure.
- (c.) Recommendations regarding improvements and redevelopment of areas of the City, including expansion or retraction of certain trends in development of property and removal, expansion and development of infrastructure and public services, such as streets, sanitary sewer, public water, etc.
- (d.) A zoning plan that includes explanation of how land use categories in the future land use plan relate to the zoning districts as established in the City of Laingsburg Zoning Ordinance & Zoning Map (“Ordinance”).
- (e.) Recommendations for implementation of proposals set forth in the Master Plan. This section essentially establishes an implementation plan in order to achieve those goals, objectives or projects set forth elsewhere in the Master Plan.

It is the intent of this Master Plan to guide the growth and physical development of the City for the next ten (10) years. Pursuant to the Planning Act, a review of this Master Plan shall be completed by the Planning Commission no more than five (5) years from the date of adoption of the Master Plan to ensure that provisions herein are still applicable, accurate and relevant. Amendments, however, to the Master Plan may be appropriate within a lesser time frame depending on changing social, economic and physical conditions of the City.

### **Planning Process**

In order to meet the intent and purpose outlined above, the Planning Commission developed and followed the planning process outlined below to update the Master Plan:

- (a.) The Planning Commission reviewed the 1997 Master Plan chapter by chapter as part of the proposed 2004 update. Based on that previous effort, the City Council acted to allocate funds for a comprehensive update to the Master Plan in 2009. On xxx, 2015, the Planning Commission began the five (5) year review process as required by law.
- (b.) As part of the 2009 update, the Planning Commission developed a survey instrument to measure attitudes and perceptions concerning land use and development, as well as reviewed and developed studies concerning existing and future conditions impacting the physical development of the City.
- (c.) As part of the 2009 update and the 2015 five (5) year review, the Planning Commission consulted with and/or reviewed published planning and zoning documents of adjacent jurisdictions to identify potential conflicts with the

provisions of the Master Plan being updated. Where feasible and known, the Planning Commission also reviewed and cooperated with economic, social and physical development programs of the state and federal government.

- (d.) As part of the 2009 update, the Planning Commission developed goals and objectives, as well as a future land use plan, based on the information obtained from surveying the general public and the study of existing and future conditions impacting the physical development of the City. As part of the 2015 five (5) year review, the Planning Commission review and revised where appropriate these goals and objectives, as well as the future land use plan.
- (e.) As part of the 2009 update and the 2015 five (5) year review, the Planning Commission developed a draft document for review by the City Council prior to submitting a copy to adjacent jurisdictions for their input. Upon receiving the approval of the City Council, the Planning Commission distributed copies for review.
- (f.) Upon receipt of the input from adjacent communities, any revisions to the Master Plan where appropriate and scheduled a public hearing for review by the general public. Revisions to the Master Plan were made where appropriate following the public hearing and receipt of comments.
- (g.) Following completion of the planning process, the Planning Commission took formal action to adopt revisions to the Master Plan. The City Council, at their discretion, also adopted the revisions to the Master Plan. Please see Appendix B for resolutions from respective bodies.

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## CHAPTER 2

### COMMUNITY DESCRIPTION

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#### **Introduction**

The following sections are provided to establish the basic characteristics of the City of Laingsburg (“City”). These basic characteristics provide the foundation from which this Master Plan is developed. These characteristics define the scope and limitations of the Master Plan as well. These characteristics include, but are not limited to, the following:

Natural and man made physical attributes

Social and demographic make-up

Existing infrastructure routes and capacities

Governmental and decision-making structure

Land use, zoning, parks and recreation and emergency services

Land use planning and development policies of adjacent communities

#### **Physical Characteristics**

The City is located in Shiawassee County approximately fifteen (15) miles northeast of Lansing/East Lansing. The City encompasses approximately one and a half (1-½) square miles and is bordered on three (3) sides by Sciota Township in Shiawassee County and by Victor Township to the west in Clinton County.

Generally speaking, the topography within the City is rolling hills. The majority of the City's land is not constrained from development by topography. Soils within the City's jurisdiction are made up of two (2) general soil groups as determined by the June 1974 Soil Survey of Shiawassee County completed by the United States Department of Agriculture Soil Conservation Service.

Miami-Conover-Brookston Association: Well drained to poorly drained, nearly level to steep, loamy soils on till plains and moraines. With the exception of the southwest corner of the City, the majority of the City's jurisdiction is under this general classification of soils.

Carlisle-Gilford-Tawas Association: Very poorly drained, nearly level, mucky and loamy soils on outwash plains and in glacial drainage ways. The southwest corner of the City along the Looking Glass River is the only area where this classification applies.

Water resources within the City include Diamond Lake (a privately owned small lake located at

the western limits of the City) and the Looking Glass River. The approximate northern boundary of the City is the watershed divide between the Maple River to the north and the Looking Glass River to the south.

There still exist limited areas of open fields used for agricultural production in the southern and eastern portions of the City. The southwest corner of the City, including land adjacent to the Looking Glass River, is mostly low land with shrub bushes and cattails. The generalized soil and wetland information indicate that the southwest corner of the City is not suited for urban levels of development. The best areas for development lie north and southeast of the downtown.

Deciduous trees and forest land are located along the Looking Glass River. Bates Scout Park, located in the northeastern corner is approximately one-half hardwood trees. Mature trees are located throughout the established residential areas of the City.

### **Government Structure**

The City is a political subdivision of the State of Michigan and has pursuant to the authority granted by the Constitution of the State of Michigan and Act No. 279 of the Public Acts of Michigan of 1909 (MCL 117.1 et seq.) has an adopted charter. The City Council is comprised of seven (7) electors (six elected council persons and the mayor) and is the primary legislative or governing body for the City. The mayor is considered the executive head of the City. Various sub-committees are created by the City Council to review matters and make recommendations to the full membership of the City Council. Administrative officers and offices of the City include the clerk, treasurer, assessor, chief of police, zoning administrator, public works director and such additional officers as created by ordinance or resolution.

In addition to the City Council and various sub-committees thereof, the following boards and commissions serve the community:

*Downtown Development Authority (“DDA”)-* The DDA is an authority authorized by Act No. 197 of the Public Acts of Michigan of 1975 (MCL 125.1651 et seq.), as amended, with defined boundaries (“District”). The DDA is a public body corporate created to correct and prevent the deterioration of the District, encourage investment in the District, encourage historic preservation and promote economic growth.

*Library Board-* The Library Board consists of five (5) City residents appointed by the City Council and one (1) City Council member. The Board functions to administer the programs and funding for the Library.

*Planning Commission-* The Planning Commission is a board of nine (9) individuals whose membership is appointed by the City Council to carry out the provisions of Michigan Planning Enabling Act No. 33 of the Public Acts of Michigan of 2008 (MCL 125.3801 et seq.), as amended (“Planning Act”); and the Michigan Zoning Enabling Act No. 110 of the Public Acts of Michigan of 2006 (MCL 125.3101 et. seq.), as amended (“Zoning Act”). In general, the Planning Commission administers the City of Laingsburg

Zoning Ordinance (“Ordinance”) and reviews, approves and/or recommends approval for development proposals.

Zoning Board of Appeals- The Zoning Board of Appeals is a five (5) member board whose membership is appointed by the City Council to act as a quasi-judicial body to resolve matters related to the administration of the Ordinance and hears requests for variances and appeals.

Parks & Recreation Sub-Committee- A sub-committee of the City Council, the members are appointed by the Mayor and work to establish and maintain a vibrant parks and recreation system in the City. The sub-committee is advised by a citizen group called the Laingsburg Area Recreation Committee (“LARC”). The purpose of LARC is to bring citizen input to the planning and development process for parks and recreation activities.

The City's fiscal year is July 1<sup>st</sup> through June 30<sup>th</sup>. The following types of funds are utilized by the City:

General Fund- The general operating fund of the City is used to account for all financial resources except those required to be accounted for in other funds. General Fund revenues are generated from local property taxes, revenue sharing funds, various licenses, permits, fees, charges for services and fines. Principal expenditures from the General Fund include administrative salaries, law enforcement and public works.

Special Revenue Funds- Used to account for the proceeds of specific revenue sources that are legally restricted to expenditures for specified purposes, such as Act 51 funds received from the state for major and local street expenditures.

Enterprise Funds- Used for the acquisition, operation and maintenance of governmental facilities and services which are entirely, predominately or required to be self-supporting by user charges. The significant characteristic of Enterprise Funds is that the accounting system must make it possible to show whether the activity is operated at a profit or loss, similar to a comparable private enterprise. The sanitary sewer fund operated by the City is an example of an enterprise fund.

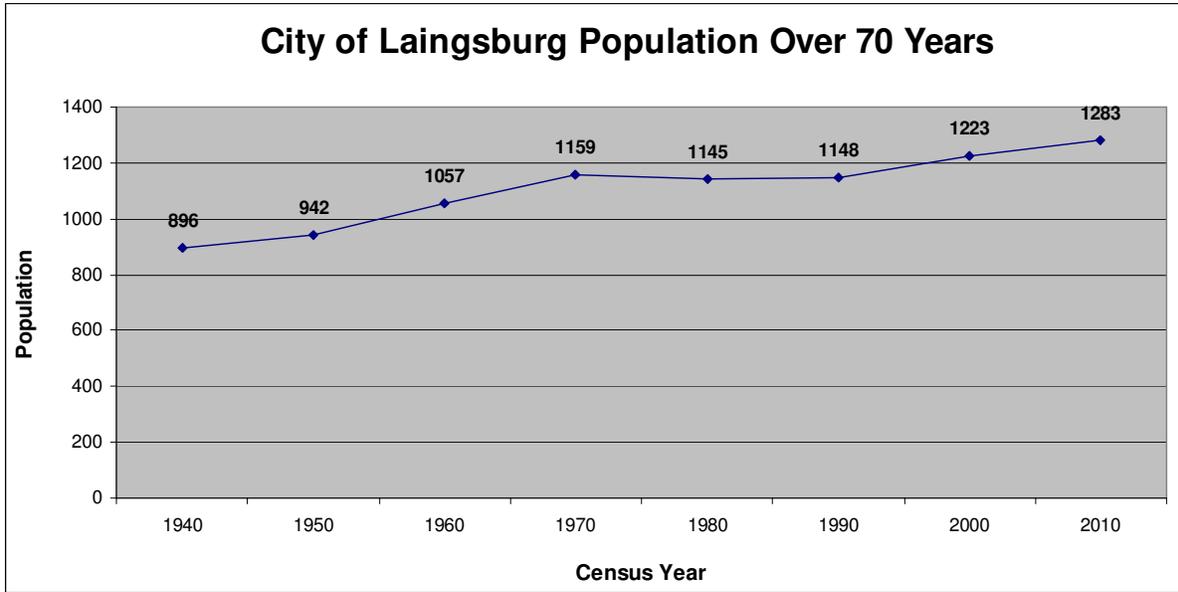
Trust and Agency Funds- Established to administer funds received and held by the City as the trustee or as the agent for others. Use of these funds facilitates the discharge of responsibilities placed upon the governmental unit by virtue of law or other similar authority.

### **Social Demographics**

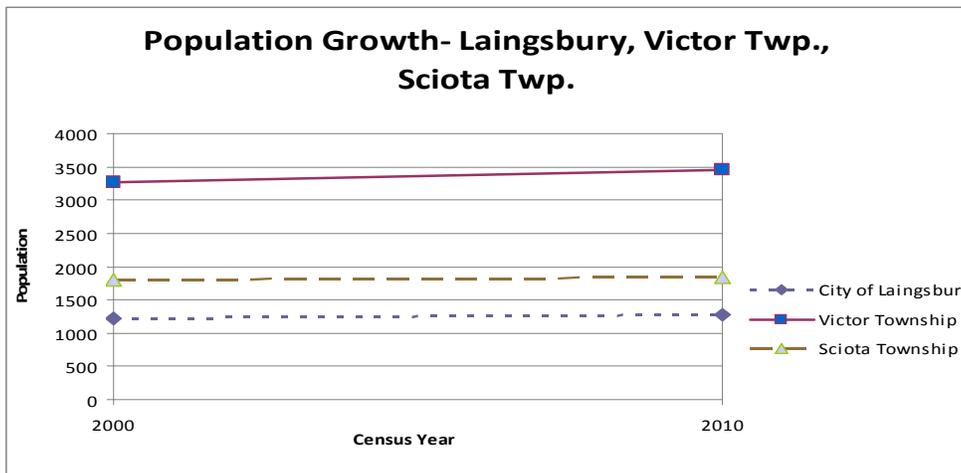
The following information is based upon public and published information provided by the United States Census Bureau.

Population Characteristics

Based on the last available census conducted in 2010, the total population of the City is 1,283 persons. As illustrated in the graph provided below, the City has experienced a gradual rise and leveling of population growth throughout the seventy (70) year period described. The population of the City did decrease between 1970 and 1980 and remained relatively unchanged between 1980 and 1990. The population did increase between 1990 and 2000 by a little over six (6) percent and by another 4.9% between 2000 and 2010.



The City lies between the political subdivisions of Sciota Township in Shiawassee County and Victor Township in Clinton County. Although the City experienced a six (6) percent increase in population between 1990 and 2000, these townships respectively saw increases of approximately twelve (12) and fifteen (15) percent. In comparison to the City’s 4.9% increase in population between 2000 and 2010, these townships respectively saw increases of approximately 1.8% and 5.6%. Please see graph below.



