

ADDENDUM TO THE MILFORD COMMUNITY MASTER PLAN

Adopted by the Milford Township Planning Commission on May 25, 2017

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The addendum to the Milford Community Master Plan as presented herein, was approved by the Charter Township of Milford Planning Commission by resolution at a meeting held on May 25, 2017.



Mr. George Magro, Chair
Charter Township of Milford Planning Commission

Date: 5/31/17



Mr. Gordon Muir, Secretary
Charter Township of Milford Planning Commission

Date: 5/30/17

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Note:

Refer to original Milford Community Master Plan report, adopted February 26, 2009, for Chapters 1-7, 9, 11 and 12, which remain unchanged.

INTRODUCTION

This document is an Addendum to the Milford Community Master Plan, which was originally adopted by the Planning Commissions of Milford Township and the Village of Milford on February 26, 2009. This Addendum document was adopted by the Milford Township Planning Commission on May 25, 2017, to address changes pertinent to land use planning policies within Milford Township. (This Addendum is not intended to impact land use planning policies related to the Village of Milford.)

This Addendum includes three chapters which have been updated from the original Milford Community Master Plan: Chapter 8 (Planning Framework), Chapter 10 (Milford Community Future Land Use Plan) and Chapter 13 (Strategies to Effectuate Change). These updated chapters, along with the included tables, graphics and maps, replace Chapters 8, 10 and 13 of the original Master Plan. All other chapters from the original Master Plan (Chapters 1-7, 9, 11 and 12) remain unchanged.



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PLANNING FRAMEWORK

INTRODUCTION

The preceeding chapters of this Master Plan comprise a comprehensive snapshot of the community, providing a sound understanding of existing conditions, constraints and opportunities. This chapter sets forth the guiding framework and process employed for establishing the future vision of the community, setting the stage for the succeeding chapters of the Plan, including the Goals, Objectives, and Strategies; Future Land Use Plan; and, Implementation Plan for the Milford Community.

The Village of Milford and Milford Township have seized upon legislative authority to plan for their community. Empowered by 2008 PA 33 (Michigan Planning Enabling Act), each community has willfully participated in the formulation of joint planning goals, objectives and strategies to achieve a built character that is formed by its past heritage, current needs, and community desires.

BRAND

The Milford Township and Milford Village Planning Commissions jointly met in February and March of 2008 to discuss shared planning goals and objectives. This time was also used to discuss the key attributes of the Milford Community that they feel are significantly valued.

Through a mission statement exercise, the Community identified the need for a “brand.” A brand is the internalized sum of all impressions received by the Community which result in a distinctive position in their mind’s “eye” based upon perceived emotional or functional benefits. A brand is typically memorialized in a statement which is brief; can be easily repeated; and, conveys a vivid description of the benefits. The following brand statement was offered and accepted by the participants as meeting these tests:

***Milford Community – your front porch to
Main Street, healthy living, and innovation.***

GUIDING PRINCIPLES

Previous Milford Community Master Plans were constructed upon certain long-standing guiding principles. These principles produced a desirable outcome. As reported in the Township’s *Land Use Plan Update* adopted in 1999:

“Through adherence to long-standing zoning standards, based upon comprehensive land use planning, there has been an orderly development pattern in the past. Commercial and industrial uses have been guided into planned areas which have limited intrusion or impact on residential areas. Residential development has occurred in general concentric zones emanating out from the Village.”

Certain past guiding principles remain relevant to the current planning effort. They have been augmented and are offered here as a planning framework which supports the brand and land use plan proposals which follow.

- 1 Maintain a policy of controlled, moderated growth, based upon the principles of “concurrency” — requiring facilities and services at the time of development and “sustainability” — making community planning decisions that will benefit, not burden or penalize, the Community’s future generations.
- 2 Acknowledge the historic community service center in the Village of Milford as a focal point for specialized shopping, office, entertainment and civic functions. Its available services, alternative housing opportunities and downtown historic focal point are features conducive to supporting the Township’s surrounding rural residential development pattern.
- 3 Recognize the emerging importance of the I-96/South Milford Road interchange area as the gateway entrance to the Community from the south. Carefully plan for commercial and residential uses in proximity to this interchange that will benefit from its proximity, as well as its position near the emerging shopping district located to its south in Lyon Township.
- 4 Understand the positive contribution certain large-scale land uses have had on shaping the existing development pattern: open spaces close to home and work which encourage walking, physical activity and time spent outdoors. These include Kensington Metropark, the Proud Lake State Recreation Area, and Camp Dearborn. Require any proposed changes to these regional land uses to be subjected to Master Plan amendment procedures to ensure that the Milford Community and neighboring jurisdictions fully participate in evaluating proposals for their re-use.
- 5 Protect “green infrastructure” using Low Impact Development (LID) techniques as a way to conserve native species and ecological sustainability. LID is an approach which emphasizes the integration of site design and planning techniques that conserve natural

systems and hydrologic functions on a site. The Milford Community is uniquely situated within the Huron River watershed. Its fragile lands, water areas and natural assets represent irreplaceable environments for plant and animal life, and for recreational uses.

- 6 Allow for the continuation, resumption, restoration, reconstruction and extension of legally established nonconforming uses that contribute to Milford's built character or its heritage.
- 7 Reject sprawl development characterized by spread-out development along roadways, generic or uncoordinated architecture, big box construction, strip malls, and fast-food drive-through restaurants. Instead, focus development within planned centers offering a pedestrian orientation and distinctive design that maintains Milford's strong sense of place and protects its rural atmosphere, characterized by open fields, farmland or woodlands as common elements of the visual landscape.
- 8 Maintain "life cycle housing" and a full range of supporting community services so that people in various stages of life can find a home they can afford which is suited to their personal needs and tastes.
- 9 Preserve and protect cultural resources and properties, structures, and neighborhoods having historical significance.
- 10 Promote the development of community services and facilities that work to integrate and unify the Community.

OUR INTENT: SMART GROWTH

In addition to the above guiding principles, the Milford Community intends to pursue sustainable development and community vitality by adhering to the ten principles of smart growth. In contrast to sprawling development, smart growth strives for an integration of use, pedestrian oriented development, and the preservation of natural assets. The ten principles of smart growth are highlighted in the sidebar.

In order to transform the principles of smart growth into a practical framework for community development, the rural-to-urban transect model was developed by leading smart growth proponents. The rural-to-urban transect model defines a series of zones that gradually transition from sparse rural areas to a dense urban center, with each zone embodying a unique development character. The rural-to-urban transect model has been applied to the Milford Community utilizing five zones: Natural, Rural, Suburban, General Urban and Urban Center (see next page). The transect framework for the Milford Community serves as an overarching guide for development and is reflected throughout the Goals, Objectives, and Strategies, as well as the Future Land Use Plan.

Smart Growth Principles

1.
Mix land uses;
2.
Take advantage of compact building design;
3.
Create a range of housing opportunities;
4.
Create walkable neighborhoods;
5.
Foster distinctive, attractive communities with a strong sense of place;
6.
Preserve open space, natural beauty, and critical environmental areas;
7.
Strengthen and direct development towards existing communities;
8.
Provide a variety of transportation choices;
9.
Make development decisions predictable, fair and cost effective; and,
10.
Encourage community collaboration in development decisions.

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The figure consists of five vertical panels, each representing a different land use zone. From left to right, the zones are:

- NATURAL ZONE:** Shows a natural landscape with a river, green hills, and scattered trees.
- RURAL ZONE:** Shows a landscape with a river, green fields, and a few scattered trees.
- SUBURBAN ZONE:** Shows a landscape with green fields, scattered trees, and a few small, dark, rectangular buildings.
- GENERAL URBAN ZONE:** Shows a landscape with a grid of streets, numerous small, dark, rectangular buildings, and scattered trees.
- URBAN CENTER ZONE:** Shows a dense urban landscape with a grid of streets, many tall, dark, rectangular buildings, and very few trees.

An aerial illustration of a village. A winding river flows through the center, bordered by green fields and clusters of trees. Several buildings with red roofs are scattered throughout the landscape. In the foreground, there's a large white building with a red roof, possibly a school or a church. To the left, there's a smaller white building with a red roof. In the background, there are more fields and a line of trees. The overall style is a simple, colorful illustration.

An aerial photograph of a suburban neighborhood. The houses are mostly two-story with red roofs and white walls. There are many green trees scattered throughout the area. A church with a steeple is visible on the right side. A road or path runs through the center of the neighborhood.

An aerial view of a city with red-roofed buildings and a central square. The image shows a dense urban layout with a central square or park area surrounded by buildings. The roofs are a prominent red color, and the overall style is that of a historical or architectural illustration.

An aerial view of a city square. In the center is a large, ornate fountain with a tall, slender column. The square is surrounded by various buildings, including a large, multi-story building with a red-tiled roof on the left, and a smaller building with a green awning on the right. There are trees and a small park area around the fountain.

Transect developed by Andres Duany
Drawing by James Wassell

PREVIOUS PLANNING STUDIES

As a starting point for developing the future vision of the community, both the 1998 Village of Milford Master Plan and the 1999 Charter Township of Milford Land Use Plan Update were evaluated, particularly the goal statements and future land use proposals.

Presented below are highlighted goals from the 1998 Village of Milford Master Plan:

- Promote policies to support the downtown business area;
- Preserve parks and open space;
- Recognize that the Village and Township are economic partners and work toward common goals;
- Stimulate the economic climate through commercial and industrial development;
- Protect ground and surface water quality;
- Develop proper tools and techniques to manage growth; and,
- Create a comprehensive vehicular, bike and pedestrian network.

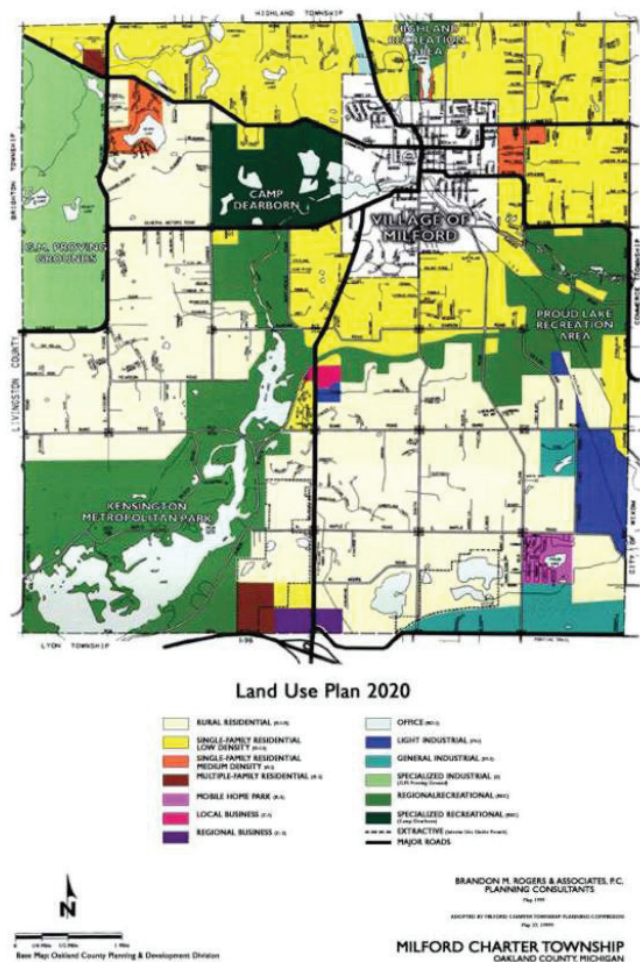
The goal statements from the 1999 Charter Township of Milford Master Plan are summarized below:

- Balanced land use;
- Preserve natural features and views;
- Strengthen residential neighborhoods to improve quality of life and property values and create a demand for infill housing within residential areas;
- Create pedestrian routes;
- Improve traffic flow;
- Strengthen character and the economic base of Township;

- Visually enhance development; and,
- Update the Zoning Ordinance.

The future land use map prepared for the 1999 Charter Township of Milford Master Plan Update established 13 land use categories to direct future development activities. Overarching recommendations for the Township as included in the 1999 future land use plan are summarized below:

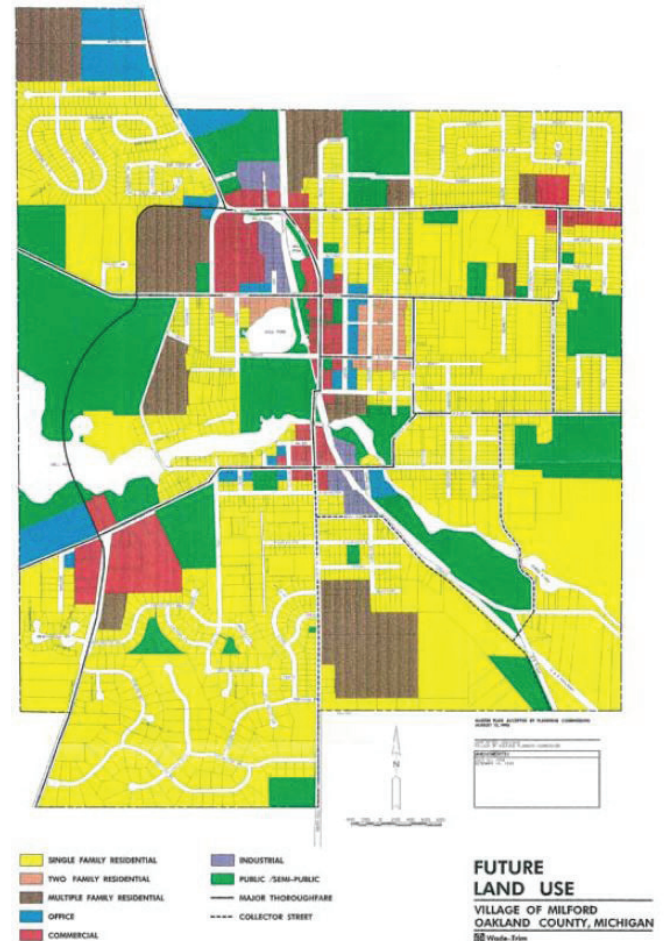
- Maintain a rural residential character through controlled growth;
- Discourage strip commercial development along principal roads in favor of planned commercial sites;



Future Land Use Map from 1999 Charter Township of Milford Land Use Plan Update

- Plan for expansion of mobile home park use in Section 36;
- Recognize the emerging importance of the I-96/Milford Road interchange area and provide for planned commercial uses;
- Encourage industrial development along Pontiac Trail, which has improved access to I-96 and Wixom Road in the City of Wixom;
- Allow for reuse of gravel extraction sites consistent with the underlying residential future land use categories;
- Preserve the Township's many public recreation areas and enhance environmental resources;
- Consider North Milford Road as an important entrance to the Township of a primarily residential and low profile office character; and,
- Acknowledge the historic Village center as a focal point for convenience shopping, office and civic facilities.