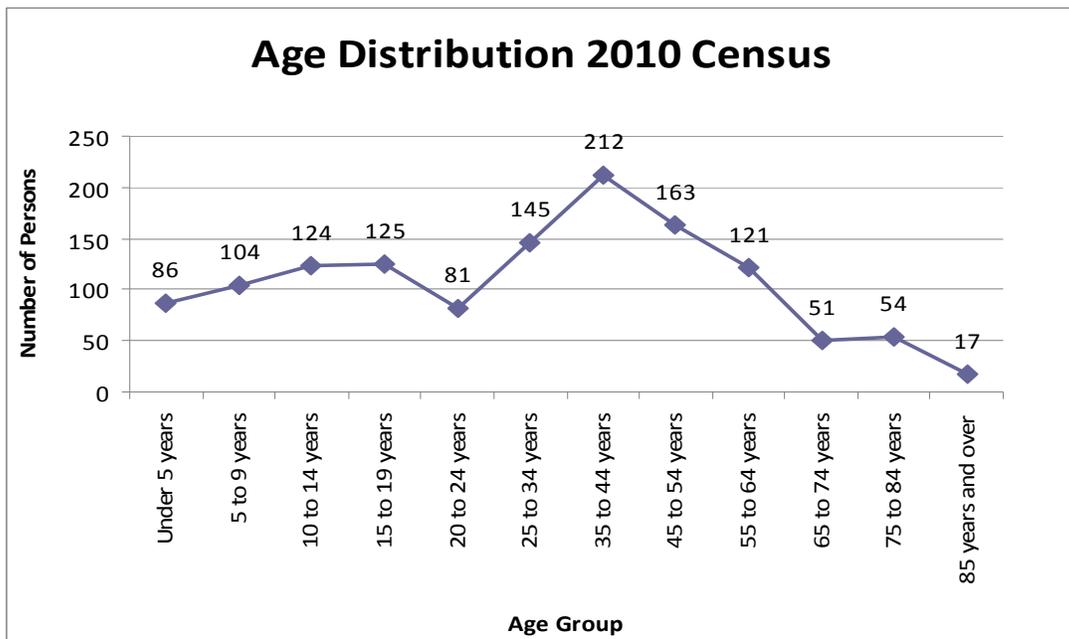
Overall the three (3) communities experienced a total population growth rate of twelve (12) percent as seven hundred and eighty-nine (789) persons were added to the three communities between 1990 and 2000. Overall the three (3) communities experienced a total population growth rate of approximately four and a half (4.5) percent as two hundred seventy-seven (277) persons were added to the three communities between 2000 and 2010.

Age Characteristics

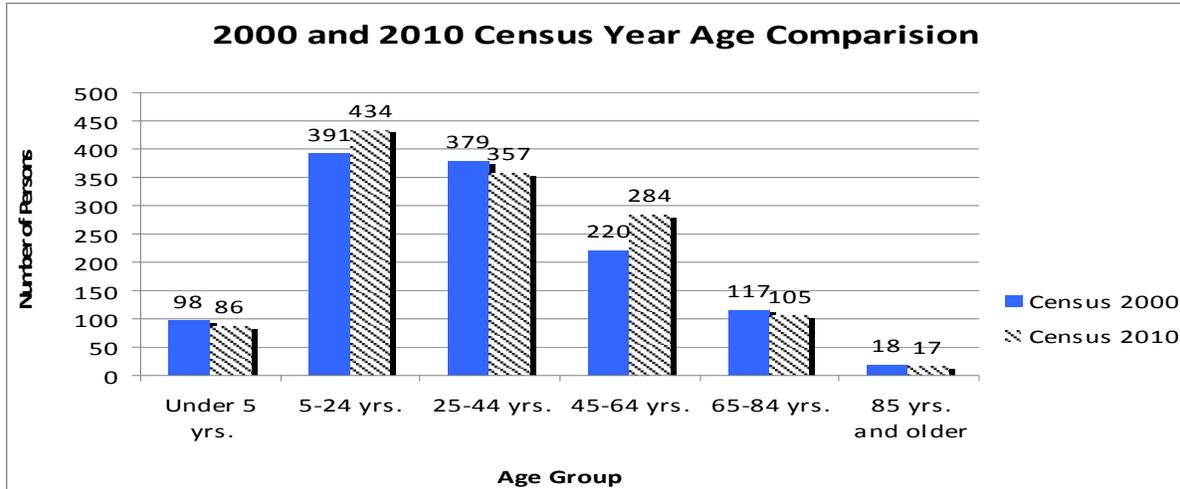
Of the 1,223 persons counted in the 2000 census: 98 persons (8.0% ) of the residents were under the age of five years; 232 residents (19%) were between the ages of five and fourteen years; 159 residents (13.1%) were between the ages of fifteen and twenty-four years; 379 residents (30.9%) were between the ages of twenty-five to forty-four years; 220 residents (18%) were between the ages of forty-four and sixty-four years; and 135 residents (11%) were sixty-five years or older.

Of the 1,283 persons counted in the 2010 census: 86 (6.7%) of the residents were under the age of five years; 228 (17.8%) between the ages of five and fourteen years; 206 (16%) between the ages of fifteen and twenty-four years; 357 (27.8%) between the ages of twenty-five and forty-four years; 284 (22.1%) between the ages of forty-five and sixty-four years; and 122 (9.5%) were sixty-five years or older. Please see the graphs and charts provided below.

Please see graph provided below.



The shift in age distribution between the 2000 and 2010 census is shown in the chart below.



Gender Characteristics

Of the 1,283 persons counted in the 2010 census, 645 (50.3%) of the residents were male and 638 (49.7%) were female. As a rule, the population is often distributed with a higher ratio of female to male as the life expectancy of a female is greater than that of a male. Due to the fairly equal distribution of gender, no chart or graph is provided.

Race/Ethnicity Characteristics

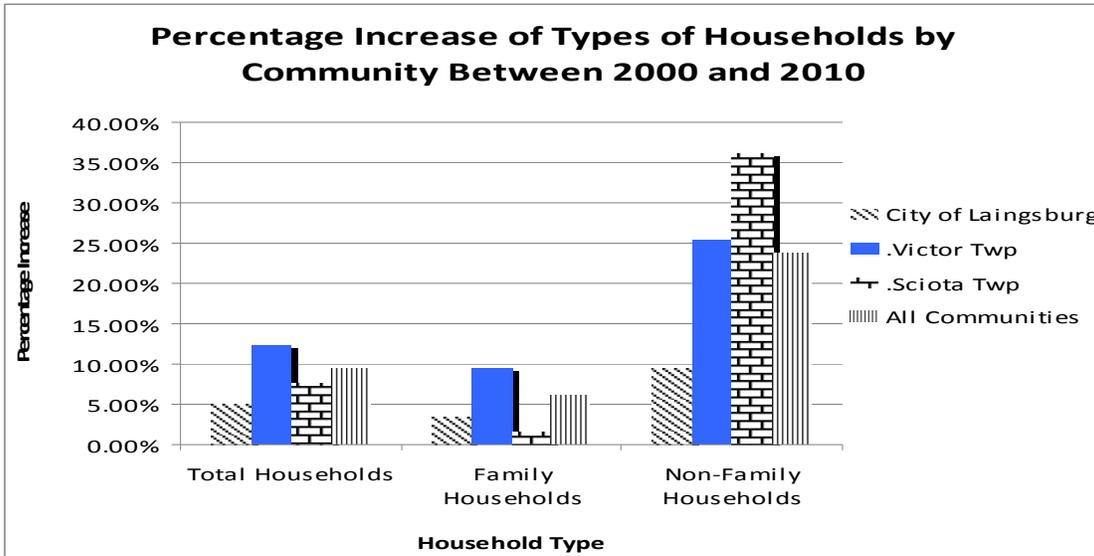
Of the 1,283 persons counted in the 2010 census, 1,258 (98.1%) identified themselves as one race. Of those declaring to be one race, 1,239 individuals (96.6%) identified themselves as “White” alone. The remaining 44 (3.4%) individuals were identified as follows: Five (5) Black or African American; five (5) American Indian and Alaska Native; five (5) as Asian and five (5) as some other race. Twenty-five (25) people identified themselves as two or more races. This information is based strictly on responses received from residents during the last census. Due to the relatively homogeneous nature of the distribution of race, no chart or graph is provided.

Household Characteristics

In consideration of the number of households, the 2010 census cited that four-hundred and sixty-three (463) households were maintained within the City. This represents an increase of approximately five (5) percent over the four hundred and forty-one (441) households cited in the 2000 census. What may continue to be significant for the City is that there appears to be a continued transition in the type of households in the City. While households between 1990 and 2000 increased by six (6) percent, the number of family households increased by approximately two and a half (2.5) percent while non-family households increased by approximately fifteen and a half (15.5) percent. While households between 2000 and 2010 increased by five (5) percent, the number of family households increased by approximately 3.4% while non-family households increased by approximately 9.4%.

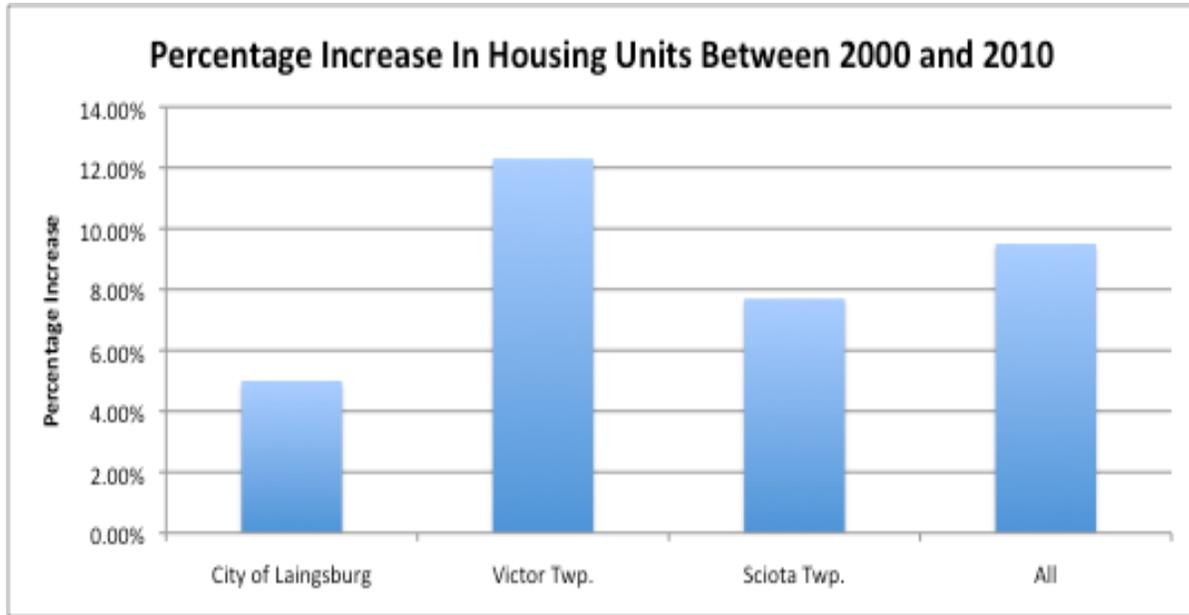
Overall, the three (3) units of government experienced an increase in the number of households by approximately nine and a half (9.5) percent. Family households increased by approximately six (6) percent, while non-family households increased by

approximately twenty four (24) percent. The following graphs illustrate some of the changes that have taken place between 2000 and 2010.



Housing Unit Characteristics

The total number of housing units within the City has increased a total of twenty-two (22) units from four hundred and forty-one (441) in 2000 to four hundred and sixty-three (463) in 2010.



### **Motorized and Non-Motorized Transportation**

Based upon the Michigan Department of Transportation (“MDOT”) classification system for public roadways, the street system of the City of Laingsburg is comprised of approximately six (6) miles of local streets and approximately four (4) miles of major streets. The major streets are as follows:

Grand River Road is an east-west major street that bisects the developed areas of the City and can essentially be considered the City's “Main Street” as it is the primary transportation route into and through the City's downtown. Grand River Rd. intersects with M-52 approximately six (6) miles to the east. As Round Lake Rd., Grand River Rd. intersects US-127 approximately ten (10) miles to the west. In October of 2008, Grand River Rd. was repaved from the intersections of Woodhull St. and Grand River Rd. to West St. and Grand River Rd.

Woodbury Road is a north-south county primary road along the eastern edge of the City. Woodbury Rd. can be taken from the City south to a major interchange with I-69. I-69 is an interstate highway that provides access to the cities of Flint, Lansing, and East Lansing. These cities are major metropolitan areas with a wide variety of cultural and employment centers, including industrial, university and government complexes.

Meridian Rd. is a north-south county primary road that traverses from Grand River Rd. north. Meridian Rd. intersects with M-21 in the Village of Ovid approximately five (5) miles to the north. Meridian Rd. does not continue south of Grand River Rd. due to wetlands and flood plains associated with the Looking Glass River. Meridian Rd. derives its name from the north-south survey line that was instituted through the entire length of Michigan to develop the town and range system in the 1800's.

The majority of streets within the city are paved but are not curbed and though there is limited ditching on non-curbed streets, drainage has not been a significant issue brought to the City's attention. Funding for maintenance of local and major streets is provided through the Michigan Transportation Fund Act No. 51 of the Public Acts of Michigan of 1951 ("Act 51") as administered by MDOT. Pavement surfaces are generally adequate as the City has an annual bituminous capping program. A street evaluation program was done in 2002 by C2AE, Inc. and is available for review at City Hall.

Pursuant to ordinance and municipal standards for development adopted by the City Council, new subdivisions are required to construct curbed streets. Subdivisions with approved preliminary plats (such as Pingree Hills and Bates Point Subdivision) and other future subdivisions are anticipated to account for additional local streets in the future.