The future land use map within the 1998 Village of Milford Master Plan established seven future land use categories to oversee future growth. A significant portion of the Village is planned for single-family residential use, designed to protect neighborhood character, prevent encroachment from incompatible uses, avoid overcrowding by requiring minimum yards and open spaces, restrict unnecessary traffic and encourage attractive infill development consistent with family needs. Two-family residential use is planned surrounding the Village core while multiple-family residential uses are scattered throughout the Village. Commercial use is planned for the Village core, in addition to several shopping center nodes (General Motors Rd at Milford Rd, Milford Rd at Highland Ave and Commerce Rd at Summit St). Industrial use is planned in several locations, primarily in recognition of established industrial uses.



Future Land Use Map from 1998 Village of Milford Master Plan

PLANNING PRINCIPLES EMBRACED BY LEADING ORGANIZATIONS

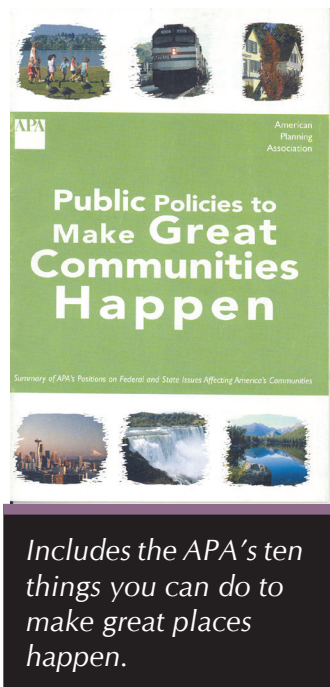
A variety of organizations with expertise in local governance, planning or design have developed fundamental policies or principles to be applied for the betterment of their respective discipline. Because of the expertise and resources of these organizations, such principles can be utilized as benchmarks to which smaller jurisdictions can strive.

The following policies or principles were reviewed as part of the development of the Milford Community goals, objectives and strategies:

“Public Policies to Make Great Communities Happen,” American Planning Association (APA)

The intent of this document is to outline the policies promoted by the APA as essential to achieving smart growth which can lead to better planned communities. In summary these include:

- A unique sense of community and place;
- Preserve and enhance valuable natural and cultural resources;
- Distribute the costs and benefits of development;
- Expand the range of transportation, employment, and housing choices in a fiscally responsible manner;
- Consider long-range and regional implications of short term actions; and,
- Promote public health and healthy communities.



“The Ahwahnee Principles: Toward More Livable Communities,” Center for Livable Communities

A growing concern began to spread among the nation’s leading urban design professionals regarding how existing patterns of urban and suburban development seriously impair our quality of life. They outlined the symptoms of this type of development to include increased congestion and air pollution, loss of precious open space, costly improvements to roads and public services, inequitable distribution of economic resources, and the loss of a sense of community. By utilizing the best practices from the past and present, the team of professionals crafted a set of fundamental

principals to help guide development. These principals would serve to infill existing communities and plan new communities that would better serve the needs of the residents who live and work within them.

The Ahwahnee Principles (excerpt)

All planning should be in the form of complete and integrated communities containing housing, shops, work places, schools, parks, and civic facilities essential to the daily life of the residents.

A community should contain a diversity of housing types to enable citizens from a wide range of economic levels and age groups to live within its boundaries.

The community should have a center focus that combines commercial, civic, cultural, and recreational uses.

Wherever possible, the natural terrain, drainage, and vegetation of the community should be preserved with superior examples contained within parks and greenbelts.

“Criteria for Great Places,” Project for Public Spaces, Inc.

Through their research into thousands of public spaces all around the world, Project for Public Spaces has found four key elements that ensure success. These include access and linkages, comfort and image, uses and activities, and sociability. Access and linkages relates to how easy it is to not only get to the space but to maneuver within the space. Comfort and image include people’s perceptions regarding whether the space is safe, clean, and provides opportunities for people to sit and interact. Uses and activities specifically relate to whether the space gives people something to do, a reason to come to the space. Finally, the hardest of the four qualities to define and achieve is sociability. Sociability is that intuitive quality of a place that allows people to feel comfortable not only interacting with friends and neighbors but strangers

they meet in the space. Once achieved, sociability provides a stronger sense of place or attachment to the community.

“Getting to Smart Growth: 100 Policies for Implementation,” International City/County Management Association (ICMA) –

The Smart Growth movement outlined ten principals that are often associated with healthy, vibrant, and diverse communities that offer their residents choices of how and where to live. As a next step in the evolution of this movement, the Smart Growth Network wanted to address the gap between recognizing the benefits of smart growth and developing policies that would help achieve it. The intent of *Getting to Smart Growth: 100 Policies for Implementation* was to help communities draft policies that would put the smart growth principals into practice.

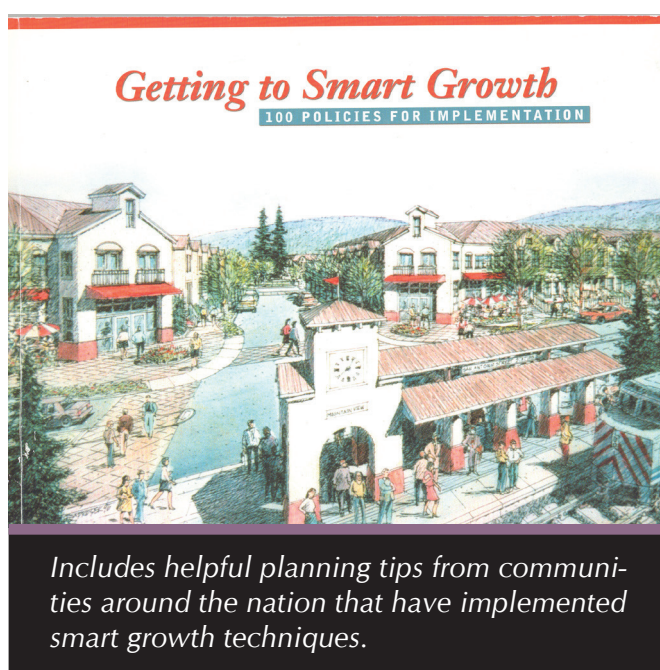
COMMUNITY INVOLVEMENT

Community involvement, garnered during numerous public meetings, workshops and events, contributed significantly to the overall framework that guided the planning process. For the citizens of the Milford Community, these public input activities offered an opportunity to learn about the planning process, hear differing perspectives, share ideas, and work together toward common goals. The public involvement sessions provided the Project Team with feedback on report components, and insight on important issues, community values and expectations. Ultimately, the outcomes of the various community input opportunities were directly incorporated into the goals, objectives and strategies and future planning components of this Master Plan.

The major community involvement opportunities contributing to the overall planning framework are outlined herein.

Village of Milford Survey of Citizen Perceptions

Prior to the commencement of this Master Plan process, in September 2003, a written survey was sent to a random sample of 956 Village of Milford residents; 55 were returned unopened, therefore, the sample size amounted to 901. By mid-October, 45.8 percent of survey recipients had completed and returned the surveys. To protect the integrity of the sample, later



responses were not included in the analysis. The survey was conducted by the Institute for Community and Regional Development, Eastern Michigan University. The following comments are taken from the survey report.

A demographic analysis of survey respondents indicated that more than half have lived in Milford more than ten years, and three-fourths indicated that they expect to be living in the Village in three years. Almost half have children at home, nine out of ten are home owners, one quarter are retired, nearly eight out of ten are employed outside the Village and Township, and almost three-fourths have two or more cars in the household.

Less than one in ten of the respondents work in downtown Milford, but seven out of ten respondents make one or more daily trips through the downtown area. More than half would support a road maintenance millage, while one quarter was opposed. Seven out of ten support the Peters Road By-Pass, but respondents are evenly divided (37 percent) over whether to use local dollars for this purpose. Another one quarter is undecided about using local dollars to support the By-Pass.

The results suggest that many respondents are aware of what is going on in Milford and are interested in the community, based on readership of the local newspaper. However, they are not particularly likely to participate in the community by attending meetings

or volunteering their time. Recycling is widely used, and parks are more likely to be used than libraries. Overall, respondents are very happy with the quality of services offered in Milford; 78 percent rated services as a four or five on a five-point scale. Street repair and sidewalk maintenance received the least favorable responses.

Respondents overwhelmingly rated the Village as a good or excellent place to live. The quality and availability of parks also received high marks. The lowest rated aspect of the community is traffic flow in the downtown area; only 16 percent had a positive rating. Seventy percent think that traffic flow has gotten worse over the past five years. On the other hand, it is important to note that 84 percent of respondents rate the quality of the downtown positively.

More than nine out of ten support the Senior Center, and seven out of ten strongly agree that the Center is an important part of the community. Seven out of ten either agree or strongly agree on a dedicated millage for the Center. Two-thirds of the respondents expressed support for recreation programs, yet more than half disagreed somewhat or strongly disagreed with a dedicated millage for recreation programs and recreation facilities maintenance.

Respondents were opposed to increases in residential density and in multi-family housing; 85 percent were opposed to additional multi-family zoning. Almost three-fourths were opposed to more commercial or industrial zoning. Respondents were opposed to higher density growth and are willing to allocate tax dollars to slow it.

Overall, respondents were attracted to Milford for its small town atmosphere, rural character, walkable community, parks, and open spaces. They expressed concerns about growth, development, and traffic.

Creating Milford's Future Community Event

The "Creating Milford's Future" community event was conducted on June 12, 2006 by futurist, Ed Barlow, of Creating the Future, Inc. This event was advertised through notices or articles in the Milford Community News (Village and Township newsletter) and the Milford Times (local newspaper). Additionally, event flyers were placed in the Village and Township offices, the Senior Center and a variety of other locations

around the community. In total, approximately 100 citizens, officials, and other interested parties attended.

Listed below are highlights on local conditions presented during the session.

The goals of the session were:

- To enhance understanding of the dynamics of a continuum of change;
- To explore structural changes which are occurring and their implications on the way we live and work; and,
- Identify "things to consider" as Milford creates its future.

The Village of Milford and the
Charter Township of Milford
invite you to the:

CHARTER TOWNSHIP OF MILFORD
Oakland County



VILLAGE OF MILFORD



Date: Mon., June 12, 2006

Time: 7:00-9:30 pm

Location:

Baker's of Milford

Banquet Hall,
2025 S. Milford Rd.,
Milford, MI

**Milford
Community
Master Planning
Kick-off**

"Creating Milford's Future"

Featuring internationally recognized futurist Ed Barlow. His informative and energetic presentation takes us on a journey into the 21st century's rapid and dramatic ~ economic, technological and social changes. Join Ed's exploration into the significant structural changes that will affect the way we live and work.

This is the first of four public forums aimed at informing and shaping the Village and Township's joint community planning. Good planning guides change, minimizes negative impacts and maximizes positive growth. Come join with other community members in this first step that will influence the growth and development of the Village and Township for years to come.

Flyer for the "Creating Milford's Future"
Community-wide event.

Benefits of the joint Master Plan include:

- Trust building;
- Practicality;
- Coordination;
- An opportunity for improved chances of success;
- Satisfy the legal requirement of each to address areas outside their boundaries; and,
- A “synergy” and streamline process for public involvement.

How weak is Michigan’s economy?

- 50th in Personal Income Growth;
- 46th in Unemployment Rate;
- 48th in Employment Growth; and,
- 49th in Index of Economic Momentum.

Oakland County and Michigan Information:

- More than one-third of the state’s Research and Development (R&D) facilities are located in Oakland County;
- Michigan ranks second in the nation in R&D spending;
- Michigan companies file over 3,000 patents a year placing Michigan in the top ten states for a total number of patents granted;
- Life Sciences in Michigan is a \$2 billion industry;
- Over 40 percent of Oakland County residents have college degrees;
- Oakland County has the third highest number of high-tech workers in the nation and twice the corporate R&D professionals compared to the national average;
- Population of Michigan’s workforce is 5.1 million;

- 15 public universities, 50+ independent universities and colleges, and 29 community colleges in Michigan;
- Over 96,000 college degrees are granted every year in Michigan, almost twice the national average;
- 2 ½ times the number of master’s degrees were issued in Michigan than the national average;
- Close to 1,500 PhD’s are granted in Michigan every year, almost twice the national average; and,
- In 2004, Michigan colleges and universities granted over 2,400 bachelor’s degrees, 349 master’s degrees, and 228 PhD’s in biotechnology fields.