As it concerns non-motorized transportation, the City as part of its parks and recreation planning efforts has identified possible corridors to connect existing and future recreation areas is to create a system of accessibility. Like many communities, the City has a number of parks, each with their own particular function. Though some facilities are duplicated in the existing parks, each park typically has a primary function. In order to make all these functions available and accessible, it is necessary to provide adequate connections and routes. Moreover, it is necessary to ensure that user's of the parks have safe and convenient routes to access each other, as well as other uses of land, such as linking residential and commercial areas, and linking residential areas with schools and churches.

Possible corridors are located throughout the City and exist along roadways, sidewalks and as part of the natural open space areas. Some of the possible routes are along roadways that do not currently have parallel sidewalks or paths and could create possible hazards. Some existing sidewalks that are or could be used for connecting recreation and other land uses are inadequate either due to functional size or state of disrepair. The non-motorized route and connections map from the parks and recreation plan can be found in Appendix A, Maps. Also provided in Appendix A, Maps is a map describing the general condition and availability of routes and connections for non-motorized transportation.

### **Utilities/Infrastructure**

The primary forms of public utilities and infrastructure managed by the City are sanitary sewer and storm water. All of the water supply is provided from private wells and treatment facilities. The quality of the water supply is typical of the mid-Michigan area, with moderate hardness and iron content. It is recognized that the absence of a municipal water supply system may impact the rate of growth of the City in the future. A feasibility study, however, was commissioned in 2002 to explore the costs of implementing a municipal water system.

The cost was projected to be approximately ten (10) million dollars. A 1995 community survey showed that only thirty-six (36) percent of the city's residents favored the development of a municipal water system.

As it concerns sanitary sewer, prior to 1978, the sanitary sewer system was a combined system with the storm water sewer system. The combined system consisted of sewers of a variety of

sizes and types discharging into a lagoon treatment facility. The majority of the sewers were constructed in the mid 1930's as a project under the Works Project Administration (WPA) using plain end (butt joint) clay tile, two (2) feet in length. The depths of the combined sewers were approximately four (4) to five (5) feet.

A new treatment facility was constructed in 1970 and consisted of one (1) lift station, a two (2) cell wastewater lagoon system, and one (1) storm overflow retention basin. The lagoon basins were discharged semi-annually to the Looking Glass River through the Laingsburg Drain. In the late 1970's, the city undertook a major overhaul of the sanitary collection sewers, storm drainage, and lagoon treatment facilities. The combined system was separated by constructing new sanitary and storm sewers and the lagoons were upgraded to handle the separated wastewater flow. In 1990, the main pump station was upgraded with new raw sewage pumps and controls.

The lift station and lagoon treatment facility are designed to accommodate an average day wastewater flow of 195,800 gallons. The average day flow for 2002 was 97,000 gallons establishing that there is adequate capacity to accommodate future growth. In addition, all sanitary and storm water sewers were cleaned during 2001-2002 to increase efficiency and the City has continuing maintenance agreements for cleaning of the sewers every three (3) years. The depth of sludge in the lagoon cells was tested in the spring of 2003 and found to be satisfactory. The system is monitored annually to determine the need for sludge removal/lagoon maintenance.

The City is served by the Laingsburg Drain county drainage district under the jurisdiction of the Shiawassee County Drain Commissioner. The Laingsburg Drain runs generally east and west across the City with portions within the abandoned railroad right-of-way. The drain was cleaned out and reconstructed in the late 1970's. As part of the late 1970's major overhaul and sewer separation project noted above, a drainage study was prepared for the City. Beyond the significant storm water improvements of the separation project, subsequent extensions of the drain were completed in the 1980's and early 1990's. Storm water drainage facilities within the City are generally adequately sized to meet area needs. Several areas are not provided with adequate storm drains and must rely on runoff and percolation to account for storm water.

### **Land Use & Zoning**

The City adopted a revised and updated Zoning Ordinance in 2008. This revision and update was undertaken in order to create a consistent and user-friendly document for use by the City, its residents and businesses, and those wishing to develop within the City. The 2008 Zoning Ordinance is in complete compliance with the Michigan Zoning Enabling Act No. 110 of the Public Acts of Michigan of 2006 (MCL 125.3101 et. seq.), as amended (“Zoning Act”).

The Ordinance divides the City into a number of uniform zoning districts. These districts have within them certain uses that are permitted by-right, or permitted through a special land use process that considers the particular attributes of a petitioned use and the area surrounding where it is petitioned. All regulations within the districts are uniform unless specifically addressed as part of use that is permitted through the special land use process.

The following are the zoning districts available in the City. Following the name of each district is the approximate number of acres in the City under that district, as well as the approximate percentage of the total number of acres in the City under that district. The districts and their relationship to the Master Plan are discussed in more detail in Chapter 5, Zoning Plan.

RO, Residential/Open Space -	365-Acres	37%
RL, Low Density Residential -	157-Acres	16%
RL-1, Low Density Residential -	47-Acres	5%
RM, Medium Density Residential -	155-Acres	16%
RH, High Density Residential -	30-Acres	3%
C-1, Central Business Commercial -	8-Acres	1%
C-2, General Commercial -	32-Acres	3%
<u>IN, Institutional -</u>	<u>191-Acres</u>	<u>19%</u>
<b>TOTAL:</b>	<b>985-Acres</b>	<b>100%</b>

**Parks & Recreation**

The City has an adopted parks and recreation plan prepared in accordance with the guidelines and standards set forth by the Michigan Department of Natural Resources (“MDNR”). Under this plan, it is stated that it is the mission of the City to provide safe and contemporary park facilities and lifelong recreational opportunities that enhance leisure, fitness and quality of life for the residents of the City as well as the greater community, which includes those students and families of the Laingsburg Community School District and the patrons of businesses and services within the City. The purpose and intent of the parks and recreation plan is to realize this mission and continue the parks and recreation efforts of the past.

Currently, the City has four (4) parks established for recreation purposes. The eighteen (18) plus acre Bates Scout Park is located in the northwest quadrant of the City and has provisions for organized baseball, family/organization gathering and general recreation facilities, such as picnic tables, grills, and playground equipment. McClintock Park is located in the heart of the City and provides playground, tennis and skateboarding facilities for recreational use. McClintock Park also has a trail system that connects to City sidewalks, ample parking and a pavilion that can be rented for events. Other parks include Memorial Park, which is a small urban space dedicated to military veterans, and the underdeveloped Abbott/Treat Street Park in the southeast quadrant of the City.

The parks and recreation plan is to be referenced for specific issues, data, goals and objectives

related to parks and recreation in the City. A parks and recreation inventory is provided in Appendix A, Maps.

### **Police, Fire & Emergency Services**

#### *Police Department*

The City Police Department is located in the City Hall building and is directed by the Chief of Police. Officers under the Chief of Police are certified to meet all requirements of the Michigan Commission on Law Enforcement Standards (“MCOLES”). The Department is a member of the Law Enforcement Officers Regional Training Commission, which shares training courses and facilities.

#### *Fire & Ambulance*

The Fire and Ambulance service are combined under the Laingsburg, Sciota and Woodhull Emergency Services Authority (“Authority”). These divisions are structured as follows:

Fire Department- The Fire Department is funded by millage and is part of the Shiawassee County Mutual Aid Pact. The Authority's jurisdiction covers the City of Laingsburg and townships of Sciota and Woodhull. A portion of Bennington Township is served by contract. The Fire Department is maintained by volunteers at Station 1 in Laingsburg and Station 2 in the Shaftsburg area of Woodhull Township.

Ambulance Division- Ambulance service, including advanced life support, is provided by the Authority to residents of the City of Laingsburg, and the townships of Sciota and Woodhull. The Ambulance service is funded by a per household fee. The service is located in the Emergency Services building at 7425 Woodbury Road.

### **Schools**

The Laingsburg Community School District (“School District”) occupies approximately forty-five (45) square miles and includes all of the City and portions of following communities: Sciota, Woodhull, Victor and Bath Townships. Existing school district facilities include a high school (grades 9-12), a middle school (grades 6-8), an elementary school (grades 1-5), and an early childhood education center (preschool-K). Enrollment over the eight year period described below has slowly been reduced ranging from a low of 1,119 students in 2013-2014 to a high of 1,312 in 2005-2006.

<b><u>School Year</u></b>	<b><u>Students</u></b>	<b><u>School Year</u></b>	<b><u>Students</u></b>
2006-2007:	1,312	2010-2011:	1,224
2007-2008:	1,253	2011-2012:	1,166
2008-2009:	1,272	2012-2013:	1,127
2009-2010:	1,241	2013-2014:	1,119

The high school, which is not within the City, was initially constructed in 1993 with space for four hundred (400) students. In 2001, a bond was passed that allowed for the construction of a new middle school and complete restoration of the gymnasium at the existing middle school. The bond money also provided for additional classroom space at the high school, remodeling two wings of the former middle school into an early childhood education center, and extensive remodeling and improvements at the elementary school.

### **Review of Land Use Policies of Other Jurisdictions**

As part of the review of the community, published planning and zoning documents of adjacent jurisdictions were consulted to identify potential conflicts. These communities include Shiawassee County, Clinton County, Sciota Township and Victor Township. Where feasible and known, programs of the state and federal government were reviewed as well. Please review the following comments based on that review:

#### *Shiawassee County*

Shiawassee County maintains the zoning jurisdiction for Sciota Township, which surrounds the City on three (3) sides. Because Shiawassee County maintains the zoning for Sciota Township, it must also maintain a land use plan on which the zoning is based. The 2007 Shiawassee County Land Use Plan identifies four (4) different land use categories surrounding the City. These are as follows:

Important Agricultural- This area is located to the northeast of the City where Doyle Rd. in the City intersects with Leland Rd. in the Township. It is stated in Shiawassee's plan that the intent of this land use category is to maintain and protect agricultural operations against increasing development pressure. This land consists of prime farmland important to the overall economy of Shiawassee County. Residential development in these areas would be at very low densities.

Agricultural/Residential- This area is located to the northwest and to the east of the City. Portions of the area that are shown in this land use category (and therefore under the jurisdiction of Shiawassee County and Sciota Township) are already part of an existing 425 Agreement with the City. It is stated in Shiawassee's plan that the intent of this land use category is to provide land for rural residential development within a predominantly agricultural landscape. Extension of sanitary sewer and water to these areas is discouraged.

Low-Density Residential- This area is located south and southeast of the City. It is stated in Shiawassee's plan that the intent of this land use category is to portray areas of existing and proposed low-density residential development. The areas are either already served by sanitary sewer (and are deemed underdeveloped) or are located such that the extension of public services is probable. Planned Unit Developments and cluster housing is encouraged in these areas.

Large Natural Feature Complexes- This area is located to the north, east and southwest of the City. It is stated in Shiawassee's plan that the intent of this land

use category is to identify areas that provide vital ecological benefits, such as wildlife habitat, flood control and recharging of ground water supplies. These wetlands, floodplains and potential conservation areas have irregular boundaries and protection of these areas is suggested to be coordinated between municipalities.

### Clinton County

Clinton County maintains the zoning jurisdiction for Victor Township, which bounds the City to the west. Because Clinton County maintains the zoning for Victor Township, it must also maintain a land use plan on which the zoning is based. The 2008 Clinton County Land Use Plan identifies three (3) different land use categories to the west of the City. These are as follows:

Mixed-Use- This area is located west along Round Lake Rd., which is Grand River Rd. inside the City. The intent of the category is to encourage innovation in site planning by providing a mixture of compatible land uses on the same property while preserving open space, view sheds, and the character of the area. These areas can also provide employment, shopping and recreational opportunities.

Rural, Low-Density Residential- This area is located to the north and south of the mixed-use area described above. The intent of this category is to identify non-incorporated residential areas that have existing low to medium density residential development. The land use area is characterized by the residential development along county roads, rural subdivisions or other rural areas of the county experiencing growth. Such areas are suggested to permit a minimum lot size of one (1) acre, but a variety of lot sizes are anticipated.

Rural- This area is located to the north and south of the low-density residential area described above. The intent of this category is to describe non-urban locations where there is existing low-density residential development along roadways. The land use area is anticipated to provide a transition from prime agricultural land to rural low-density residential designated land use areas. Minimum lot size is anticipated to be five (5) acres.

### Federal & State Programs

A variety of federal and state programs and regulatory bodies may impact future development in the City. Due to the complexity of the different entities, applicable programs, regulatory effects, and possible funding, a listing of these is not provided. The City, however, does acknowledge in the review and implementation of any development project or plan that these entities should be contacted for comment.

## CHAPTER 3

### GOALS AND OBJECTIVES

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#### Introduction

It is the intent of this chapter of the Master Plan to establish goals and objectives for the development of the City of Laingsburg (“City”) over the next ten (10) years. To do such with any degree of accuracy or validity, it is necessary to involve those who live and/or work within the City, as well as those who use the services of the City. This chapter outlines the process utilized to seek public input through survey and a public forums.

The results of that public input provided the Planning Commission a basis for the establishment of goals and objectives for the future development of the City. These goals and objectives are provided in this chapter as well. Chapter 4, Future Land Use is also a result of the public input process and its statements, maps and policies shall also be considered as goals and objectives set forth by the Planning Commission.

#### Community Survey

The Planning Commission distributed a short survey to the public as part of the 2009 Plan Update in order to ascertain their views on issues primarily related to land use and development. This survey was distributed with a similar survey that sought to ascertain views on issues related to parks and recreation in the City. These surveys were distributed to all taxpayers in the City along with their December tax notices as well as distributed to local businesses where the survey could be completed by those utilizing their services.