Milford’s Economic Statistics:

- Higher household average income than Oakland County;
- Home of General Motors Proving Ground with 4,800 employees and 130 visitors per day;
- Average 32,000 automobiles per day in downtown; and,
- Huron Valley Schools, one of the 20 largest school districts and most effective schools in the state.

Ultimately, the goal of this event was to enhance the Community’s understanding of the future and how it might influence their decision-making. The topics that were explored, like the rapidly changing social, economic, and political world in which we live, offer both challenges and opportunities to the Milford Community. Through the development of the Milford Community Master Plan, the Village and Township are tackling these issues head on. The goals, objectives, and strategies and future land use proposals developed for this Plan will provide the direction the Community needs to prepare for a continuum of change.

Plan Milford Community Forum #1

The Plan Milford Community Forum #1, a community-wide event, was held on September 26, 2006. To encourage attendance by a wide spectrum of citizens, a variety of methods were used for advertising the forum including articles in the Milford Community News and the Milford Times and flyers distributed throughout the community. The advertising methods proved successful, as approximately 100 citizens, Community officials, and other interested parties were in attendance.

The first portion of the forum was dedicated to providing attendees with an understanding of the key discoveries from the background sections of the Master Plan. This included a citizen viewing gallery of background information highlights, a presentation of the key discoveries by the Project Team, and a question and answer session. The forum continued with a visioning exercise designed to allowing participants the opportunity to identify their “treasures and concerns” in the Milford Community. For this exercise, attendees were divided into a total of nine small groups, with discussion lead by a member of the Project Team assigned to each small group.

Small groups were asked to provide answers to the following three questions:

- Why do you live in the Milford Community?
- What do you treasure in the Milford Community?
- What in the Milford Community are you most concerned about?

Responses from small group members were categorized into four broad categories:

- Green Stuff;
- Built Stuff;
- How you get around; and,
- Other.

Participants most often indicated that they treasure the following:

- Natural features and open spaces within the Community;
- Small town character;
- Historic buildings;
- Walkable downtown/ dining/shopping; and,
- Gravel and scenic country roads.

Participants most frequently noted the following concerns:

- Loss of natural features;
- Uncontrolled growth/sprawl;
- Traffic congestion;

KEY DISCOVERIES:

MARKET ASSESSMENT

- Milford Village imports considerable retail activity from households outside the Village.
- Approximately \$60 million in retail activity “leaks” out of the Township.
- The Milford Community has substantial economic advantages, but is still subject to regional economic forces.
- 43 lifestyle segments are present in Oakland County, but only 4 in the Village and 7 in the Township.
- The Milford Community will experience modest growth, primarily residential with some opportunities for retail. However, maintaining community character will be vital.

One of the “Key Discoveries” boards presented at the Plan Milford Community Forum #1.

- Commercial development spilling out of the Village into the Township;
- Loss of country roads;
- Loss of community/historic character; and,
- Need for affordable housing and job growth.

While there was some conflict in participant responses, for example a concern regarding traffic congestion but the desire to maintain gravel and scenic county roads, a major theme began to emerge which dealt with protection. Most participants discussed at length the need to “protect” what they most treasured about and the reason they lived in the Milford Community. This theme of protection extended to the rural character of the Township, the historic “small town” charm of the Village, the desire to preserve open spaces and natural resources, and their particular feelings of “community.” The succeeding components of this Master Plan, particularly the Goals, Objectives and Strategies chapter, have been designed to reflect the community input gathered at this forum.

Focus Group Interviews

To enhance the development of the goals and objectives for the Milford Community Master Plan, structured group interviews were conducted. The intent of the focus groups was to utilize a more concentrated assemblage of individuals to help identify unique needs and considerations for each community. Two focus group sessions were scheduled for both the Village and Township. The individuals that participated in the focus group sessions were either volunteers who indicated a desire at the first Community Forum or were selected by the Village Manager or Township Supervisor. Ultimately, only three two-hour focus group sessions took place as the first Township session was cancelled due to lack of participant availability. In the end, two were held for the Village stakeholders on April 23 and 25, 2008 and one was conducted for the Township participants on May 1, 2008. In all, thirty-five Milford Community members participated.

Each of the focus groups followed the same format. The participants were welcomed and invited to introduce themselves and share their connection to the Milford Community. Then, the facilitator reviewed the draft Milford Community Master Plan goals and objectives with the group.

Evaluation of Goals

First, the participants were asked to discuss and re-view each of the seven proposed goals in light of four questions:

1. Are these seven goals the right goals for the Milford Community?

There was overall agreement across the three focus groups that these are the right goals.

2. What are your top two goals?

To answer this question, focus group participants voted on each of the goals, with the following results:

Village Goal Ranking	Votes
1. Thriving Business Districts	12
2. Vibrant Residential Neighborhoods	8
3. A Sustainable Environment	6
4. First-Class Community Services	5
5. A Balanced Transportation Network	4
6. A Strong Economy	1
7. Diversified Industrial Areas	0

Township Goal Ranking	Votes
1. A Sustainable Environment	10
2. Strong Economy	3
3. Diversified Industrial Areas	2
4. A Balanced Transportation Network	1
5. Vibrant Residential Neighborhoods	1
6. First-Class Community Services	0
7. Thriving Business Districts	0

3. Is there a goal you believe should be added?

When prompted with this question, the following additions were offered for the Village:

- Reaching out to other communities
- Education – K-12 and adult learning
- Cultural Growth – arts, sciences, recreation and historical
- Quality of Life– lifestyle that makes people want to live here
- Recreation – green space, open space, creation not just preservation

The following Township goal was offered:

- Rural area that stays that way as much as possible

The goals were then ranked again in consideration of the new goals that were added, with the following results:

Village Goal Ranking	Votes
1. Thriving Business Districts	12
2. Cultural Growth	10
3. Vibrant Residential Neighborhoods	8
4. A Sustainable Environment	6
5. First-Class Community Services	5
6. A Balanced Transportation Network	4
7. Quality of Life	3
8. Education	2
9. A Strong Economy	1
10. Diversified Industrial Areas	0
11. Reaching out to other Communities	0
12. Recreation	0

Township Goal Ranking	Votes
1. A Sustainable Environment	10
2. A rural area that stays that way....	8
3. Strong Economy	3
4. Diversified Industrial Areas	2
5. Balanced Transportation Network	1
6. Vibrant Residential Neighborhoods	1
7. First-Class Community Services	0
8. Thriving Business Districts	0

4. *Is there a goal you believe should not be on the list?*

The focus groups did not identify a goal that they believed should be eliminated.

Evaluation of Objectives

Next, the facilitator provided a definition of an objective and participants were asked to review the draft objectives developed for each goal. The objectives were clustered into three categories as they were developed at that time: shared objectives, township objectives and village objectives. The participants were then invited to respond to two questions regarding the objectives for each goal.

1. *Are these the right objectives for the goal?*

The overall response was “yes” these are the right objectives. There was some discussion on making many of the objectives shared between the Village and

Township. In addition, each community had some specifics about modifying some of the Objectives provided for each Goal.

2. *Are there other objectives that should be considered?*

Yes, during the discussions a variety of ideas for additional objectives and strategies were identified. These ideas are listed below for the Village:

Vibrant Residential Neighborhoods;

- Add a Village objective that encourages appropriate transitions between neighborhoods and businesses

Thriving Business Districts;

- Develop strong identities for north and south based on the natural separation of the Park and Trussle
- Encourage and develop a distinct “look and feel” for each of the three downtown areas
- Develop and implement strategies for connecting the three areas
- Focus on Walkability
- Diversified Industrial Areas
- Define, seek out and accommodate the types of businesses we want in our community
- Add objective to connect the Milford Community to current regional focuses i.e. Ann Arbor/Bio-tech and Oakland County/Automation Alley
- Establish the requirements that will help create the ambiance you want in the community, i.e. setbacks, landscaping

A Strong Economy;

- Taxation is a huge issue for our aging/retirement population
- Do comparative taxation analysis and look for ways to manage tension of taxation/services needs

A Balanced Transportation Network;

- Add consideration for ageing community with decreased ability to drive. We need an objective and strategies that focuses on what and how the non-drivers will get around
- Consider strategies to move without 8-lane highway: access lanes left turn etc, right side passing, roundabouts to move traffic

A Sustainable Environment;

- Strategy – keep road salt out of waterways by using a filtering system

The following additions and revisions to the objectives were offered for the Township:

Vibrant Residential Neighborhoods;

- Consider adding an objective on strategic land conservancy

A Strong Economy;

- Add objective that addresses parking is essential for business support

A Balanced Transportation Network;

- Optimize road capacity and maximize use with “decel and excel” enhancements
- Add objective to address traffic issues by library and YMCA

A Sustainable Environment;

- Need to address noise management
- Add creation of a “woodland” ordinance
- Township has percentage of parklands that could be sold by other agencies, monitor, and purchase where possible.
- Tree management – Can something be put in place to limit the number of trees that can be cut down on a privately owned lot?



Residents viewing background materials presented at the Plan Milford Community Forum #2.

As the goals and objectives were further refined during additional Community Forums and joint Planning Commission meetings, many of these ideas were utilized to create the final goals and objectives for the Milford Community Master Plan.

Green Infrastructure Workshop

In July of 2007, a Green Infrastructure Workshop was held to gather citizen perceptions relating to the green infrastructure network. The attendees first heard a presentation that described the key components of a green infrastructure system, including core habitat areas, smaller habitat sites, habitat corridors, and recreation trails. The economic benefits of a healthy green infrastructure system were also discussed, including enhanced property values, benefits of ecosystem services, and increased desirability and livability within the community.

After the initial presentation, community participants were asked to identify and characterize perceived strengths and weaknesses within the community as it related to a green infrastructure system. Seventeen key points were raised, and are detailed later in the Green Infrastructure Plan.

Participants were then split into three groups and asked to locate and describe, on a large aerial map of the community, a number of key features. These features included natural lands perceived to be of high natural quality; potential natural beauty roads or other scenic roadways; significant vistas or viewsheds; existing, proposed, or desired trail connections; and, any other development or opportunity sites. After an hour of group work, one member from each group presented the inventory results before the entire assembly for discussion. Following the workshop, the results of the community inventories were compiled by the Project Team and transcribed into a series of maps.

The community input collected at the Green Infrastructure Workshop played a key role in shaping the visioning components of this Master Plan, particularly the Future Land Use Plan and Green Infrastructure Plan.

Plan Milford Community Forum #2

The Plan Milford Community Forum #2 was held on January 8, 2008, and was attended by more than 60 interested citizens and officials. The primary goal of the forum was to present the draft Goals and Ob-



Plan Milford Community Forum #2 participants study the draft Future Land Use Plan for the Milford Community.

jectives and Future Land Use Plan for citizen review and feedback. Prior to the meeting, a viewing gallery offered participants an opportunity to review the important findings and selected components of the Plan prepared to date.

The forum began with a presentation of the draft Goals and Objectives. Participants were then asked to participate in tabletop discussions, each tabletop focusing on one goal and its corresponding objectives. Participants were asked whether the goal and objectives should be kept, changed, moved or removed.

The forum then proceeded with a presentation of the draft Future Land Use Plan for the Milford Community, the process to create it, and the basis behind it. Participants again engaged in tabletop discussions and were instructed to consider the following:

- If we heard you right, let us know;
- Are land uses in the right place?;
- Is there anything missing?; and,
- Ideas for change?

The results of the workshop were submitted to the Community Planning Commissions for review.

Plan Milford Community Forum #3

Designed as an “open house” for the Master Plan, the Plan Milford Community Forum #3 was held during the afternoon and evening of April 29, 2008. Event attendees were given the opportunity to explore, at their own pace, a gallery of the visioning components of the Master Plan. To help explain the particular Plan components, participants were given a handout package of supporting materials that included definitions and category explanations. Participants were able to provide their comments on the varying components of the Plan through the use of “post-it” notes on the gallery images, comment cards and direct interaction with the Project Team.

The open house also featured a “laptop station” where attendees were able to browse through the entire Master Plan report prepared to date. Finally, a response sheet to the Village Future Land Use Map and Township Future Land Use Map was provided to all participants. The response sheet asked participants to respond to three questions in order to gather any final comments on the various Future Land Use Categories.

GOALS, OBJECTIVES AND STRATEGIES FORMULATION

The process of developing goals, objectives and strategies for the Milford Community Master Plan involved several steps. An initial draft of the goals, objectives and strategies were created utilizing the guiding and smart growth principles outlined herein as an overarching framework. They were also developed in light of the goals and objectives established in each community’s previous Master Plan, as well as those endorsed by organizations such as the American Planning Association. The community input gathered at the various workshop events held throughout the process, as well as the critical findings of the background information as presented in the preceeding chapters of this Plan, also played a key role in shaping the initial draft of the goals and objectives.

The draft goals and objectives were presented at both the Focus Group sessions and the Plan Milford Community Forum #2 for review and revision by citizens of the Community. Further review and refinement by the Milford Planning Commissioners at joint meetings helped ensure that the goals and objectives had met community needs and expectations. The strategies to achieve the goals and objectives were then developed. The strategies were presented at the Plan Milford Community Forum # 3 for careful examination by citizens and officials.

FUTURE LAND USE PLAN FORMULATION

The process for formulating the Milford Community Future Land Use Plan began separately for the Village and Township, as preliminary Future Land Use Plans for each community were created and evaluated by their respective Planning Commissions. Once each Commission was in support of the Future Land Use Plan based on community input, a final Milford Community Future Land Use Plan was developed.