The two methods of distribution were chosen in an effort to not only receive the input of those who own residences and businesses in the City, but to also measure the views of those who may work and/or use City services, but do not reside within the City proper. The survey instrument are provided for review in Appendix B, Supplemental Information. Below are the results of the survey:

#### Survey

Sixty-three (63) responses were received for the land use and development survey. Of the respondents, 56% were female and 44% were male and the average age was 46 years old. Of those responding, 74% were City residents and 26% were not. Almost 20% of those responding derived income from an occupation or business within the City. The following is a synopsis of the results.

When questioned as to what three (3) land uses were most important for the City to focus its efforts, single-family (65%), parks & recreation (44%) and mixed-use (40%) land uses were the most frequently chosen. Other uses were rated as follows: commercial (39%), industrial (32%), office (21%), apartments (18%), and others (2%).

As it specifically pertains to single-family residential land use, the respondents found that the maintenance of existing homes (81%), blight issues (79%) and sidewalks and trails (52%) were priorities to be addressed. Other priorities ranked as follows: vacant lot redevelopment (42%), new subdivision development (11%), and work-at-home occupations (10%).

As it specifically pertains to multiple-family dwellings and developments, the respondents found that sidewalks and trails (76%), encouraging more condominiums (55%), encouraging more apartments (32%) and regulations to require more open space as part of multiple-family developments (27%) were the top priorities. Ten (10) percent of respondents suggested that apartments should be discouraged.

In regards to commercial and office uses, the overwhelming majority of respondents chose the establishment of new uses downtown (65%) and discouraging the “abandoned” building visual (55%) created by vacant storefronts as a priority for the City. Sidewalks and trails (35%) and promoting historical and traditional building facades (34%) ranked at a distant third and fourth. Mixed-use in the downtown (26%), new uses at the City's east and west boundaries (19%), improving the street scape (15%) and parking and accessibility (15%) rounded out the priorities.

In that the City has limited industrial uses at this time, the survey instrument attempted to measure if industrial uses were not wanted, generally desired, or only desired if high-tech and low impact to the City. It was found that over 80% of the respondents favored some sort of industrial activity in the City, with responses for general industrial uses (42%) slightly outnumbering high tech, low impact industrial uses (40%). Only 13% suggested that such uses should not be encouraged.

In consideration of specific uses that respondents would like to see more of in the City, the uses that were selected by more than 50% of the respondents included: retail (55%), commercial recreation (55%), and farmer's market (52%). Implementation of a community center (40%) and recycling center (35%) also received high marks. These two (2) uses are often associated with government or quasi-government programs and services. Other uses, such as professional offices (26%), fast-food/drive-thru's, auto repair & fueling (13%) and convalescence/nursing homes (11%) were not high-ranking uses desired.

Given the question as to where the City should focus investment in the downtown area, respondents overwhelmingly selected the implementation of a farmer's market (50%) and that the City should be promoted and marketed to encourage additional residents and businesses (48%). Other highly ranked investment areas for the City to consider included historic preservation (37%), additional activities and facilities at McClintock Park (32%) and safety (27%). Streetscape improvements (19%) and additional parking and accessibility (16%) rounded out the responses. This topic received a number of write-in comments under “other” (15%). In general, the areas suggested for additional City investment included parking, repair of sidewalks, demolition or rehabilitation of dilapidated homes/businesses, and downtown business promotion.

In consideration of the City providing municipal services to surrounding townships for residential purposes, more than 50% of respondents strongly agreed or agreed that the City should provide municipal services to residential development beyond its boundaries. Of those responding, 26% maintained a neutral position and 15% disagreed or strongly disagreed. In consideration of providing municipal services for commercial development in surrounding townships, 30% strongly agreed or agreed that the City should not provide municipal services while 36% strongly disagreed or disagreed. The majority of responders therefore supported the providing of services for non-residential use. The remainder of respondents remained neutral (23%).

### **Community Forum**

A community forum was scheduled before a regular meeting of the Planning Commission as part of the 2009 Plan Update. This meeting was intended to provide the public and the Planning Commission the ability to discuss on-going development issues in the City and to develop goals and objectives to address those issues.

At the direction of the Planning Commission, a presentation was prepared by City staff and the consultant to elicit responses concerning the above referenced topics. A strengths, weaknesses, opportunities and threats (“SWOT”) analysis was chosen as the catalyst to discover relevant issues and establish the basis for developing goals and objectives. A SWOT analysis is a strategic planning tool that is utilized to identify positive and negative internal and external factors that may influence meeting the intent of a project. Goals and objectives are then derived from the results obtained.

### **Strength, Weakness, Opportunity & Threat (SWOT) Analysis**

In order to properly conduct a SWOT analysis it is necessary to establish the intent of the project. The desired outcome for the City has its foundation in the purpose and intent of developing this Master Plan, which is outlined in Chapter 1, herein. To place in context of a SWOT analysis, the purpose and intent of the Master Plan is:

*Land Use and Growth-* Consider the character of the community and its suitability for the use of land given trends in land use, growth and population.

*Community & Economic Development-* Through the identification of current and future needs, promote public health, safety, order, convenience, prosperity and general welfare.

*Public Services & Infrastructure-* Promote the adequate provision for transportation, good civic design, public infrastructure, and the use of resources in accordance with their character and adaptability.

*Decision-Making-* Be a coordinated, adjusted, harmonious, efficient and economical guide for decision-making regarding the physical development of the City, and other areas where applicable, through a coordinated set of policies.

At the public forum held on March 18<sup>th</sup> and on April 15<sup>th</sup>, 2009, the City's staff and consultant took each purpose and intent category provided above and asked those in attendance to identify strengths, weaknesses, opportunities, and threats. Two (2) public forums were conducted due to the amount of input received. A summary of the responses obtained is provided in the tables below. These responses, in conjunction with the survey, were utilized by the Planning Commission to develop goals and objectives that are intended to achieve desired outcomes and prevent or mitigate outcomes that are not desirable.

**COMMUNITY FORUM RESULTS TABLE-STRENGTHS**

<b>SWOT TABLE</b>	<i>Land Use &amp; Growth</i>	<i>Community &amp; Economic Development</i>	<i>Infrastructure</i>	<i>Decision-Making</i>
<i>Strengths</i>	<ul style="list-style-type: none"> <li>-Well Defined Downtown</li> <li>-Schools Close to Downtown</li> <li>-No noxious land uses</li> <li>-Easy Commute to Capitol/Univ./ State Facilities</li> <li>-Proximity to I-69</li> <li>-Established Parks &amp; recreation in and around the City (erg. Sleepy Hollow, Rose Lake, etc.)</li> <li>-Established Walkable Community</li> <li>-Rural Setting, Small Town Feel, &amp; Good People</li> <li>-Small Town School &amp; Active Churches</li> <li>-Strong Residential Base</li> <li>-Ample Room for Growth</li> <li>-Off the Highway City/Village</li> <li>-Basic Services in Place</li> <li>-Heritage Buildings</li> <li>-Looking Glass River Opportunities</li> </ul>	<ul style="list-style-type: none"> <li>-Achievements of the City (Parks &amp; Recreation, Street scape, Infrastructure, Etc.)</li> <li>-Community Officials, Boards, Commissions and Staff Have Willingness to Improve, Pursue Opportunities.</li> <li>-Strong Council, Planning Commission, and DDA</li> <li>-City a Strong Partner with the Shiawassee County Economic Development Partnership</li> <li>-Very Active Volunteers for Fire, Rescue, Schools, Civic Groups</li> <li>-Recognizable Franchises (Subway/Family Dollar)</li> </ul>	<ul style="list-style-type: none"> <li>- Recently Upgrades Power, Cable, Fiber</li> <li>-Expandable Sanitary Sewer System</li> <li>- Solid Public Works Departments Offering a Variety of Services</li> <li>-I-69 Interstate via Grand River &amp; Woodhull Rd. &amp; US-127, M-52 and M-21 via Grand River &amp; Meridian Rd.</li> <li>- Strong Public School System</li> <li>- Capital Improvements Program for Streets, Sanitary and Other Infrastructure</li> <li>- Strong Community Spirit (Participating Citizenry)</li> <li>- Parks &amp; Recreation System</li> <li>- Ample Municipal Parking</li> </ul>	<ul style="list-style-type: none"> <li>- Strong Mayor Form of Government</li> <li>-Cohesive Council, Planning Commission in Consideration of Growth &amp; Development</li> <li>-Established Regulations and Consistent Administration of Zoning, Parks &amp; Recreation, and Public Works Efforts</li> </ul>

**COMMUNITY FORUM RESULTS TABLE-WEAKNESSES**

<b>SWOT TABLE</b>	<i>Land Use &amp; Growth</i>	<i>Community &amp; Economic Development</i>	<i>Infrastructure</i>	<i>Decision-Making</i>
<b><i>Weaknesses</i></b>	<ul style="list-style-type: none"> <li>-Lack of Major Transportation Through the City</li> <li>- Lack of Public Water System</li> <li>-Lack of Competition for Utilities/Franchise Services</li> <li>-Sprawl &amp; Ad Hoc Development Patterns Overtime</li> <li>-Spot Zoning/Legal Non-Conformities Commercial Outside of Downtown Area</li> <li>-Empty Housing Stock</li> <li>-Downtown Heritage Building Expensive to Remodel</li> <li>-No Industrial Parks</li> </ul>	<ul style="list-style-type: none"> <li>-Lack of High Tech Utilities/ Services (Broadband)</li> <li>-Lack of Major Marke/Chain Franchises</li> <li>-Advertising/ Promotion Programs (Including Wayfinding Program for Those Entering City)</li> <li>-Steady Flow of Patrons (Somewhat Seasonal for Most Retail/Service Establishments</li> <li>-Enforcement Reputation of Police Department</li> </ul>	<ul style="list-style-type: none"> <li>- Municipal Water System</li> <li>-Relative Distance from a Major Transportation Route</li> <li>- Lack of Vendors and Competition (Wireless Phone, Cable, Broadband)</li> </ul>	<ul style="list-style-type: none"> <li>-Old City Charter, Time Consuming, &amp; Antiquated/ Convoluted in Some Articles</li> <li>- City and Township Mentality, Territorialism Between Surrounding Jurisdictions and the City</li> </ul>

**COMMUNITY FORUM RESULTS TABLE- OPPORTUNITIES**

<b>SWOT TABLE</b>	<i>Land Use &amp; Growth</i>	<i>Community &amp; Economic Development</i>	<i>Infrastructure</i>	<i>Decision-Making</i>
<i>Opportunities</i>	<ul style="list-style-type: none"> <li>-Land Available for Development/ Shovel Ready</li> <li>-Bedroom Community to Professional/Tech. Opportunities in Lansing/Flint</li> <li>-Areas Available for Expansion of Parks &amp; Recreation</li> <li>-Flexible Zoning/ Willing Partners in Government</li> <li>-Maintain Small Town Character/ Street scape</li> <li>-Attracting Light Manufacturing/ High Tech Industrial</li> <li>-Urban Setting/ Services</li> <li>-Focal Point of Future Regional Trail System</li> <li>-Marketing of Community &amp; Assets</li> <li>-Leverage Attention with Unique Tools (Broadband, Open Space, Farmers Market, Etc.)</li> <li>-Downtown as a Destination</li> <li>-Stimulus &amp; Grant Funding for Improvements</li> </ul>	<ul style="list-style-type: none"> <li>-Promotion and Marketing Strategy for the City</li> <li>-New Web Presence</li> <li>-Coordination with Regional Events &amp; Industries (Sleepy Hollow)</li> <li>-On-going Meetings with Other Shiawassee County Cities/Villages</li> <li>-Development of Supportive Land Uses to Support the City's Efforts (Alternatives for Seasonal Population)</li> <li>-Partner with Friend Groups (Sleepy Hollow &amp; Looking Glass)</li> <li>-Take Advantage of Annual Events (Sporting Events, Soccer, Bike Rally's, Carnivals)</li> <li>-Develop Community Calendars For All Events</li> <li>-Use of Signs, Brochures, Maps, Internet as Part of City Based Outreach</li> </ul>	<ul style="list-style-type: none"> <li>- New Library &amp; Public Building in the Center of Downtown Service District</li> <li>-Next Phase of Parks &amp; Recreation Trails, Walkable Communities, Connecting Use Areas to Downtown</li> <li>- Potential Water Access Site Connected to Downtown</li> <li>- Future Grants &amp; Economic Stimulus Funds for Improving Infrastructure</li> </ul>	<ul style="list-style-type: none"> <li>- Update City Charter or Establish New City Charter</li> <li>-Create a City Manager Position as the City Grows &amp; Encounters Greater Complexity</li> </ul>

**COMMUNITY FORUM RESULTS TABLE- THREATS**

<b>SWOT TABLE</b>	<i>Land Use &amp; Growth</i>	<i>Community &amp; Economic Development</i>	<i>Infrastructure</i>	<i>Decision-Making</i>
<b><i>Threats</i></b>	<ul style="list-style-type: none"> <li>- Lack of Niche Uses (Dining, Specialty Shops, High Tech, Etc.)</li> <li>-Lose Business Base, Lose Downtown (High Vacancy Rates)</li> <li>-Over Population vs. Under Population (Maintain Small Town Feel &amp; Encouraging Growth)</li> <li>-Maintaining Aesthetics/ Character &amp; Preventing Decline</li> <li>-Not Adhering to Plans or Enforcing Ordinances (Lose Ground, Slippery Slope, Etc.)</li> <li>-Economic Viability Given Turns in Economic Climate</li> </ul>	<ul style="list-style-type: none"> <li>-Lack of Cooperation Among Various Organizations &amp; Governmental Units</li> <li>-Lack of Central Identification of Common Interests and Communication Between Various Organizations &amp; Governmental Units</li> <li>-General Apathy</li> <li>-No Central Vision</li> </ul>	<ul style="list-style-type: none"> <li>- Current Business &amp; Economic Climate</li> <li>- Proposals to Cut Revenue Sharing By the State</li> <li>- Reduction in Taxable Value and Property Tax Revenue</li> </ul>	<ul style="list-style-type: none"> <li>- Current Economic Climate (Tougher Decisions With Less Money)</li> </ul>

## **Goals and Objectives**

For purposes of establishing goals and objectives, the following definitions shall be used:

*Goal-* An end that one strives to attain or efforts are directed toward; an aim; a desired outcome

*Objective-* The defined effort to effect a desired outcome; the anticipated steps to meet the desired outcome.