Preliminary Plan Development: Milford Village

A draft Village of Milford Future Land Use Plan was initially prepared utilizing the guiding principles, principles of smart growth, and community input as the overall Plan context. In addition, the Project Team called upon a sound understanding of demographic data, potential markets, natural resources, existing land use conditions, and community character while formulating future land use categories. In particular, the preliminary character districts for the Village as identified in Chapter 7 played a key role in the delineation of future land use districts.

The Village Future Land Use Plan was then presented to the Village Planning Commission for evaluation. The Planning Commissioners carefully reviewed the Plan and suggested several revisions based on their intimate knowledge of the Village. The Plan was then ready to be presented to citizens of the entire community at the Plan Milford Community Forum #2 for comment.

Preliminary Plan Development: Milford Township

Alternative Land Use Plans

The formulation of the preliminary Future Land Use Plan for Milford Township utilized a different process than the Village, and involved the evaluation of alternative land use plans. The guiding principles behind each of the alternatives were the same, yet each employed a unique theme or development strategy in light of demographic and market conditions, natural resources, existing land uses, community character, green infrastructure, and the previous Township Future Land Use Plan. The theme behind each alternative is described below.

Alternative A: Established Plan

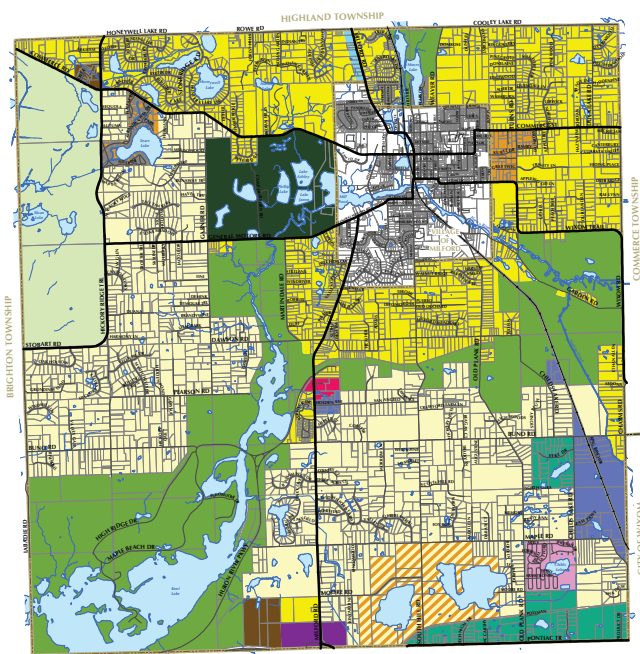
This alternative, as presented in the **Alternative A: Established Plan Map**, was derived from the Township's previous Future Land Use Plan, adopted in 1999. Except for changes in the southern portion of the Township that reflect recent development activity, the Future Land Use districts and allocations are identical to the 1999 Future Land Use Plan.

Alternative B: Conservation Plan

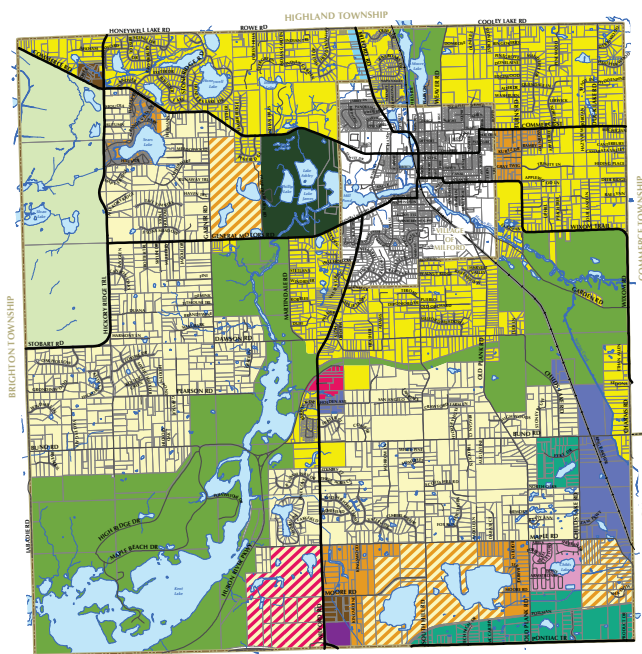
This alternative, as presented in the **Alternative B: Conservation Plan Map**, endeavors to protect and build upon Milford Township's natural assets and green infrastructure network. In this alternative, development is restricted where important natural habitats exist. Additionally, this alternative seeks to increase conservation and/or recreational opportunities through the identification of environmentally significant lands to be preserved or developed for recreational purposes. Taking advantage of Milford Township's opportunities to capture growth, this alternative allows for new development in areas with adequate infrastructure capacity and which is consistent with existing development patterns.

Alternative C: Growth Plan

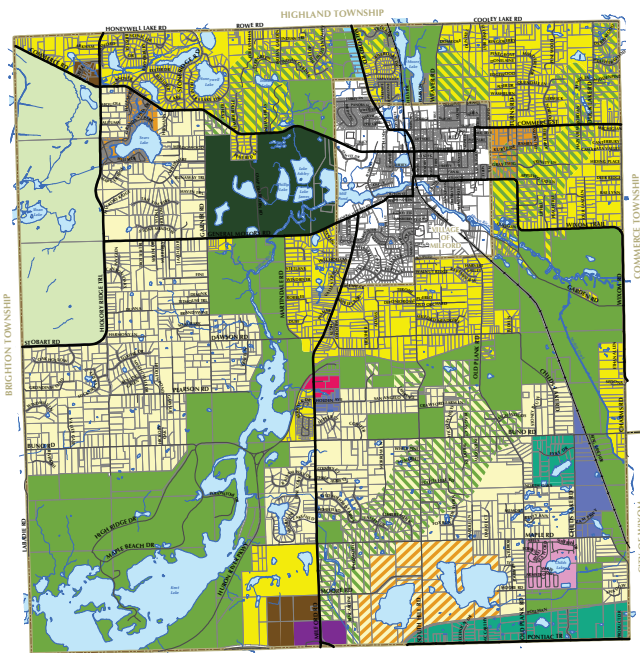
This alternative, as presented in the **Alternative C: Growth Plan Map**, seeks to capitalize on the growth opportunities identified in the Market Assessment and Land Use Area Requirements section of this Master Plan (see Chapter 2) and the strategic locational advantage of Milford Township. The existing land



MILFORD TOWNSHIP FUTURE LAND USE
ALTERNATIVE A: ESTABLISHED PLAN DRAFT



MILFORD TOWNSHIP FUTURE LAND USE
ALTERNATIVE C: GROWTH PLAN DRAFT



MILFORD TOWNSHIP FUTURE LAND USE
ALTERNATIVE B: CONSERVATION PLAN DRAFT



use relationships of the Township drive the future development patterns but are also expanded to allow for new growth. Thoughtfully planned and unique development is encouraged along the major corridors of the Township (I-96, Milford Road, Pontiac Trail) and where infrastructure capacity is available (Southeast Milford Utility Area). This alternative allows for limited growth elsewhere in the Township, consistent with the Township's environmental character.

Evaluation of Alternatives

The three future land use alternatives were presented to the Township Planning Commission along with evaluation tools to assist in the informed selection of a preferred alternative.

Build-Out Analysis

First, a computer modeling program was employed by the Project Team to assess the carrying capacity, or "build-out" potential, of each alternative. The analysis was prepared with the assistance of **Community Viz Scenario 360**, a Geographic Information System (GIS) software tool that models future growth based on a

variety of inputs and parameters, such as the permitted densities that are associated with each Future Land Use category and constraints to development such as wetlands. For each alternative, the full build-out potential was calculated and presented in terms of the number of new residential dwelling units and new non-residential floor space that could be accommodated when full build-out is achieved. The build-out calculations for each alternative were presented to the Township.

Evaluation Scorecard

As a second means of evaluating the three alternatives, an evaluation scorecard was developed to be used by the Planning Commission. The scorecard presented a number of preferred benchmarks (evaluation criterion) and asked decision-makers to assign rankings based on the effectiveness (or lack thereof) of each alternative at achieving the benchmarks. The benchmarks offered on the scorecard included:

- Centers of desirable growth (development and redevelopment) are geographically identified;
- Strikes the proper balance between land use classifications to promote balanced growth;
- Creates a range of housing opportunities and choices;
- Offers appropriate locations and ample opportunities for office, commercial and industrial growth to further the economic vitality of the Township;
- Allows for the possibility of mixed-use developments (concentrations of commercial and residential activities);
- Allocates sufficient land for the placement of open spaces and public facilities like parks, schools, and other Township services;
- Preserves unique and valuable resources in the rural landscape, i.e. natural assets and environmentally sensitive lands; and,
- Conveys your desired future growth pattern for the Township.

With the assistance of the two evaluation tools, the participants in the evaluation process were able to make enlightened decisions regarding the future land use alternatives, and ultimately, the selection of the preferred Future Land Use Plan. The preferred Plan was ready to be presented to citizens of the entire community at the Plan Milford Community Forum #2.

Presentation to the Community

The formulation process came together as citizens and officials from the entire community were presented with a draft Future Land Use Plan at the Plan Milford Community Forum #2. Based on the results of the forum, and further consideration during joint Village/Township Planning Commission meetings, further revisions were made. Finally, the Milford Community Future Land Use Plan was presented at the Plan Milford Community Forum #3 to ensure that it had achieved expectations and gained the full support of the community.

COORDINATED PLANNING AND ZONING

Statutory Requirements

The relationship between a master plan and a zoning ordinance is commonly misunderstood. Often, the master plan and zoning ordinance are thought of as having the same purpose or effect. However, there are clear legal and practical differences between the two. The master plan is a long-range policy guide for the future use of land. The zoning ordinance is a legal document that regulates the current use of land.

Contrary to a zoning ordinance, the master plan is not a legal document; however, it provides a legal basis for the zoning ordinance. The Michigan Zoning Enabling Act (2010 PA 110), as amended, requires zoning to be based upon a plan (i.e., a Master Plan). Specifically, Section 203,(1) of the Act states:

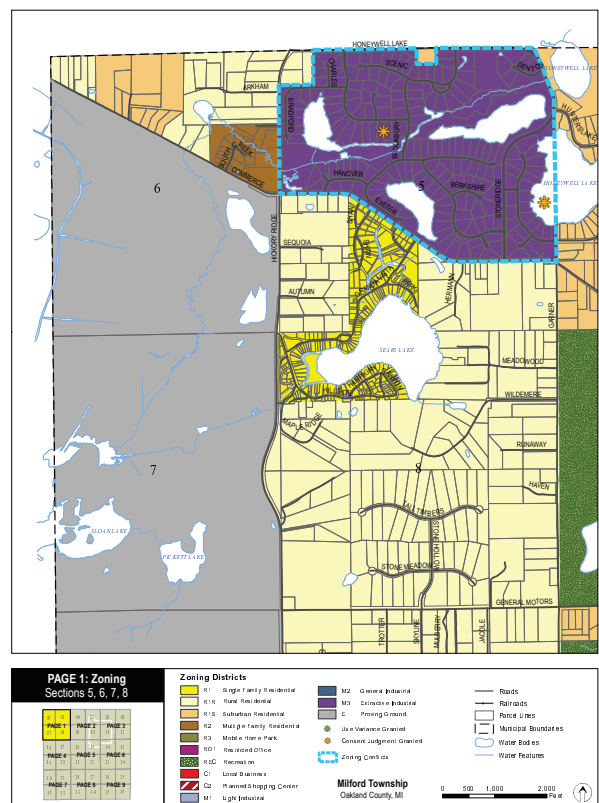
“A zoning ordinance shall be based upon a plan designed to promote the public health, safety, and general welfare [of the community]....”

Because the relationship between a master plan and zoning ordinance is critical to understand, and is often misunderstood, it is appropriate that the Michigan Planning Enabling Act (2008 PA 33), as amended,

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

In 2014, consistent with the above statutory requirements, the Milford Township Planning Commission initiated an effort to prepare a new Zoning Plan. A key component of this effort was an evaluation of the appropriateness of the Township's current zoning district designations (Zoning Map) in light of the adopted future land use classifications (Future Land Use Map). This effort was further prompted by a concern that the current zoning of certain areas of the Township may allow for development in a manner which is contrary to the recommendations of the Master Plan.

To aide in this effort, a Map Workbook was prepared which split the Township into 9 areas, with each area containing 4 Township survey sections. For each area, the Map Workbook included a side-by-side comparison of the future land use classifications and the



Sample page from the Map Workbook comparing future land use classifications and zoning districts.

zoning district designations. Where conflicts existed between the future land use classifications and the zoning district designations, such conflicting areas and/or properties were highlighted.

The Township Planning Commission then notified the owners of properties that were identified as having a conflict between the future land use classifications and the zoning district designations. These property owners were invited to attend a series of meetings with the Planning Commission, held in 2014 and 2015, to discuss whether the existing zoning designations should be changed to conform to the future land use classifications. The responses from the property owners were generally uniform. In most instances, the property owners requested that the existing zoning classification be maintained.

Based upon the results of the discussion meetings with affected property owners, the Planning Commission determined that some current zoning district designations should be changed to better conform to the future land use classifications. However, after careful review, the Planning Commission concluded that many zoning district designations were appropriate. In these instances, rather than changing the zoning district designations, the Planning Commission felt that it would be appropriate to adjust the future land use classifications. These changes are reflected in this Addendum to the Milford Community Master Plan.

MILFORD COMMUNITY FUTURE LAND USE PLAN



INTRODUCTION

This chapter presents the Plan for the future physical development of the Milford Community. This Plan is shaped by a thorough understanding of existing conditions and community character, as well as the guiding principles established in the Planning Framework chapter and the vision of the citizens as presented in the Goals, Objectives and Strategies chapter.

MILFORD COMMUNITY FUTURE LAND USE PLAN

The Milford Community Future Land Use Plan presents the vision for the future development of the community over the next 10 to 20 years. This Plan supports the collective interests of the Village and Township by embodying the shared brand and guiding principles of the community as a whole while reflecting the unique characteristics and desires of each.

The Plan consists of the **Milford Community Future Land Use Map** as well as the supporting text description of each future land use category below. In total, 21 future land use categories have been established for the Milford Community. Of these, three are found within both the Village and Township while the remaining categories are unique to each. For organizational purposes, the future land use categories applicable to the Village are described first, followed by those categories found within the Township. For easy reference and to provide additional detail, separate future land use maps have been prepared for the Village and Township, which are also included in this chapter.

VILLAGE FUTURE LAND USE CATEGORIES

Recreation/Conservation

The Recreation/Conservation future land use category is designed to preserve and/or protect sensitive environmental areas of the Village, as well as existing community parks. Conservation areas could include wetlands, floodplains, and lands adjacent to streams, creeks and other water bodies. These areas present severe limitations for development and are proposed for very limited future development in keeping with their fragility and importance to offering a wide range of open space values.

The Village's water resources, natural assets, and park lands make it a very desirable place to live. Preserving these resources is important to the essential qualities that help to attract and retain Milford residents. Therefore, future actions and policies to protect the natural environment will be of utmost importance. Where possible, these lands should remain as near to their natural state as possible. However, when the lands are utilized for a public purpose that provides a broad

public benefit like a community park, then these lands may be altered to accommodate other uses.

Suburban Residential

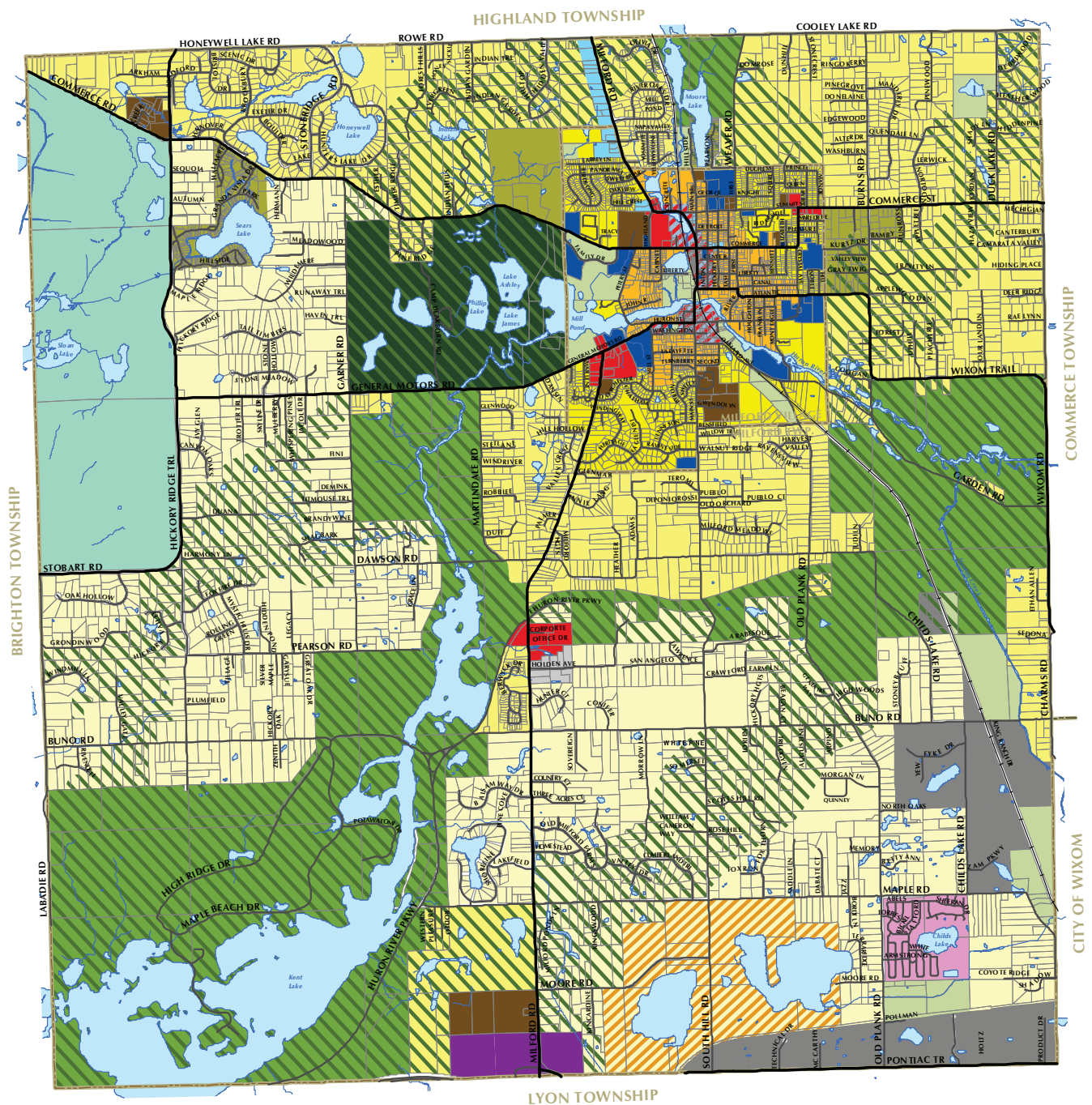
After World War II, the new affluence of a growing middle class provided the means for millions of families all across the United States to seek a better way of life by purchasing their own single-family home. The massive exodus to the suburbs in the 1950s required residential development on a massive scale. Unlike the older suburban homes found closer to the center of the Village, which was predominately architect-designed, the 1950s suburban houses were builders' houses. These houses included "Cape Cod," ranch-style, 2-story Colonial, or split-level styles with attached garage.

The Suburban Residential Future Land Use classification includes areas of the Village that exemplify this style of development. The uses allowed within this classification would include single-family detached dwellings and their accessory uses. The lot sizes within this category would typically range from around 7,200 square feet to 10,000 square feet. Lands so categorized are found in the northwest, northeast, and southwest portions of the Village, where post-War subdivisions exist.

Village Residential

The Village Residential category includes a wide variety of housing styles from varying eras of development. Historic homes, post World War II homes and some current infill development are all found within this future land use district. While a wide variety of housing styles exist in this classification, the size of the lots, placement of the homes, and general "look" of these neighborhoods engenders a feeling of a historical village setting.

The uses within this category include single-family detached structures used as a permanent dwelling, and accessory structures, such as detached garages, that are related to these units. Lot sizes are typically 7,200 square feet but can range up to around 9,000 square feet. Continuation of this land use typology is consistent with and helps to reinforce the historical development trends in the Village. Therefore, an important component of development within this classification must deal with compatibility and context sensitive design.



MILFORD COMMUNITY FUTURE LAND USE MAP

Milford Village Future Land Use Categories:

- Recreation/Conservation
- Suburban Residential
- Village Residential
- Multi-Family Residential
- Office
- Commercial
- Mixed Use
- Public/Semi-Public

Milford Township Future Land Use Categories:

- Recreation/Conservation
- Rural Residential
- Single-Family Residential Low Density
- Single-Family Residential Medium Density
- Planned Residential
- Multi-Family Residential
- Mobile Home Park
- Local Business

- Regional Business
- Office
- Light Industrial
- General Industrial
- Specialized Industrial
- Regional Recreational
- Specialized Recreational
- Conservation Overlay

- Major Roads
 - Railroads
 - Municipal Boundaries
 - Water Bodies
 - Water Features
 - Parcel Lines
- 0 0.25 0.5 1 Miles

Through careful planning and construction, new residential development and rehabilitation of older homes can occur in such a way as to enhance the Village Residential district instead of detracting from the overall character of the area. Ultimately the areas planned for single-family detached Village Residential reinforce the traditional neighborhoods and community culture found in Milford.

In addition to the time-honored neighborhoods found within this district, new developments are embracing alternative residential typologies. Single-family attached townhomes, duplexes, and condominiums, for example, have recently been developed in several sections of Village and where appropriate, these types of residential uses could continue to occur.

Lot sizes and density within these planned residential developments may vary based on the constraints of the property and the ability to develop a quality project that is compatible with the surrounding community. Each individual development would be unique and would therefore require a higher level of scrutiny by the Village.

Multi-Family Residential

This land use designation is intended to provide opportunities for more affordable housing and alternatives to traditional subdivision development. Multi-family development may serve as a transitional land use; one which buffers single-family units from more intensive land uses or the impacts associated with transportation corridors.

This land use category is most commonly defined by the existence of multi-family apartment structures, but may also include group living quarters such as independent and assisted living, and convalescent care facilities. In addition, traditional attached single-family development types like townhouses, condominiums, and duplexes could be found within this future land use category.

The majority of the lands designated as multi-family encompass existing apartment complexes found within the Village.

Office

Office uses include financial institutions, professional service firms, medical facilities, and personal service establishments. This category may include buildings occupied by single professional business or a larger multi-tenant office building. Only three areas of the Village are solely categorized for office uses. The placement of the Office district in these areas is to provide some buffering between existing commercial uses and/or transportation corridors and adjacent residential uses.

Office establishments would also be permitted within lands categorized as Mixed-Use.

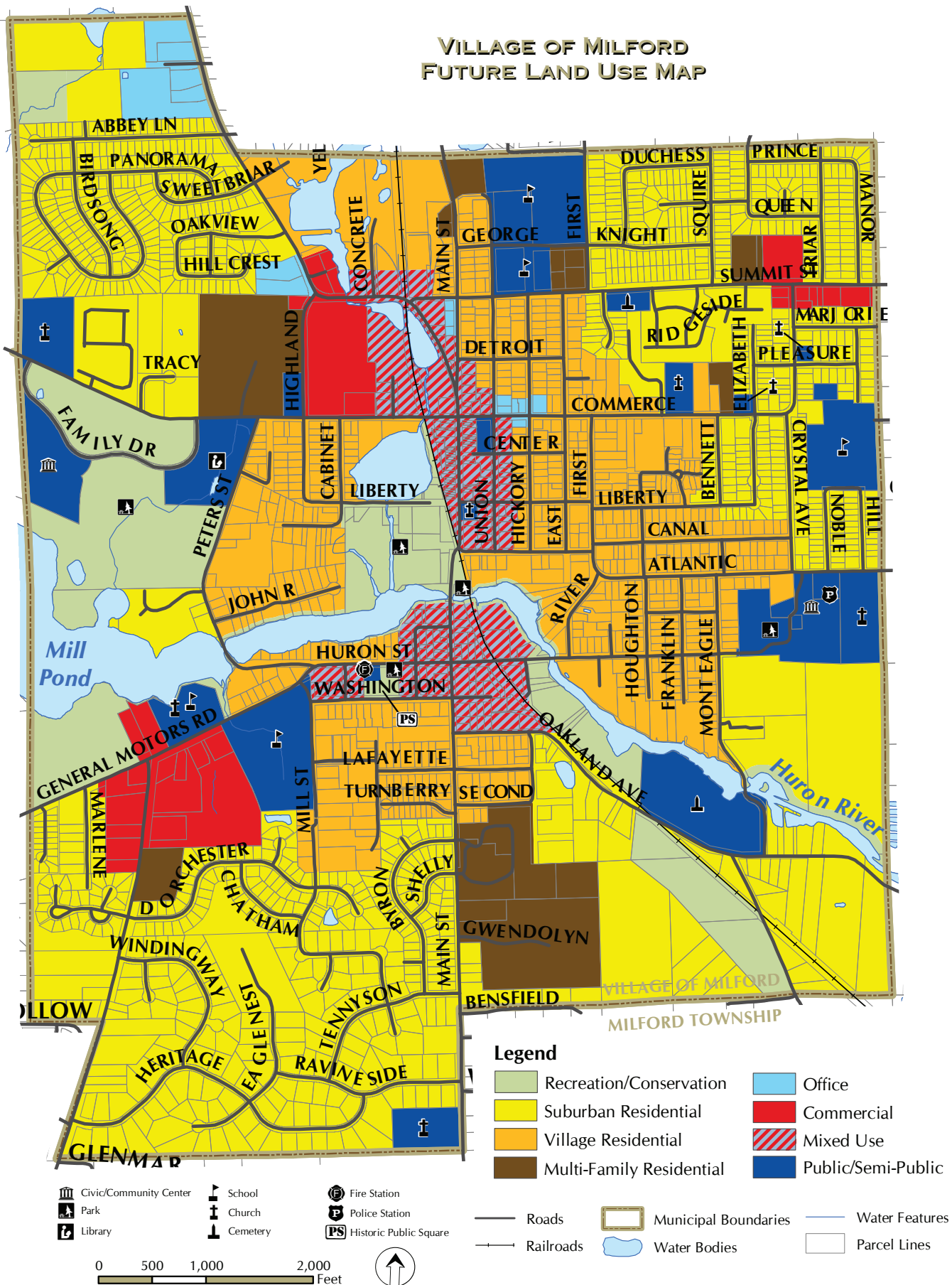
Commercial

The Commercial district encompasses a wide variety of retail and service facilities. These businesses could meet both the day-to-day convenience shopping needs of Village residents, as well as commodities which are normally purchased at infrequent intervals, and for which the consumer may “shop around.” Examples of commercial development may include, but are not limited to: banks, florists, convenience stores, personal service establishments, gas stations, large single-use retailers, restaurants, and larger retail strip developments that contain two or more retail/commercial anchors including department stores and large-scale supermarkets.