These categories were developed based on general responsibilities of local government in planning to meet the intent and purpose of the Master Plan and those gained from the results of the survey and the public forums. Each category contains one (1) or more goals with corresponding objectives to achieve the intended goals.

### **Land Use & Growth-**

*Goal 1-* Provide for the orderly use of land and resources so as to encourage future economic success while emphasizing the City's existing character and culture as a small town.

*Objective A-* Ensure new development is compatible with existing development and ensure that existing development is maintained to a quality that encourages new development.

*Objective B-* Consistently maintain zoning regulations and follow adopted plans to ensure anticipated development patterns.

*Objective C-* Develop policies that promote development that is contiguous to existing development and infrastructure and regulations that penalize development that is not so situated.

*Objective D-* Ensure that the City is connected by non-motorized transportation routes to major use areas.

*Objective E-* Develop a coordinated vision for the downtown streetscape as new development is implemented.

*Goal 2-* Establish the prominence of the downtown as the urban hub of the City and the surrounding rural areas.

*Objective A-* Promote the redevelopment of the City's downtown business district by emphasizing urban revitalization and maintenance of the historical significance of the City's downtown.

*Objective B-* Develop and consistently enforce a property maintenance code in the City to prevent further decline and encourage investment by ensuring stabilized property values.

*Objective C-* Encourage or fund unique services that can be utilized by the City and the surrounding rural areas, such as recycling centers, farmers markets, parks and recreation, commercial recreation.

*Objective D-* Develop policies that promote economic viability in the downtown as opposed to the outer fringes of the City's limits.

*Goal 3-* Establish a stable residential perimeter around the City's downtown, schools, and churches to ensure their continued viability.

*Objective A-* Consistently enforce zoning and property maintenance regulations to ensure a quantity and quality of housing stock to discourage greenfield development.

*Objective B-* Create flexible regulations that encourage a variety of housing types in this perimeter to meet multiple needs of changing populations.

*Objective C-* Participate and promote reuse and rehabilitation of existing residential structures.

*Goal 4-* Recognizing the City's development over the last ten (10) years as a bedroom community, continue to promote the appropriate development of vacant lands inside and outside the City's boundaries as single-family residential subdivisions.

*Objective A-* Develop zoning regulations and plans that not only promote single-family subdivision development where appropriate, but ensure that those developments are focused on the City's downtown as the primary service area by connecting with sidewalks and pathways to the downtown, schools and churches.

*Objective B-* Develop working relationships with surrounding communities concerning annexation, 425 agreements or other mechanisms that allow for residential growth of the City and the surrounding areas.

*Objective C-* Coordinate land use plans and growth management policies with surrounding communities to prevent loss of developable land for residential purposes as well as natural resources and prime agricultural land.

*Objective D-* Discourage non-residential growth at the boundaries of the City that would detract from the viability of the downtown.

*Community & Economic Development-*

*Goal 1-* Create a diverse, vibrant and healthy environment for the success of businesses and services in the City.

*Objective A-* Participate with other jurisdictions and entities that focus on encouraging economic development in Shiawassee County, including job creation and retention.

*Objective B-* Promote and encourage cutting-edge businesses and industries the focus on “green energy” and “renewable energy” through existing and new economic channels.

*Objective C-* Promote and encourage cutting-edge businesses and industries by developing flexible zoning to account for a variety of possible uses previously unknown to the City.

*Objective D-* Encourage or fund unique services that can be utilized by the City and the surrounding rural areas, such as recycling centers, farmers markets, parks and recreation, commercial recreation, etc.

*Objective E-* Foster broadband, niche uses (such as an outdoor cafe) and known establishments/franchises to encourage professional work-at-home residents to locate to the City.

*Goal 2-* Establish the City as a destination.

*Objective A-* Promote and market the City using a wide-variety of tools, including the internet, brochures, fliers, etc.

*Objective B-* Capitalize on other regional draws in the area, such as Sleepy Hollow and Rose Lake, by direct promotion to groups utilizing these other areas.

*Objective C-* Encourage and promote unique services and events, such as farmers markets, parks and recreation, commercial recreation, etc.

*Goal 3-* Emphasize and promote the community aspect of the City, which includes schools, sporting organizations and regional culture.

*Objective A-* Continue expanding the parks and recreation areas in the City and connecting those areas to the downtown, new and existing residential areas, and the schools.

*Objective B-* Develop a wayfinding program that makes it easy for those visiting the City for such community events to get around the City with ease.

### Public Services & Infrastructure-

*Goal 1-* Provide for efficient, effective and economical public services and infrastructure, including but not limited to police, fire, water, sewer, roads and sidewalks.

*Objective A-* Foster non-motorized linkages, such as bicycle and pedestrian paths, to connect the downtown to the perimeter of the City.

*Objective B-* Encourage that new development, whether within the City or in an adjacent community, be developed in relation with the future expansion of public infrastructure.

*Objective C-* Vigilantly maintain a capital improvement program for the maintenance and expansion of existing facilities.

*Goal 2-* Invest in the infrastructure of the community to ensure long-term viability and adequate facilities.

*Objective A-* Pursue public investment in the downtown as a regional service area, including public buildings (such as a community center or library), municipal parking lots, and use of those publicly owned properties for regional purposes (city wide events, farmer's market, etc.)

*Objective B-* Monitor the need for a municipal water system and aggressively seek out funding for implementation of such as system.

### Decision-Making-

*Goal 1-* Effectively and openly communicate and coordinate the activities of government to realize efficient and economical services to the residents, businesses owners, and users of opportunity and services that the City offers.

*Objective A-* Be open to coordination between City departments, multi-jurisdictional authorities and adjacent communities to share the burden of costs for necessary services.

*Objective B-* Develop on-line calendars and newsletters asking for input and encouraging citizens and volunteers to act and be part of the City's combined efforts to meet or exceed goals and objectives set forth in the Master Plan.

*Objective C-* Encourage public involvement in the decision-making process.

*Goal 2-* Be a pro-active and prepared governmental unit.

*Objective A-* Be attentive to trends and modern land uses and ensure that regulations and plans are written to accommodate change.

*Objective B-* Emphasize an effective and efficient development review and permitting process that is user-friendly and equitable.

*Objective C-* Aggressively seek out alternative funding to meet goals and objectives established elsewhere in the Master Plan.

*Goal 3-* Establish a working relationship with other governmental units in the area to achieve a mutually beneficial outcome.

*Objective A-* Coordinate land use plans, capital improvement programs and growth policies with those of surrounding townships, school system, county road commission and drain commissioner.

*Objective B-* Where coordination exists, emphasize and promote shared values through public discourse and education of the general public to achieve desired outcomes.

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## CHAPTER 4

### FUTURE LAND USE PLAN

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#### **Introduction**

It is the intent of this chapter of the Master Plan to establish the future land use map to guide the decision-making process for the development of the City of Laingsburg (“City”) over the next ten (10) years. This future land use map is created using a variety of sources of information, including information gained from the public input process described in Chapter 3, historical land use patterns, and changing trends and conditions in growth and development.

This chapter is divided into several sections with each section describing future land use categories on the future land use map. A special section is provided to discuss future land use in the City's downtown area. A future land use map portraying the location of these categories is found in Appendix A, Maps. The relationship of these land use categories with the existing zoning districts provided for in the City of Laingsburg Zoning Ordinance (“Ordinance”) are described in Chapter 5, Zoning Plan.

#### **Low-Density Residential**

The primary use of land in this land use category is anticipated to be for residential subdivision development on small to medium sized lots. Small to medium sized lots would typically translate into lots between twelve thousand (12,000) and fifteen thousand (15,000) square feet. Lot size, however, could be larger depending on the theme and capacity of the underlying land to support such density. Land under this category is typically located at the fringe of the City and reasonably assumed to be developable if appropriate public services can be provided. Lands with wetland or floodplain issues or owned by the City are included under a different future land use category.

Covering over four hundred (400) acres of the City, the low-density residential land use category is by far the largest land use category proposed in the future land plan. This is due to a number of factors:

- First, several of the modern small to medium sized lot subdivisions that have been developed over the past few years are included in this category. These subdivisions with public roads and public sanitary sewers have been the preferred type of development for the construction of new homes. The latter phases of Pingree Hills at the northeast corner of the City and subject to 425 agreement have essentially been abandoned in lieu of large lot single-family residential development.
- Second, there exist large vacant properties within the City that could be potentially developed that have also been placed into this category. Given the trends in development preferences, it is anticipated that large parcels without severe development limitation will be developed similarly to the other subdivisions previously noted. There are areas that are located in Sciota Township that could

possibly meet this criteria as well. These areas are not shown on the future land use map as they are outside of the City's boundaries. These potential development areas lie north and south of the City's boundaries and are either actively farmed or is open space associated with an active farm. The City has participated in 425 agreements in the past to share utilities and revenue, which was supported in survey and community forum responses.

- The third reason for the size of the land use category is the inclusion of existing medium to large sized lots that were historically developed at the fringes of the City for single-family purposes. Though these two (2) to five (5) acre lots are already developed, additional lots could be accommodated on the property depending on the availability of public services.

### **Medium-Density Residential**

The primary use of land in this land use category is anticipated to be for traditional urban neighborhood type development on small historically platted lots ranging in size from six thousand (6,000) to nine thousand (9,000) square feet. Land under this category is typically located surrounding the downtown area of the City or near to other commercial centers, such as the commercial area at the intersection of Grand River Rd. and Woodbury Rd. Almost one hundred and fifty (150) acres of the City are accounted for under this land use category. Given their established history, development in these areas is anticipated to be primarily an urban infill type of development.

This land use category was given consideration under both the survey and the community forum as an area where housing and the respective neighborhoods need to be secured. Recommendations included enforcement of property maintenance, controlling blight and encouraging reinvestment.

### **High-Density Residential**

The primary use of land in this land use category is anticipated to be for multiple-family apartment or condominium type developments. This type of development is assumed to be dwellings attached by common walls, served by private drives, shared parking, and have designated common areas for use by renters and/or owners. Permitted density would be based on the number and type of dwelling units, but the gross density is not expected to exceed one (1) dwelling unit per five thousand (5,000) square feet of lot area.

There are two (2) existing apartment complexes within the City. One (1) of the developments makes up all of the approximate five (5) acres of land categorized as high-density residential in the future land use plan. This property is located on the south side of Prospect St. south of the elementary school. The other apartment complex is located on the north side of Grand River Rd. west of the intersection of Grand River Rd. and Woodbury Rd. If the City is approached with a new multi-family development proposal, the Planning Commission should consider areas outside of the high-density residential zone only if certain criteria are met, including not requiring the expansion of public infrastructure, accessible by

pedestrian pathways/walks, and not detriment to existing single-family residential development.

### **Commercial**

The primary use of land in this land use category is for commercial enterprises, including retail, service, and office use. Approximately thirty (30) acres of land shown on the future land use map is dedicated to these commercial land uses. These acres, however, are divided into two (2) very distinct areas.

#### *Downtown Commercial*

The first distinct area is essentially the City's downtown, which is comprised of a variety of commercial land uses in traditional store fronts along the Grand River Rd. corridor. All of the store fronts are served by a broad sidewalk between the buildings and the on-street parallel parking spaces that are located on the each side of Grand River Rd. There is limited parking available on side streets. The City has also implemented municipal parking lots on the north and south side of Grand River Rd. This parking areas are intended to support accessibility to the downtown.

It is the intent that the uses permitted in the downtown area serve to enhance the City's core by emphasizing the historical, cultural, social, and economic importance of a small town center. Uses permitted are to be limited to those that meet that intent and other commercial uses that detract from that intent or due to their nature or intensity will be permitted in the other commercial area described below. The results of the survey and the community forum supported that the City be flexible in their consideration of new, unique and innovative uses. This would include the consideration of light manufacturing and other uses in the downtown as long as those uses were compatible and not disruptive to the use and enjoyment of the downtown by commercial patrons.

#### *General Commercial*

The second district area is located in the eastern portion of the City south of the intersection of Grand River Rd. and Woodbury Rd. The general layout of uses in this commercial area is very different from that of the downtown commercial area. The buildings are setback a far greater distance from the public road and allows for off-street parking to be implemented. The uses are primarily retail and service oriented and more definitively cater to the motoring public.

It is the intent of this commercial area to be for more general purposes and for those uses, such as grocery stores, food services and general retail that either require larger spaces or need to be more accessible to the motoring public. It is not the intent of this area to be the commercial hub of the City or to permit uses that will detract from the well-being of the downtown.

## **Industrial**

The primary use of land in this land use category would be for industrial and manufacturing uses. These uses cover a wide range of intensities from light fabrication to heavy manufacturing. Due to the proximity of residential uses and the downtown district to the City as a whole, more intense industrial uses could negatively impact the character of the City. At this time, there are no lands in the City that are readily identifiable to be appropriate for heavy industrial type uses.