There are three major concentrations of Commercial lands outlined on the Future Land Use Map. These areas are located where a predominance of commercial development is currently found. Depending on the location of the Commercial category within the Village, the type of commercial development may need to vary to ensure compatibility with surrounding uses. For example, a large-scale commercial retail development would not be appropriate in the north-east section of the Village. This particular area, due to its location, the size of the commercial lots, and the predominance of residential uses, lends itself more to a local commercial establishment, like a personal service business.

It is important to note that commercial uses may also be appropriate within the Mixed-Use category.

VILLAGE OF MILFORD FUTURE LAND USE MAP



Mixed-Use

The Village center of Milford has many unique, historic characteristics such as zero lot line development, multi-use buildings, and pedestrian oriented amenities that form a traditional downtown. The Mixed Use district helps to preserve and enhance these valuable resources, and to create a cohesive downtown for the Village.

This future land use category is characterized by a combination of land use types that complement each other within a specific area. This could include anything from high-tech office uses to commercial retailers to attached residential homes. Development within this category may include a single project that features a mix of uses on the same property, or may also characterize an area of separately owned properties featuring a mix of land uses.

The purpose of the district is to encourage traditional pedestrian-friendly, local service character within an established village town center. It is the intent of the Mixed-Use district to encourage and to promote the proliferation of local and convenience commercial uses, traditional downtown entertainment and social uses, and the development of new buildings that ensure the desired character of the area. In addition to commercial uses, the district would permit the development of office uses, second-floor residential dwellings, civic uses, and other uses common to, and desirable within, the traditional Milford Village environment.

Compatibility and context sensitive design is of the utmost importance to this district. The use of standards that are unique to the district for area, bulk, height, and orientation, as well as for design, parking, accessory uses, signage, lighting and screening, will empower the Village center to develop in a manner complementary to, and compatible with, existing development.

It should be noted that the geographic locations of the Mixed Use district is an important component to how the district develops. The types of uses, style of buildings, and pedestrian amenities may be somewhat different at the Huron Street/Main Street four corners than within the historic downtown. However, the emphasis of connectivity between these areas will be important to the overall design of the Village.

Public/Semi-Public District

This category was established to embrace all developed or undeveloped lands owned by various governmental, public, and semi-public agencies and institutions including schools, municipal services, religious uses, and park and recreation properties.

TOWNSHIP FUTURE LAND USE CATEGORIES

Recreation/Conservation

The Recreation/Conservation future land use category is designed to preserve and/or protect sensitive environmental areas of the Township. Recreation/Conservation areas include those properties that have some type of environmental feature such as wetlands, floodplains, woodlands, and lands adjacent to streams, creeks and other water bodies. These properties have severe limitations for development and are proposed for very limited future use in keeping with their fragility and importance to offering a wide range of open space values.

Preserving these resources is important to the essential qualities of the Township that help to attract and retain Milford residents. Therefore, future actions and policies to protect the natural environment found within this district will be of utmost importance. Where possible, these lands should remain as near to their natural state as possible. However, if the lands are utilized for a public purpose that provides a broad community benefit like a park, then these lands may be altered to accommodate other uses.

Rural Residential

The continued demand for large lot developments in the Township, as reflected in several new large lot subdivisions and detached home site condominium projects, supports the enduring desirability of the Rural Residential category. The common practice of horse stabling, breeding and/or training in the Township's more rural areas requires larger lot developments that can accommodate accessory agricultural pursuits. Therefore, the Rural Residential district is intended for rural, large parcel single-family detached developments that support the pastoral nature of the Township. The district envisions a minimum density of 0.33 dwelling units per acre (three acre home sites).

Low Density Residential

A popular feature of Milford Township is the country-oriented subdivision developments, and/or the detached home site condominiums and individual parcel developments occurring throughout the Township. These bucolic residential developments typically occur at lots sizes ranging from one to two acres. The Low Density Residential land use category continues to support this type of development, as well as the 1999 Land Use Plan, through 1-1/2 acre minimum parcel size or a density of 0.67 dwelling unit/acre.

Medium Density Residential

This category is intended for single-family residential development on relatively small individual lots of a more urban nature. While minimum lot size is recommended as four dwelling units per acre, actual development depends on the ability to manage on-site water and proper septic systems, unless municipal public water and sewer services are available.

Planned Residential

Single-family detached homes have historically been the most predominant type of residential development within the Township. While this type of development still comprises the largest percentage of residential living, new styles of developments are embracing alternative residential typologies. The Planned Residential future land use category is designed to accommodate a wide variety of residential developments which would be unique in project design and consistent with the particular characteristics of a site as well as the surrounding community.

The Planned Residential district will allow for innovation and creativity in development of the special features of the site, which could include the location and type of structures, a mix of densities, allowances for housing serving a range of incomes, and conservation of energy. In addition, developments within this district are encouraged to embrace the environmental assets located on the property to preserve open spaces, wetlands, woodlands, and topographies. Planned Residential lands are envisioned to include predominantly single-family detached units but may also integrate attached units, townhouses, live/work units, or senior facilities. Non-residential uses such as parks, schools and churches may also be integrated into planned residential projects.

Lot sizes and density within the Planned Residential district would vary based on the constraints of the property and the ability to develop a quality project that is compatible with the surrounding community. Each individual development would be unique and would, therefore, require a higher level of scrutiny by the Township.

Multi-Family Residential

In recognition of the need to provide efficient rental and condominium housing in the Township for new family start ups, single professionals, senior citizens and others who desire maintenance-free accommodations, there are planned areas for multi-family developments. Density, dependent on actual room mix, would be approximately 7.26 dwellings units per acre based upon a two bedroom average unit size.

Mobile Home Park

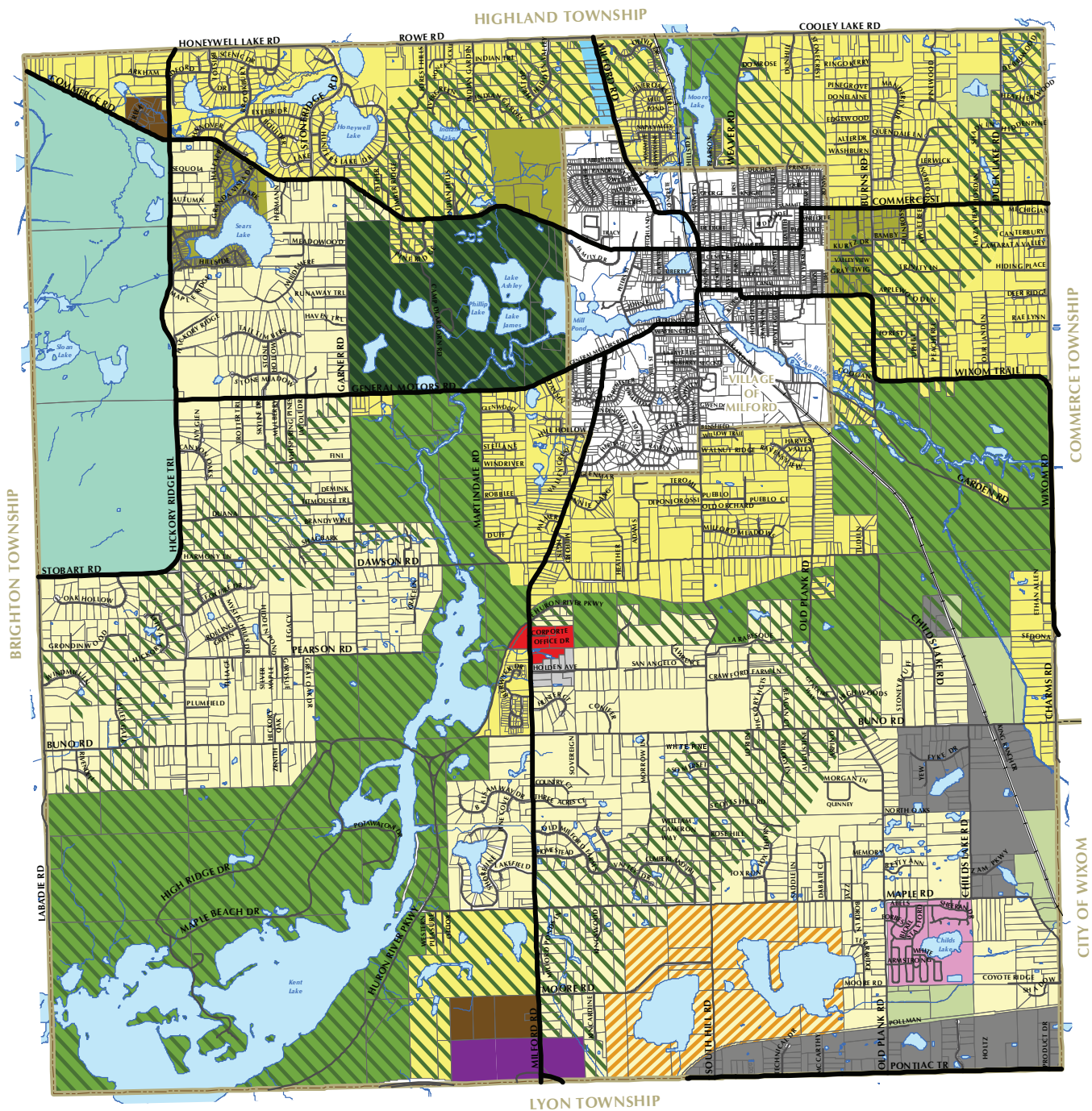
Mobile Home Park land use, located around Childs Lake, east of Old Plank Road, is also included on the land use plan. This area of approximately 160 acres is intended to accommodate the existing Childs Lake Estates Mobile Home Park and provide space for an increase in such land use in this vicinity. Although this represents enlargement of the mobile home park usage, it must be remembered that this Plan has a 20-year target date. An orderly phasing of mobile home park development over this time span can be consistent with the Township's growth policies and offer new sites to developers to meet consumer demand for this type of housing.

Local Business

This land use encompasses business activities serving the needs of Milford Township as a community. This land use includes retail and service facilities that accommodate day-to-day convenience shopping needs. The commercial area would supplement those goods and services provided in the Village of Milford which serve Township residents.

Regional Business

This land category is for a wider range of commercial activity that is oriented to serving region or area-wide needs. The types of uses found within this district are traditionally dependent on major thoroughfare traffic. Examples of this use type include: larger retail devel-



MILFORD TOWNSHIP FUTURE LAND USE MAP

Adopted
May 15, 2017

Legend

- | | |
|--|---|
| Recreation/Conservation | Regional Business (C-2) |
| Rural Residential (R-1-R) | Office (RO-1) |
| Single-Family Residential Low Density (R-1-S) | Light Industrial (M-1) |
| Single-Family Residential Medium Density (R-1) | General Industrial (M-2) |
| Multiple-Family Residential (R-2) | Specialized Industrial (E)
(GM Proving Ground) |
| Planned Residential | Regional Recreational (REC) |
| Mobile Home Park (R-3) | Specialized Recreational (REC)
(Camp Dearborn) |
| Local Business (C-1) | Conservation Overlay |

- Major Roads
- Railroads
- Municipal Boundaries
- Water Bodies
- Water Features
- Parcel Lines

0 0.25 0.5 1 Miles



opments containing two or more retail/commercial anchors, discount supermarkets, automotive sales and service, commercial lodging, building material sales, etc.

Office

This category includes structures used as offices for professional and business services, as well as larger, regional office structures. Office uses would include, but may not necessarily be limited to, financial institutions, medical and dental offices, corporate business uses, attorneys and other business establishments. Office land uses would also be permitted in Commercial use areas.

Light Industrial

Light Industrial uses are considered as “clean” industry of a pleasant and nuisance-free character. These are typified by tool and die shops, small parts fabrication and storage or wholesale businesses. The physical appearance of these facilities is usually characterized by landscaped front yards, ample side yards, attractive buildings, an overall neat, clean, unobtrusive appearance, and no open storage. These developments must comply with strict industrial performance standards to reduce noise, vibration, heat, noxious odors, etc.

General Industrial

Proposed General Industrial areas are located in those areas of the Township where infrastructure is available and there is proximate access to highway transportation routes via paved roads. The General Industrial district would permit uses that require more intense manufacturing, processing or contracting, typically with outdoor storage needs. These uses are often associated with nuisances which require careful planning and the development of comprehensive land development regulations to mitigate.

Specialized Industrial

The General Motors Proving Grounds presently occupies 1,387 acres in the northwest portion of the Township, extending to the west into Brighton Township. The automotive testing center is an extensive operation, generating income and employment for the region. As it is a very specialized type of industrial activity, which requires a level of confidentiality, it has a limited impact upon the Township. In its present

form, this facility represents a stable economic force that is likely to remain throughout the planning period of this report.