However, if approached with the possibility of an industrial use in the City, it would be in the City's best interest to explore the possibility of such a use by weighing the positive (employment, tax base, stability, etc.) and negative impacts (pollution, small town atmosphere, etc.) of such a use on the City as whole. The results of the survey and the community forum supported that the City be flexible in their consideration of new, unique and innovative uses. Criteria should be developed in the Ordinance to ensure that proposed development does not impact the existing residential development, viability of the City's downtown, and limits impacts on infrastructure.

## **Public/Parks & Recreation**

The primary use of land in this land use category is for public purposes. The lands identified on the future land use map are lands that are currently owned by the City and/or are used for public purposes. These uses include:

*Waste Water Treatment Facility & Acreage-* The City owns a large portion of land in the southwest quadrant from the former railroad right-of-way south to the Looking Glass River. This area is accessed from Grand River Rd. and Railroad St. and does have road frontage on Woodhull St. This property is primarily used as the lagoon system for City's municipal wastewater treatment.

*City Hall-* The City Hall, which includes all departments of the City and Council Chambers, is located on the southeast corner of Woodhull St. and McClintock St. south of McClintock Park.

*City Parks-* The City currently owns and maintains four (4) parks. Bates Scout Park is located in the northwest quadrant of the City and has provisions for organized baseball, family/organization gathering and general recreation facilities, such as picnic tables, grills, and playground equipment. McClintock Park is located in the heart of the City and provides playground, tennis and skateboarding facilities for recreational use. Other parks include Memorial Park, which is a small urban space dedicated to military veterans, and the underdeveloped Abbott/Treat Street Park in the southeast quadrant of the City.

*Laingsburg Community School District-* School property in the City includes an elementary and middle school. The elementary school is located north and central in the City and the middle school is located centrally and south of the downtown area. The high school is not located in the City.

Shiawassee St./Woodbury Rd. Cemeteries- This use of land, whether publicly or privately owned, is categorized as such due to typically being dedicated for use by the general public. Given that the land is developed as well, the following conservancy and open space category would not be appropriate.

The reader should consult the 2009-2013 City of Laingsburg Parks & Recreation Plan for additional information regarding parks and recreation and non-motorized connectivity goals and objectives. Included in Appendix A, Maps are maps from the parks and recreation plan that show the locations of the above referenced features.

### **Conservancy/Open Space**

This land use category is utilized to identify those lands that are not owned for public purpose, but due to their current use, unique features or limited capacity to be developed are to be preserved or maintained in their current use. Most lands may not be suitable for future development without great cost or, due to flood plains or wetlands, are regulated areas by the State of Michigan.

The lands identified under this category include:

West, South of Grand River Rd.- Immediately north of the City owned property containing the wastewater treatment facility, the land in this category includes lands south of Grand River Rd. This area is low-lying and subject to intense flooding. This area may wish to be considered for preservation and limited use in conjunction with the portions of the City's property to the south.

West, North of Grand River Rd.- Area includes portions of a small private lake commonly known as Diamond Lake. This lake is partially located within the Sciota Township jurisdictional island formed by the City limits and Victor Township to the west. This area is low-lying with portions prone to flooding.

Pine Hills Golf Course- The golf course is an eighteen (18) hole facility located in the northeast quadrant of the City. Forty (40) acres of the golf course is owned by the City, but is not included in the preceding “public/parks and recreation” land use category due to being leased for a one hundred (100) year period to the proprietors of the Pine Hills Golf Course.

### **Downtown**

Although the downtown area is discussed somewhat under the commercial and industrial land use categories above, it was deemed important to set aside the downtown as its own section due to the number of instances that it is referenced under land use, economic development and other general subject areas where goals and objectives were determined. In both the survey and the community forum, much of the commentary is directed toward ensuring the viability of the City's downtown. It is truly the heart of the City.

In Appendix A, Maps, a downtown land use inventory was completed as part of the 2009 Plan Update to portray existing uses of structures and buildings in the downtown. The

inventory provides a snapshot of the current make-up of the downtown and provides a baseline for tracking future use and vacancy of buildings. At the time this inventory, the following uses were found in the downtown:

- Convenience Store/Gasoline Fueling Station (1)
- Laundromat (1)
- Car Wash (2)
- Barber (2)
- Personal Service (6)
- Retail (6)
- Bar (2)
- Storage (4)
- Office (4)
- Office, Medical (3)
- Restaurant (2)
- Veterinarian (1)
- Post Office (1)
- Library (1)
- City Hall (1)

Overall, it appears that the downtown has a healthy mix of on-going enterprises and uses. Typical uses, such as restaurants, personal service, and office (real estate, insurance, etc.) are available. A grocery store and a pharmacy are located at the east end of the City. Combined with the availability of a modernized post office and a library, the City appears to meeting those uses that would be considered as necessities.

Four (4) structures, however, are entirely vacant and some second stories of first-floor occupied structures are vacant as well. Additional survey of these structures is necessary to ascertain the function of the second story areas. Some are used for ancillary storage for the storefront uses, while others are occupied space. There are limited examples of use of the second story of these structures for residential purposes.

The City, including its partners in economic development, can use this inventory to examine possible uses that may be directly marketed to fill a perceived void. The City can also explore opportunities in modifying this map to meet stated objectives to market the City to regional draws, such as Sleepy Hollow.

### **Land Use in Adjacent Jurisdictions**

As discussed in detail in Chapter 2, Community Description, the City is bounded on three (3) sides by Sciota Township and one (1) side by Victor Township. Sciota Township is under the zoning jurisdiction of Shiawassee County and Victor Township is under the zoning jurisdiction of Clinton County. Both county land use plans are reviewed in Chapter 2, Community Description.

Upon developing the future land use plan for the City, it was discovered that in some areas there would be conflicting future land uses at the boundaries of the two (2) jurisdictions. The

following is a discussion of those conflicts for future consideration between the City's Planning Commission and the Planning Commission of the other jurisdictions:

*Grand River Rd./Round Lake Rd. Entry to the City-*

The future land use plan for Victor Township indicates mixed-use for the portion of Round Lake Rd. prior to entering the City. The stated intent of the category is to encourage innovation in site planning by providing a mixture of compatible land uses on the same property while preserving open space, view sheds, and the character of the area. Immediately east of this area, the City has designated the area as low-density residential on the north side of Grand River Rd. and open space/conservancy on the south side.

Due to the existing commercial uses in this general area, it is not anticipated that Victor Township would have planned for the area to be residential. As evidenced by the survey and community forum results, there is some concern that outlying commercial areas may impact the viability of the downtown. The mixed-use category in the Township's future land use plan does appear to have the flexibility to take into account adjacent land uses, including those within the City, when making future development decisions.

*North of the Northeast Corner of the City-*

The future land use plan for Sciota Township indicates important agriculture for the portion of land immediately north of the northeast corner of the City. It is stated in the Township's future land use plan that the intent of this land use category is to maintain and protect agricultural operations against increasing development pressure. This land it is stated consists of prime farmland important to the overall economy of Shiawassee County and that residential development in these areas would be at very low densities.

The City has designated this area north of Doyle Rd. as medium-density residential. It was decided by the City to maintain this designation from previous land use plans due to the existing apartments that are location on portions of this property and the plans that have been developed over the years to support a more urban residential density on this property.

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**CHAPTER 5**  
**ZONING PLAN**

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**Introduction**

Pursuant to Section 203 (MCL 125.3203) of the Michigan Zoning Enabling Act No. 110 of the Public Acts of Michigan of 2006, as amended (“Zoning Act”), a zoning plan is required. This zoning plan is intended to establish the relationship between the City of Laingsburg Master Plan (“Master Plan”) and the City of Laingsburg Zoning Ordinance (“Ordinance”). Essentially the zoning plan is intended to build a bridge between the policies of the Master Plan and implementation of development outlined in the Ordinance. A Zoning Map and Future Land Use map are found in Appendix A, Maps.

There are seven (7) future land use categories and eleven (11) zoning districts

Future Land Use Categories

Low-Density Residential  
Medium-Density Residential  
High-Density Residential  
Commercial  
Industrial  
Public/Parks & Recreation  
Conservancy/Open Space

Zoning Districts

RO, Residential/Open Space District  
RL, Low-Density Residential District  
RL-1, Low-Density Residential District  
RM, Medium-Density Residential District  
RH, High-Density Residential District  
MH, Manufactured Housing Community District  
C-1, Central Business District  
C-2, General Commercial District  
I, Industrial District  
IN, Institutional District  
PUD, Planned Unit Development

The location and characteristics of each land use category is discussed in Chapter 4, Future Land Use Plan of the Master Plan. The purpose and intent of the zoning districts and the existing uses permitted by district are as follows:

RO, Residential/Open Space District- It is the intent and purpose of the RO district to encourage the continuation of open space activities and low density residential uses in areas of the community not served by public sanitary sewers, or that have physical conditions that are not conducive to higher density residential development.

*Uses Permitted by Right:*

1. Accessory Use
2. Adult Foster Care Home
3. Family Day Care Home
4. Essential Services and/or Structures

5. Government Facilities and Structures
6. Home Occupation
7. Kennel (Private Breeding)
8. Single-Family Detached Dwelling
9. Public and Private Recreation

*Uses Permitted by Special Land Use Permit:*

1. Adult Group Home
2. Campground
3. Cemetery, Crematories and/or Mausoleums
4. Group Day Care Home
5. Churches and Religious Institutions
6. Commercial Recreation (Outdoor)
7. Accessory Apartment
8. Private Road
9. Home Based Business
10. Golf Course/Country Club
11. Veterinary Clinic (Large Animal)
12. Communication Tower
13. Nursery and Greenhouse

RL, Low-Density Residential District- It is the intent and purpose of the RL-1 district to establish and preserve low-density single family detached home neighborhoods free from other uses except those that are both compatible with and convenient to the residents of such a district.

*Uses Permitted by Right:*

1. Accessory Use
2. Adult Foster Care Home
3. Family Day Care Home
4. Essential Services and/or Structures
5. Home Occupation
6. Single-Family Detached Dwelling
7. Public and Private Recreation

*Uses Permitted by Special Land Use Permit:*

1. Church and Religious Institution
2. Accessory Apartment
3. Golf Course and Country Club

RL- 1, Low-Density Residential District- Similar to the above district, it is the intent and purpose of the RL-1 district to establish and preserve low-density single family detached home neighborhoods free from other uses except those that are both compatible with and

convenient to the residents of such a district. The RL-1 district, however, allows a higher density through smaller lot sizes than the RL District with the intent to assist in the development of infill properties located throughout the City.

*Uses Permitted by Right:*

1. Accessory Use
2. Adult Foster Care Home
3. Family Day Care Home
4. Essential Services and/or Structures
5. Home Occupation
6. Single-Family Detached Dwelling
7. Public and Private Recreation

*Uses Permitted by Special Land Use Permit:*

1. Church and Religious Institutions
2. Accessory Apartment
3. Golf Course and Country Club

*RM, Medium-Density Residential District-* It is the intent and purpose of the RM district to establish and preserve moderate density neighbors of one and two-family homes, free from other uses except those that are both compatible with and convenient to the residents of such district.

*Uses Permitted by Right:*

1. Accessory Use
2. Adult Foster Care Home
3. Family Day Care Home
4. Essential Services and/or Structures
5. Home Occupation
6. Public and Private Recreation
7. Single-Family Detached Dwelling
8. Two-Family Detached Dwelling

*Uses Permitted by Special Land Use Permit:*

1. Adult Group Home
2. Bed & Breakfast
3. Group Day Care Home or Day Care Center
4. Church and Religious Institutions
5. Accessory Apartment
6. Single-Family Attached Townhouses (Not in Excess of Four (4) Attached Units)
7. Adult Congregate Convalescent

8. Home Based Business

*RH, High-Density Residential District-* It is the intent and purpose of the RH district to establish and preserve a district for high density residential use and associated facilities.

*Uses Permitted by Right:*

1. Accessory Use
2. Community/Association Building/Office
3. Essential Services and/or Structures
4. Multiple-Family Dwellings (Three (3) to Six (6) Units Per Structure)
5. Two-Family Detached Dwelling
6. Public and Private Recreation

*Uses Permitted by Special Land Use Permit:*

1. Multiple-Family Dwellings (Seven (7) Units or More Per Structure)
2. Day Care Center
3. Adult Congregate Convalescent
4. Recycling Facility (Small Collection)

*MH, Manufactured Housing Community District-* It is the intent and purpose of the MH district to establish standards and regulations for the location of neighborhoods comprised of manufactured homes and associated facilities. The district is intended to be located in areas serviced by adequate public utilities and services, such as sewer, water, fire, police, etc. and where such district will not strain existing public utilities and services.

*Uses Permitted by Right:*

1. Accessory Use
2. Community/Association Building/Office
3. Home Occupation
4. Manufactured Housing Community Park
5. Public and Private Recreation

*Uses Permitted by Special Land Use Permit:*

1. Adult Congregate Convalescent
2. Day Care Center
3. Recycling Facility (Small Collection)

*C-1, Central Business District-* It is the intent and purpose of the C-1 district to preserve the viability and character of downtown commercial and office uses that are convenient

to customers, both pedestrian and vehicular. The C-1 district is also intended to provide urban residential opportunities above first-floor commercial and office uses.

*Uses Permitted by Right:*

1. Accessory Use
2. Financial and Business Service Establishment (Banks, Credit Unions, Insurance Offices, Etc.)
3. Government Facilities and Structures
4. Personal Service (Salon, Barber, Fitness, Etc.)
5. Professional Offices (Doctors, Dentists, Attorneys, Architects, Engineers, Realtors, Etc.)
6. Restaurant, Delis and Eateries.
7. Retail (Commodity Based Sales in Single Structure/ Building/ Unit)

*Uses Permitted by Special Land Use Permit:*

1. Amusement Center
2. Bar/Tavern/Club/Lodge
3. Bed & Breakfast
4. Church and Religious Institution
5. Day Care Center
6. Drive-Thru in Association with a Permitted or Special Land Use
7. Funeral Home & Associated Facilities
8. Open Air Business
9. Theater
10. Vehicle Repair and Service
11. Vehicle Sales and Rental
12. Recycling Facility (Small Collection)
13. Motel/Hotel
14. Private School
15. Central Business Mixed-Use
16. Minor Product Fabrication/Assembly

*C-2, General Commercial District-* It is the purpose of the C-2 district to establish and preserve general office and commercial areas outside of the downtown area that are convenient to customers, both pedestrian and vehicular, while preserving the general residential character of the community.

*Uses Permitted by Right:*

1. Accessory Use
2. Drive-Thru Establishment
3. Financial and Business Service Establishment
4. Funeral Home & Associated Facilities

5. Government Facilities and Structures
6. Personal Service (Salon, Barber, Fitness, Etc.)
7. Professional Offices (Doctors, Dentists, Attorneys, Architects, Engineers, Realtors, Etc.)
8. Restaurant, Delis and Eateries.
9. Retail (Commodity Based Sales in Single Structure/Building/Unit)

*Uses Permitted by Special Land Use Permit:*

1. Adult Use
2. Club/Lodge
3. Church and Religious Institution
4. Commercial Recreation (Indoor & Outdoor)
5. Contractors Establishment with Screened Outdoor Storage
6. Day Care Center
7. Kennel, Commercial
8. Open Air Business
9. Mini-Storage Facility
10. Planned Shopping Center
11. Theater
12. Vehicle Repair and Service
13. Vehicle Sales and Rental
14. Vehicle Fueling Station/Vehicle Wash
15. Communication Tower
16. Veterinarian Clinic (Small Animal)
17. Private Road
18. Recycling Facility (Small Collection)
19. Private School
20. Minor Product Fabrication/Assembly

*I, Industrial District-* It is the intent and purpose of the I district to establish and preserve areas for general industrial and related uses of such a nature that they do not become a detriment to the community as well as conflict with other kinds of land uses. Provisions should be made for certain kinds of commercial uses which are most appropriately located as neighbors of industrial uses or which are necessary to service the immediate needs of employers and employees in these areas.

*Uses Permitted by Right:*

1. Contractors Establishment with Screened Outdoor Storage
2. Construction Equipment Sales & Rental
3. Government Facilities and Structures
4. Production, processing, cleaning, testing, repair, storage or distribution of materials, goods, and products without retail activity on the same site.
5. Public Utility Structures/Sub-Station

6. Warehousing
7. Open Air Business

*Uses Permitted by Special Land Use Permit:*

1. Junk and Scrap Yard
2. Vehicle Repair and Service
3. Communication Tower
4. Commercial Recreation (Indoor)
5. Private Road
6. Recycling Facility (Large & Small Collection)
7. Vehicle Fueling Station/Vehicle Wash
8. Mini-Storage Facility

IN, Institutional District- It is the intent and purpose of the IN district to establish and appropriately identify areas publicly owned and used for public purposes, including but not limited to public schools, municipal building and use areas, and City parks and designated open space.

*Uses Permitted by Right:*

1. Federal, State, or Municipal Uses, including Public Schools, Parks, Service Centers, Offices, etc.

*Uses Permitted by Special Land Use Permit:*

2. Communication Tower

PUD, Planned Unit Development- It is the intent and purpose of the PUD district to: encourage the use of the land in accordance with its natural characteristics and adaptability; conserve natural features; manage the expenditure of energy; encourage innovation in land use planning to bring about compatibility in design and of use; provide for usable and functional open space; provide enhanced housing, employment, shopping, traffic circulation and recreational opportunities for the current and future citizens of the City. In that the PUD can be utilized for the development of a variety of uses that are found in other districts, the intents and purposes of other districts are applicable given the proposed uses being presented with a PUD.

*Uses Permitted by Right:*

1. All uses permitted in this Ordinance herein and subject to the provisions, processes and procedures outlined in Article 15.

*Uses Permitted by Special Land Use Permit:*

2. All special land uses permitted in this Ordinance herein and subject to the provisions, processes and procedures outlined in Article 15.

### **Relationship to Master Plan**

The following sections are by future land use plan category with the zoning districts applicable to that category discussed. Please note the PUD, Planned Unit Development district is shown applicable to all districts due to its unique provisions to be applicable to all future land use categories and zoning districts. Recommendations for possible amendment to the Ordinance are also presented for future consideration.

### **Low-Density Residential**

The following zoning districts are applicable to this land use category:

RO, Residential/Open Space District  
RL, Low-Density Residential District  
RL-1, Low-Density Residential District  
PUD, Planned Unit Development

The RO district has a minimum lot size of three (3) acres and would be applicable to low-density residential areas where public services (such as sanitary sewer) are not available and development limitations (such as flood plains or wetlands) are present. Properties zoned as such would be at the fringes of the City and not yet served by traditional urban services.

The RL district has a minimum lot size of fifteen thousand (15,000) square feet and would be applicable to low-density residential areas where public services are available and development would be anticipated to occur as a multiple lot subdivision. If public services are not available, but the property intended to be developed does not have development limitations (such as flood plains or wetlands), then it is assumed that a greater square footage of lot could be designed that would allow for on-site systems in a subdivision type setting.

The RL-1 district has a minimum lot size of twelve thousand (12,000) square feet and would be applicable to low-density residential areas where public services are available and development would be anticipated to occur as a multiple lot subdivision. Unlike the RL district above, given the possible densities available in the RL-1 district, such districts should be limited to areas closer to public services and the downtown and should not occur at the fringes of the City.

### **Medium-Density Residential**

The following zoning districts are applicable to this land use category:

RM, Medium-Density Residential District  
PUD, Planned Unit Development

The RM district has a minimum lot size of eight thousand (8,000) square feet and would be applicable to medium-density residential areas where public services are established or readily

available, adjacent properties are at a similar density, and development is anticipated to occur as a multiple lot subdivision or historically platted lots comprised of single-family homes or duplexes. The district would also permit attached townhouses or row homes if overall density minimums can be satisfied.

### High-Density Residential

The following zoning districts are applicable to this land use category:

RH, High-Density Residential District  
MH, Manufactured Housing Community  
PUD, Planned Unit Development

The RH district has a minimum lot size of five thousand (5,000) square feet and would be applicable to high-density residential areas where public services are established or readily available, adjacent properties are at a similar density, and development would be anticipated to occur as multi-family apartments or traditional condominiums. Permitted density is primarily based on the number and type of dwelling units, but the gross density cannot exceed one (1) dwelling unit per five thousand (5,000) square feet of lot area.

Due to the possible density in a MH district, the high-density residential area would be appropriate for a manufactured housing community. Similar to above, the applicability of such a district in a high-density residential area would be based on public services that are established or readily available and near adjacent properties of a similar density.

### Commercial

The following zoning districts are applicable to this land use category:

C-1, Central Business District  
C-2, General Commercial District  
PUD, Planned Unit Development

The applicability of each zoning district within the commercial land use category is dependent upon its geographic location in the City. The C-1 district would be appropriate for land located in the City's downtown area. Permitted uses under the C-1 district are more traditionally oriented to existing storefront retail, service and office space available in the downtown. Uses that would detract from the historical, cultural, social, and economic importance of a small town center are not permitted.

The C-2 district would be appropriate for those areas on the fringe of the City or at a major intersection where the motoring public would be more apt to use. Uses, however, that would detract from the historical, cultural, social, and economic importance of a small town center should be reviewed and considered given the possible impact on the core downtown of the City.

### Industrial

The following zoning districts are applicable to this land use category:

I, Industrial  
PUD, Planned Unit Development

At present there are no lands allocated for industrial purposes under the future land use plan or on the Zoning Map. The City does not have a significant history, other than the previously utilized granary in the central part of downtown, with industrial type development. This does not preclude the City from ever having or seeking to have some level of industrial development. The I district was created to describe permitted and special land uses that would be applicable to any property considered for industrial development. Such uses are considered low intensity uses that would not have a detrimental impact on the downtown or existing residential development in the City. Industrial development would be most applicable where urban services were available and adjacent property was not moderately residential in character.

Public/Parks & Recreation

The following zoning districts are applicable to this land use category:

IN, Institutional  
PUD, Planned Unit Development

As part of the Master Plan and Ordinance, these lands are identified not as much by their future use or intended development to take place, but by what presently exists by use and ownership. Both the future land use category and the IN district are intended to solidify the presence of property that contributes to overall public well-being.

Conservancy/Open Space

The following zoning districts are applicable to this land use category:

RO, Residential/Open Space  
PUD, Planned Unit Development

As previously noted, the RO district has a minimum lot size of three (3) acres. Unlike its applicability under low-density residential areas to develop for single-family residential purposes on large lots, in the conservancy/open space areas the intent of the RO district would be used to identify lands either dedicated or historically used as open space (such as the Pine Hills Golf Course) or land that is severely encumbered by wetlands, flood plains or some other limitation that would prohibit development.

## CHAPTER 6

### IMPLEMENTATION

---

#### **Introduction**

This chapter of the Master Plan is developed to assist the Planning Commission and City Council in implementing the provisions set forth in the goals and objectives that were developed in Chapter 3, Goals and Objectives and advance the land use objectives set forth in Chapter 4, Future Land Use. The implementation strategies are as a group essentially an action plan that is intended to outline tasks, responsible parties and anticipated time lines for achieving intended results. The action plan was established as part of the 2009 Plan Update. Comment is provided where the City has made progress between the adoption of the 2009 Plan Update and the 2015 Plan Review.

#### **Implementation/Action Plan**

The basic structure of this action plan is to apply specific tasks to the objectives developed to achieve the individual goals set forth under Chapters 3 and 4. Objectives are broken down into certain tasks aimed to achieve the objective, with some objectives combined due to their similarity in topic. The responsible party is identified, as well as a general suggestion as to when the task should be initiated. Time lines are divided into four (4) generalized categories: Immediate, short term, long term, and continuous. Immediate is defined as within one (1) year of plan adoption. Short term is defined as within three (3) years and long term is defined as that more than three (3) years in the future. Continuous is an ongoing effort by the responsible party or parties. For ease of use, a table of tasks, responsible parties and time lines are presented at the end of each set of objectives.

#### **Land Use & Growth**

The Planning Commission identified four (4) goals for considering land use and growth in the City. Summarized, these four (4) goals emphasize the orderly use of land and resources for the purposes of land use and growth compatibility, supporting the City's downtown as a commercial center, stabilizing residential development in the City's core, and promoting responsible residential growth at the boundaries of the City.

##### **Land Use Compatibility Objectives**

Ensure new development is compatible with existing development and ensure that existing development is maintained to a quality that encourages new development.

Consistently maintain zoning regulations and follow adopted plans to ensure anticipated development patterns.

Develop policies that promote development that is contiguous to existing development and infrastructure, as well as develop regulations that penalize petitioned development that is not so situated.

Consistently enforce zoning and property maintenance regulations to ensure a quantity and quality of housing stock to discourage greenfield development.

<b>Tasks</b>	<b>Responsible Parties</b>	<b>Time Line</b>
Have training made available to the City Council, Planning Commission, and Board of Appeals so as to be prepared to carry out Master Plan and Ordinance provisions.	City Council to budget funds for training. Planning Commission and Board of Appeals to attend.	Short Term
Adopt a property maintenance code to ensure that properties and structures are kept in a condition that encourages redevelopment and infill development.	Planning Commission and City Council to recommend and adopt a property maintenance code. (Comment- The City did examine draft language to adopt but determined that staffing levels were not adequate at the time to pursue.)	Short Term
Develop policies and regulations for the expansion of infrastructure that not only covers the cost of physical expansion but the cost of sprawl for the City in the future.	Planning Commission and City Council to consider such policies and regulations for utility expansion.	Short Term
Retain professional services to ensure compliance and as a resource for the rules, regulations and trends in development.	City Council to appropriate funds, or adopt fee schedules to support funding. (Comment- The City continues to retain professional engineering and planning services.)	Continuous

**Downtown Land Use Objective(s)**

Develop a coordinated vision for the downtown streetscape as new development is implemented.

Promote the redevelopment of the City's downtown business district by emphasizing urban revitalization and maintenance of the historical significance of the City's downtown.

Develop policies that promote economic viability in the downtown as opposed to the outer fringes of the City's limits.

Encourage or fund unique services that can be utilized by the City and the surrounding rural areas, such as recycling centers, farmers markets, parks and recreation, and commercial recreation.

<b>Tasks</b>	<b>Responsible Parties</b>	<b>Time Line</b>
Unify the multiple parties involved in the continued prosperity of the downtown and develop a downtown action plan.	City Council, Planning Commission and DDA to develop and implement plans.	Immediately
Promote downtown action plan (as developed above) to business owners and local and state economic development agencies.	City Council, Planning Commission and DDA to promote the implementation of plans.	Continuous
Identify and foster specific uses that will draw business to the downtown. Includes proactive action through the adoption of flexible land use controls to expedite petitions for development.	City Council, Planning Commission and DDA to work together to establish appropriate uses that will enhance the downtown. (Comment- The City has made several adjustments to the Zoning Ordinance, as well has adopted new language, to address new business and industry.)	Continuous
Develop streetscape and architectural standards for the downtown,	City Council, Planning Commission and DDA to work together to establish appropriate streetscape for the downtown.	Long Term

### **Housing & Neighborhood Land Use Objective(s)**

Create flexible regulations that encourage a variety of housing types to meet multiple needs of changing populations.