Regional Recreation


The Huron-Clinton Metropolitan Authority and the Michigan State Department of Natural Resources have significant facilities which encompass vast acreages of property located within Milford Township. These include Kensington Metropark, Proud Lake Recreation Area, and Highland Recreation Area. While the residents of Milford Township certainly may utilize these public parks, their intent is to provide both active and passive recreational opportunities on a regional scale. Since almost one quarter of Milford Township is used for this purpose, the net impact of the parks upon the Township is significant. During peak periods of activity, like summer holiday weekends, automotive congestion in and around the parks can drastically affect local traffic patterns. On the other hand, the visitors to the parks often have convenience service needs, like food and fuel, which helps to support the local businesses catering to the tourist trade. Ultimately, these are regional facilities that are likely to remain and, therefore, must be considered a stable land use within this plan.

Specialized Recreational

A specialized recreational facility within the Township is Camp Dearborn, which is located west of the Village of Milford. The 626 acre recreational facility is owned and operated by the City of Dearborn and is primarily intended for the use and enjoyment of Dearborn residents and their guests. Township residents are extended an invitation to use this facility at slightly higher entrance fees than Dearborn residents.

Conservation Overlay

The beauty and serenity of the natural environment within the Township has been one of the driving forces in bringing residents to Milford. Unfortunately, these features that draw people to the Township are being threatened by the development needed to support this population. In an effort to preserve the important natural resources within the Township in the face of this increasing development pressure, the Conservation Overlay future land use category was conceived.



The intent of the Conservation Overlay district is to establish reasonable standards and controls for the management of environmental assets while still allowing residential development to occur. Lot sizes, setbacks, and lot coverage restrictions will need to be developed in an effort to preserve these resources. In addition, criteria will need to be established to help land owners understand what natural assets are to be protected and the extent of preservation that is expected on their property.

The locations of the Conservation Overlay district were determined based on the green infrastructure system found within the Township. The system is a series of interconnected habitats, natural features, and related amenities located within a specific area. Through the use of the Conservation Overlay, the ecological qualities of this system can be protected.

13

STRATEGIES TO EFFECTUATE CHANGE



INTRODUCTION

Throughout the Milford Community Master Plan, a variety of action oriented recommendations are laid out as a means to accomplish the Community's vision for the future. Therefore, special attention must be given to implementation measures, such as zoning ordinance amendments, and the capabilities of the Community to implement the recommendations of this Plan. Based on the results of several assessment tools, this chapter offers strategies that will enable the Village and Township to become effective agents of change.

ZONING PLAN

Zoning regulations are adopted under the local police power granted by the State for the purpose of promoting community health, safety, and general welfare. Such regulations have been strongly supported by the Michigan courts, as well as by the U.S. Supreme Court. Zoning consists of dividing the community into districts, for the purpose of establishing density of population and regulating the use of land and buildings, their height and bulk, and the proportion of a lot that may be occupied by them. Regulations in different kinds of districts may be different. However, regulations within the same district must be consistent throughout the community.

The Milford Township Zoning Ordinance is a regulatory tool that guides land use and development within the Township. As stipulated by the Michigan Zoning Enabling Act, Public Act 110 of 2006, as amended, the Zoning Ordinance must be based upon a Master Plan. Therefore, this Master Plan, by setting forth the long term vision of Milford Township, provides the basis for the Township Zoning Ordinance, which contains the rules that govern the path to that vision. As required by the Michigan Planning Enabling Act, the following is an explanation of the relationship between the future land use classifications presented in this Master Plan and the zoning districts established in the Milford Township Zoning Ordinance. Potential revisions to the Zoning Map, based on the recommendations of this Master Plan, are also outlined.

Existing Zoning Districts

The Milford Township Zoning Ordinance and its official Zoning Map has established a total of 13 zoning districts, as follows:

- R-1-R, Rural Residential District
- R-1-S, Suburban Residential District
- R-1, Single-Family Residential District
- R-2, Multiple-Family Residential District
- R-3, Mobile Home Residential District
- RO-1, Restricted Office District
- C-1, Local Business District
- C-2, Planned Shopping Center District
- REC, Recreation District
- E, Proving Ground District
- M-1, Light Industrial District
- M-2, General Industrial District
- M-3, Extractive Industrial District

Additionally, a Planned Unit Development District has been established to allow flexibility in the regulation of land development and encourage innovation in land use design and layout.

Relationship between the Future Land Use Classifications and Zoning Districts

The Milford Community Master Plan has established a total of 15 future land use classifications for Milford Township, as listed below:

- Recreation/Conservation
- Rural Residential
- Single-Family Residential Low Density
- Single-Family Residential Medium Density
- Multiple-Family Residential
- Planned Residential
- Mobile Home Park
- Local Business
- Regional Business
- Office
- Light Industrial
- General Industrial
- Specialized Industrial
- Regional Recreational
- Specialized Recreational

Additionally, a Conservation Overlay classification has been established which outlines recommendations which would be applicable in addition to the recommendations for the underlying future land use classification.

The table on the next page summarizes how the future land use classifications in this Master Plan relate to, or can generally be accomplished by, the various zoning districts from the Milford Township Zoning Ordinance.

Future Land Use Classification	Principal Zoning District which can accomplish the recommendations of the Future Land Use Classifications
Recreation/ Conservation	REC, Recreation District
Rural Residential	R-1-R, Rural Residential District
Single-Family Residential Low Density	R-1-S, Suburban Residential District
Single-Family Residential Medium Density	R-1, Single-Family Residential District
Multiple-Family Residential	R-2, Multiple-Family Residential District
Planned Residential	PUD, Planned Unit Development
Mobile Home Park	R-3, Mobile Home Residential District
Local Business	C-1, Local Business District
Regional Business	C-2, Planned Shopping Center District
Office	RO-1, Restricted Office District
Light Industrial	M-1, Light Industrial District
General Industrial	M-2, General Industrial District
Specialized Industrial	E, Proving Ground District
Regional Recreational	REC, Recreation District
Specialized Recreational	REC, Recreation District

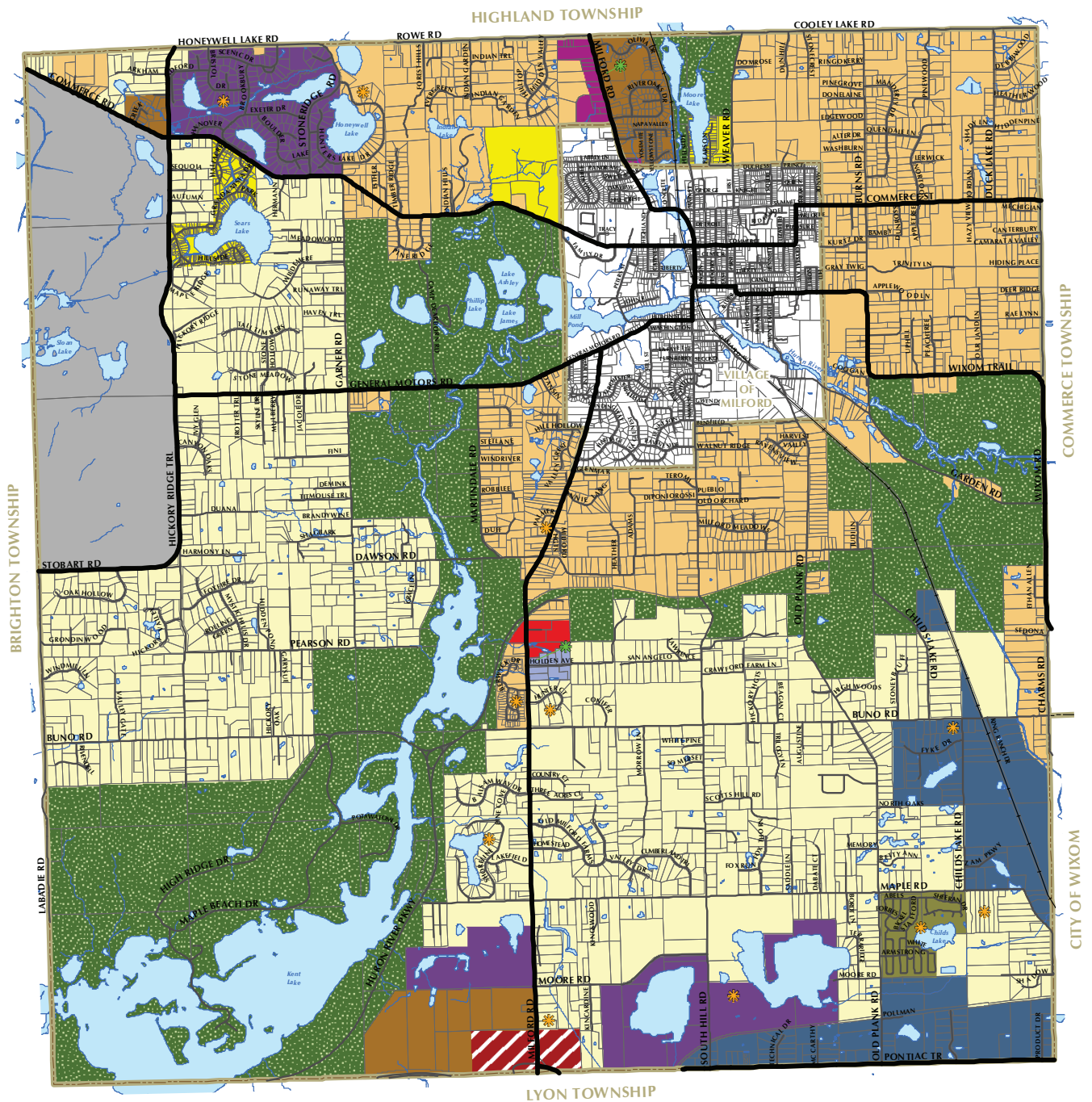
Potential Zoning Map Changes

In order to effectively implement the recommendations contained within this Master Plan, various changes to the Township Zoning Map are necessary. Therefore, it is recommended that the Township proceed with a Zoning Map update process after the adoption of this Master Plan.

Included on page 36 of this report is the Milford Township Currently Adopted Zoning Districts Map. To its right, on page 37, is the Milford Township Zoning Plan Map, which highlights the recommended zoning district changes. Each proposed zoning district change

is also listed below:

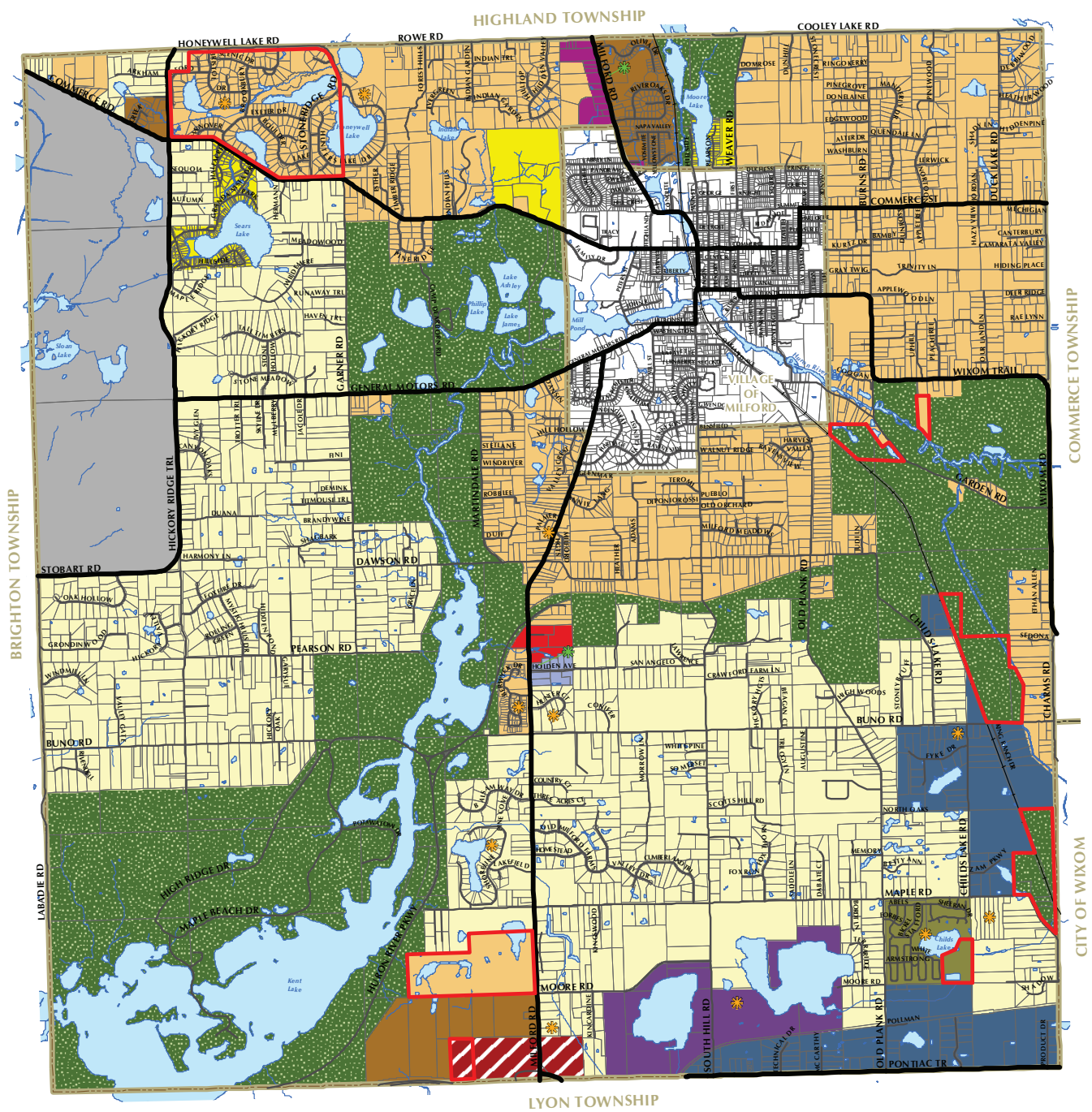
- The area generally bounded by Hickory Ridge Trail, Honeywell Lake Road and Commerce Road, within the northwestern portion of the Township, is recommended for change from the M-3 District to the R-1-S District. This is recommended for consistency with the Single-Family Residential Low Density future land use classification and to acknowledge the existing development pattern.
- A small parcel along the north side of the Huron River, south of Wixom Trail, within the eastern portion of the Township, is recommended for change from the REC District to the R-1-S District. This is recommended for consistency with the Single-Family Residential Low Density future land use classification.
- A parcel just southeast of the Village, along the west side of Garden Road, is recommended for change from the R-1-S District to the REC District. This is recommended for consistency with the Regional Recreational future land use classification.
- An area in the eastern portion of the Township, north of Buno Road and east of the railroad track, is recommended for change from the R-1-R District to the REC District. This is recommended for consistency with the Recreation/Conservation future land use classification.
- An area in the southeastern portion of the Township, north and east of Maple Road, is recommended for change from the M-2 District to the REC District. This is recommended for consistency with the Recreation/Conservation future land use classification.
- A parcel in the southeastern portion of the Township, with frontage on Child's Lake, is recommended for change from the R-1-R District to the R-3 District. This is recommended for consistency with the Mobile Home Park future land use classification.
- A parcel along the southern border of the Township, west of Milford Road and north of I-96, is recommended for change from the R-2 District to the C-2 District. This is recommended for consistency with the Regional Business future land use classification.
- An area in the southern portion of the Township, west of Milford Road, is recommended for change from the M-3 District to the R-1-S District. This is recommended for consistency with the Single-Family Residential Low Density future land use classification and with a governing consent judgement.