Participate and promote reuse and rehabilitation of existing residential structures.

Develop and consistently enforce a property maintenance code in the City to prevent further decline and encourage investment by ensuring stabilized property values.

Develop zoning regulations and plans that promote single-family subdivision development where appropriate, but ensure that those developments are focused on the City's downtown as the primary service area by connecting with sidewalks and pathways to the downtown, schools and churches.

<b>Tasks</b>	<b>Responsible Parties</b>	<b>Time Line</b>
Ensure that adopted regulations and actions taken by approving bodies are conducted in a manner that promotes reinvestment and revitalization of existing neighborhoods.	City Council and Planning Commission to maintain regulations while reviewing trends and changes in populations, demographics, land use and identifying incentives and/or grant programs.	Continuous
Adopt a property maintenance code to ensure that properties and structures are kept in a condition that encourages redevelopment and infill development.	Planning Commission and City Council to recommend and adopt a property maintenance code. (Comment- The City did examine draft language to adopt but determined that staffing levels were not adequate at the time to pursue.)	Short Term
Identify incentives and/or grant programs that could assist the City in protecting the existing diversity of housing stock.	City Council and Planning Commission to seek out assistance and grants that assist with stabilizing neighborhoods.	Short Term
In review of proposed development under existing regulations, or new regulations as appropriately adopted, be firm but flexible to meet the objective to tie new to existing and promote the continued viability of the downtown.	City Council and Planning Commission to consider as part of development review process. (Comment- The City has made several adjustments to the Zoning Ordinance, as well has adopted new language, to address new business and industry.)	Continuous

### **Non-Motorized Transportation Objective(s)**

Ensure that the City is connected by non-motorized transportation routes to major use areas.

Develop zoning regulations and plans that not only promote single-family subdivision development where appropriate, but ensure that those developments are focused on the City's downtown as the primary service area by connecting with sidewalks and pathways to the downtown, schools and churches.

<b>Tasks</b>	<b>Responsible Parties</b>	<b>Time Line</b>
Secure funding for non-motorized transportation routes as identified in the City's parks and recreation plan.	Planning Commission, parks and recreation sub-committee, and City Council to apply for grants to expand non-motorized transportation system. (Comment- At the time of drafting the 2015 Plan Review, the City has been awarded a Safe Routes to School grant and is in the implementation stage of developing non-motorized connections.)	Short Term

Enforce and/or develop regulations that require new development in the City to add improvements associated with non-motorized transportation at the time of development.	Planning Commission and City Council to enforce existing regulations and to recommend and adopt new regulations where applicable.	Continuous
Ensure that adopted regulations for new development meet the full intent of the objective to connect the City. If not, then revise the regulations.	City Council and Planning Commission as part of the development review process.	Continuous

**Regional Land Use Objective(s)**

Develop working relationships with surrounding communities concerning annexation, 425 agreements or other mechanisms that allow for residential growth of the City and the surrounding areas.

Coordinate land use plans and growth management policies with surrounding communities to prevent loss of developable land for residential purposes as well as natural resources and prime agricultural land.

Discourage non-residential growth at the boundaries of the City that would detract from the viability of the downtown.

<b>Tasks</b>	<b>Responsible Parties</b>	<b>Time Line</b>
To build such relationships necessary to achieve intended outcomes, a sub-committee of the Planning Commission should be appointed to attend governing body meetings of the surrounding townships, county and school system and promote the efforts of the Planning Commission and build relationships.	Planning Commission members residing in, having interest in, or have a particular skill that lends itself to governance.	Continuous
When given the opportunity to comment on draft land use plans of surrounding communities, accept that invitation and offer assistance to that community.	The Planning Commission shall take an active participatory role in reviewing and commenting on the land use plans of adjacent communities.	Continuous
Adhere to the provisions of this Master Plan and the expressed intent to prevent commercial growth outside of the downtown to detract from the downtown.	Planning Commission and City Council to enforce existing regulations and to recommend and adopt new regulations where applicable and to be active in the development review process.	Continuous

## **Community & Economic Development**

The Planning Commission developed three (3) goals for community and economic development in the City. In summary, these three (3) goals intend to create a diverse, vibrant and healthy environment for the success of businesses and services in the City by promoting the City as a destination and emphasizing the greater “community” of which the City is part.

### **Regional Economic Cooperation Objectives**

Participate with other jurisdictions and entities that focus on encouraging economic development in Shiawassee County, including job creation and retention.

Promote and encourage cutting-edge businesses and industries that focus on “green energy” and “renewable energy” through existing and new economic channels.

<b>Tasks</b>	<b>Responsible Parties</b>	<b>Time Line</b>
To stay active, a sub-committee of the Planning Commission or individual should be appointed to report back to the Planning Commission on-going economic development activities that regional and/or local.	Planning Commission members having interest in or have a particular skill that lends itself to understanding economic development.	Continuous
Be open to changing conditions and types of industries as new technology emerges and alternative systems mature.	Planning Commission and City Council to maintain an open mind to amending the Master Plan & Ordinance for new technologies and industries that do not meet traditional use definitions. (Comment- The City has made several adjustments to the Zoning Ordinance, as well has adopted new language, to address new business and industry.)	Continuous

### **Business Friendly/Desirable Location Objectives-**

Promote and encourage cutting-edge businesses and industries by developing flexible zoning to account for a variety of possible uses previously unknown to the City.

Foster broadband, niche uses (such as an outdoor cafe) and known establishments/franchises to encourage professional work-at-home residents to locate to the City.

Encourage or fund unique services that can be utilized by the City and the surrounding rural areas, such as recycling centers, farmers markets, parks and recreation, commercial recreation, etc.

Continue expanding the parks and recreation areas in the City and connecting those areas to the downtown, new and existing residential areas, and the schools.

Tasks	Responsible Parties	Time Line
Review existing regulations for provisions that are inconsistent with new and emerging markets for products and industry.	Planning Commission and City Council to maintain an open mind to amending the Master Plan & Ordinance for new technologies and industries that do not meet traditional use definitions. (Comment- The City has made several adjustments to the Zoning Ordinance, as well has adopted new language, to address new business and industry.)	Continuous
Identify and foster specific uses that will draw business to the downtown. Includes proactive action through the adoption of flexible land use controls to expedite petitions for development.	City Council, Planning Commission and DDA to work together to establish appropriate uses that will enhance the downtown and account for development review for such uses. Such uses, however, should be balanced between economic good versus the provisions of this Plan to protect and enhance the downtown. Comment- The City has purchased property within the downtown area and has released a Request for Proposal (“RFP”) for the use and development of such property for private and public use.	Continuous
Dedicate funding or matching funding (in the case of applied for grants) to expand parks and recreation amenities in the City. Such amenities should be focused on supporting land use and economic development objectives set forth above.	City Council, Planning Commission and DDA to collaborate on providing recreational facilities that enhance the viability of the downtown.	Continuous

**Marketing Objectives**

Promote and market the City using a wide-variety of tools, including the internet, brochures, fliers, etc.

Capitalize on other regional draws in the area, such as Sleepy Hollow and Rose Lake, by direct promotion to groups utilizing these other areas.

Develop a way-finding program that makes it easy for those visiting the City for such community events to get around the City with ease.

<b>Tasks</b>	<b>Responsible Parties</b>	<b>Time Line</b>
Develop general marketing program to assure existing residents that they live in a strong community and educate potential residents and business owners as to the benefits of being in the City.	City Council, Planning Commission and DDA to collaborate on a uniform marketing campaign.	Continuous
Develop specific marketing program to regional draws to enhance opportunities for business in the City.	City Council, Planning Commission and DDA to collaborate on a uniform marketing campaign that includes brochures, flier and the internet. (Comment- Since the 2009 Plan Update, the City has employed several tactics to emphasize the City and its characteristics.)	Continuous
Develop specialized marketing program for potential industries or businesses that the City would like to host.	City Council, Planning Commission and DDA to collaborate on a uniform marketing campaign that includes brochures, flier and the internet. (Comment- Since the 2009 Plan Update, the City has approached Sleepy Hollow State Park and implemented signage at the Park entrance identifying Laingsburg as a destination.)	Continuous
Dedicate funding to develop a way-finding program, including the installation of appropriate signage, to enhance the ability of residential, non-residents and visitors to navigate the amenities of the City.	City Council, Planning Commission and DDA to collaborate on a uniform marketing campaign. (Comment- Following the 2009 Plan Update, the City did implement a wayfinding program and did implement signage throughout the City.)	Short term

**Public Services & Infrastructure**

The Planning Commission developed two (2) goals for public services and infrastructure. In summary, these goals aim to invest and provide for efficient, effective and economical public services and infrastructure, including but not limited to police, fire, water, sewer, roads, sidewalks and non-motorized linkages.

**Effective & Economical Public Services Objectives**

Encourage new development, whether within the City or in an adjacent community, be developed in relation with the future expansion of public infrastructure.

Vigilantly maintain a capital improvement program for the maintenance and expansion of existing facilities.

Pursue public investment in the downtown as a regional service area, including public buildings (such as a community center or library), municipal parking lots, and use of those publicly owned properties for regional purposes (city wide events, farmer's market, etc.)

Monitor the need for a municipal water system and aggressively seek out funding for implementation of such as system.

<b>Tasks</b>	<b>Responsible Parties</b>	<b>Time Line</b>
Maintain a City wide capital improvement and facility program based on the needs and desires of the community, including improvements that may be necessary in the foreseeable future, such as public water.	The Planning Commission and City Council to work together to ensure that development does not exceed services in place and that new development pay for expansion of services.	Continuous
Monitor capacity of existing facilities and monitor for necessity for additional facilities in the future based on projection of growth and contraction.	Planning Commission and City Council to collaboratively address future expansion of utilities based on the development of planning documents.	Continuous
Continue to review Master Plan, other plans, and development regulations as trends in the economy and land use change.	Planning Commission and City Council to enforce existing regulations and to recommend and adopt new regulations where applicable and to be active in the development review process.	Continuous
Dedicate funding or matching funding (in the case of grants) to develop non-motorized linkages. Such amenities should be focused on supporting land use and economic development objectives set forth above.	City Council, Planning Commission and DDA to collaborate on ensuring that linkages advance the economic development goals of this plan.	Short Term

## **Decision Making**

The Planning Commission established three (3) goals as it pertains to decision making by and for the City. In summary, the three (3) goals aim to ensure a government structure that is pro-active, prepared and effectively and openly communicates and coordinates the activities of government to realize efficient and economical services to the residents, businesses owners, and users of opportunity and services that the City offers.

### **Coordination Objectives**

Be open to coordination between City departments, multi-jurisdictional authorities and adjacent communities to share the burden of costs for necessary services.

Coordinate land use plans, capital improvement programs and growth policies with those of surrounding townships, school system, county road commission and drain commissioner.

Where coordination exists, emphasize and promote shared values through public discourse and education of the general public to achieve desired outcomes.

<b>Tasks</b>	<b>Responsible Parties</b>	<b>Time Line</b>
To build such relationships necessary to achieve intended outcomes, a sub-committee of the Planning Commission should be appointed to attend governing body meetings of the surrounding townships, county and school system and promote the efforts of the Planning Commission and build relationships.	Planning Commission members residing in, having interest in, or have a particular skill that lends itself to governance.	Continuous
Coordinate joint meetings with other planning and governing bodies to learn more about their process, procedures, worries and future plans.	The Planning Commission shall take an active participatory role in reviewing and commenting on the land use plans of adjacent communities.	Continuous

### **Public Involvement Objectives**

Encourage public involvement in the decision-making process.

Develop on-line calendars and newsletters asking for input and encouraging citizens and volunteers to act and be part of the City's combined efforts to meet or exceed goals and objectives set forth in the Master Plan.

Emphasize an effective and efficient development review and permitting process that is user-friendly and equitable.

<b>Tasks</b>	<b>Responsible Parties</b>	<b>Time Line</b>
To build public trust to achieve intended outcomes, develop uncomplicated processes and procedures, easy to read regulations, and make it easy to know what is happening in the City by making available scheduled meetings of the City, as well as a variety of groups that are either active or associated with City business.	Planning Commission and City Council to outreach to the groups (residents, business owners, etc.) in the community.	Continuous

### **Policy & Regulation Objectives**

Be attentive to trends and modern land uses and ensure that regulations and plans are written to accommodate change.

<b>Tasks</b>	<b>Responsible Parties</b>	<b>Time Line</b>
Review existing regulations for provisions that are inconsistent with new and emerging markets for products and industry. Includes monitoring economic conditions and changes in land use trends.	Planning Commission and City Council to maintain an open mind to amending the Master Plan & Ordinance for new technologies and industries that do not meet traditional use definitions.	Continuous
Revise existing regulations for provisions that are found to be inconsistent with new and emerging markets for products and industry.	Planning Commission and City Council to review and adopt revised plans and regulations. (Comment- The City has made several adjustments to the Zoning Ordinance, as well has adopted new language, to address new business and industry.)	Continuous
A sub-committee of the Planning Commission or individual should be appointed to report back to the Planning Commission concerning changes in land use trends.	Planning Commission members residing in, having interest in, or have a particular skill that lends itself to governance.	Continuous

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