MILFORD TOWNSHIP CURRENTLY ADOPTED ZONING DISTRICTS MAP

Legend

 R1 Single Family Residential	 RO1 Restricted Office	 M2 General Industrial
 R1R Rural Residential	 REC Recreation	 M3 Extractive Industrial
 R1S Suburban Residential	 C1 Local Business	 E Proving Ground
 R2 Multiple Family Residential	 C2 Planned Shopping Center	 Use Variance Granted
 R3 Mobile Home Park	 M1 Light Industrial	 Consent Judgment Granted



MILFORD TOWNSHIP ZONING PLAN MAP

 Recommended
Zoning District Changes

- Major Roads
- Railroads
- Municipal Boundaries

- Water Bodies
- Water Features
- Parcel Lines

0 0.25 0.5 1
Miles



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ADMINISTRATIVE CAPABILITIES AUDIT

A community's willingness to face challenges and share decision-making responsibilities is dependent upon its capabilities - the collective skills, abilities and expertise of the people who lead it. In the Milford Community, these leaders include elected officials, appointed officials and professional and technical staff.

In June of 2008, the Project Team conducted one-on-one interviews with a cross-section of Milford's leaders. The interviews utilized an audit tool that was developed for the *Harvard Business Review* to test 11 dimensions of organizational capability.¹ Each dimension is followed by a defining statement and audit participants were asked to provide their level of agreement with the statement. The level of agreement was based on a 1 to 10 scale, with 1 representing strong disagreement and 10 representing strong agreement. In contemplating their level of agreement with the statements, participants were encouraged to consider their own capabilities as well as the capabilities of fellow leaders within the community including council/board members, commissioners, department heads and key staff.

The 11 dimensions and defining statements are provided below:

- Talent – We are good at attracting, motivating, and retaining competent and committed people.
- Speed – We are good at making important changes rapidly.
- Shared Mind-Set – We are good at ensuring that employees and customers have positive and consistent images and experiences with our organization.
- Accountability – We are good at obtaining high performance from our employees.
- Collaboration – We are good at sharing resources and working together to ensure efficiency.
- Learning – We are good at generating new ideas through experimentation and continuous improvement.
- Leadership – Our leaders have a clear understanding of what they should know, be and do.
- Customer Connectivity – We are good at building relationships of trust with our customers.
- Strategic Unity – Employees are good at expressing in words and deeds a shared strategic point of view.
- Innovation – We are good at doing something new.
- Efficiency – We are good at managing costs.

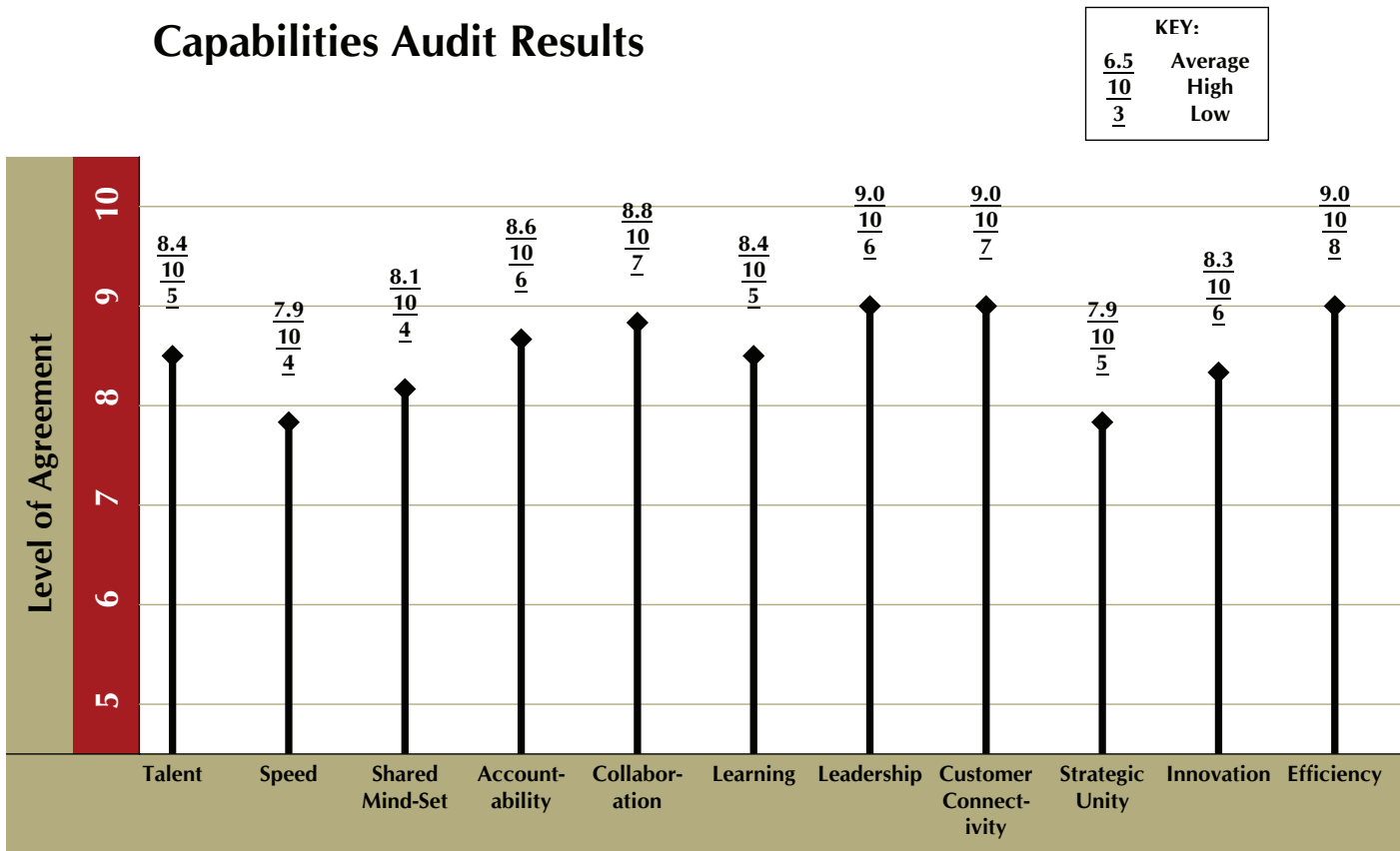
The results of the capabilities audit for the Milford Community are presented in the adjacent table. As can be seen, the average scores were generally high for all of the 11 dimensions of organization capability, ranging from a low of 7.9 to a high of 9.0. For all of the dimensions, at least one participant gave a response of 10, while no participants gave a score of 1 for any dimension. In fact, the lowest score from any participant for any dimension was a 4. Overall, the results of the capabilities audit show that the Milford Community has the capacity to effectuate change and work toward becoming a superior community.

One of the three top scoring dimensions was leadership, with an average score of 9.0. Participants noted that community leaders are educated, familiar with ever-changing state requirements and provide vision to both the community and staff. Some believed that additional training opportunities are necessary for the elected officials concerning technical matters.

With a score of 9.0, customer connectivity was also a top ranking dimension of organizational capability. Participants noted that citizens are given immediate attention and are treated fairly, while municipal actions that affect citizens are explained fully. Some noted the importance of being consistent with decisions as they relate to citizens.

Finally, efficiency also scored an average of 9.0, as all audit participants had a favorable response to the community's efforts at managing costs. Comments indicated that the community's leaders understand the importance of the tax-payer dollar and fiduciary responsibility.

Capabilities Audit Results



With average responses of 7.9, two dimensions tied for the lowest scores: speed and strategic unity. In regard to speed, participants commented that important changes are not always implemented quickly, particularly those that are outside of the comfort level of leaders and staff. The legal and regulatory process was noted, in particular, as a factor that slows down the decision-making process. Overall, however, participants felt that important decisions and/or changes were implemented quickly, while at the same time allowing opportunities for citizens to be involved in the process. In terms of strategic unity, some noted that a shared or strategic vision is not always communicated within the community. However, most participants were pleased with the open communication between elected and appointed officials and staff.

In respect to the other dimensions of organizational capability, participants offered the following additional comments that may indicate areas for improvement:

- Talent – Sometimes it is difficult to retain good employees given the somewhat limited resources and benefit packages.
- Shared Mind-Set – Sometimes there is a conflict between being consistent with citizens; in some cases, there is resentment to change from within.
- Accountability – Sometimes things are done the old way as opposed to the best way.
- Collaboration – Communication can be lacking between the Township and Village; Inter-departmental communication is not adequate at times.
- Learning – Change is hard and may be outside of the comfort zone.
- Innovation – There is willingness to do new things, but sometimes it takes a while to get accustomed to it.

AUDIT OF LAND DEVELOPMENT RULES

Local standards, ordinances and codes are the foundation for land development and, thus, are an important tool for implementing the vision of a community as it relates to the built environment. Therefore, special attention must be devoted to the local development rules to ensure that they are enabling and advancing the specific recommendations outlined in the Master Plan.

Developed by a variety of organizations, best management practices (BMP's) for land development provide a benchmark for evaluation of local development regulations. In particular, best management practices have been developed to promote sustainable design and environmental protection, and are reflected in such initiatives as Sustainable Sites™, Leadership in Energy and Environmental Design (LEED®), LEED for Neighborhood Development (LEED-ND®) and the Smart Growth movement. As a whole, the best management practices for land development have been created to achieve the following general goals:

- Promote safer sites;
- Promote healthier sites;
- Protect natural amenities;
- Encourage open spaces;
- Conserve water;
- Reduce stormwater runoff;
- Improve transportation access;
- Increase energy efficiency; and,
- Reduce carbon emissions.

Based on best management practices, several organizations have developed questionnaires or audit forms as a tool to be used by local municipalities in evaluating their development regulations. The evaluation tools aim to identify the rules and ordinances in the community that support or block sustainable development and smart growth. The tools also help to show the gaps in the regulations where a lack of standards may be hindering sustainable development and smart growth. After reviewing sample evaluation tools, such as the Comprehensive Smart Growth Audit Checklist developed by the Nashua Regional Planning Commission in New Hampshire, the Project Team developed a customized set of questions for the Village of Milford and Milford Township.² With this in hand, the Project Team conducted separate work

sessions with Village and Township staff to test their currently adopted development rules, particularly zoning ordinances and engineering standards.

The audit tool for the Village of Milford and Milford Township was organized into numerous sections by topic. Provided below is a summary of the results for the Village and Township for each of the topics.

Streets, Sidewalks, Driveways and Parking

Impervious surfaces contribute to stormwater runoff and resultant water pollution, flooding, and erosion. Excessively wide streets in residential areas are not pedestrian friendly and often result in higher vehicle speeds. Large parking lots, based on gratuitous parking space standards, are costly and unsightly. Therefore, audit questions focused on the total amount of hard surfacing (i.e., road width, porous pavement), street connections, and pedestrian mobility.

For both the Village and Township, road design was based on conventional standards that encouraged relatively wide streets, with the exception of cluster and other planned developments where more flexibility was allowed by the codes. As outlined in a PAS Memo, a publication of the American Planning Association, giving consideration to reduced minimum street widths for all development types would result in significant benefits. The publication states that even on 22-foot wide streets, enough space is available for on-street parking (one side) and the passage of large emergency and service vehicles, while stormwater runoff and construction costs are both significantly reduced.³

Within the Village, sidewalks are required for new developments, while the Township does not require sidewalks to help maintain a more rural character. Best management practices suggest that one side of a residential street be provided with a sidewalk for pedestrian mobility, but not necessarily both sides to reduce impervious surfacing. For the Township, pedestrian movement within and among developments could be accomplished through a trail system.

Consistent with BMP's for parking, interior parking lot landscaping is required by both the Village and Township. In contrast with BMP's outlined in the audit, the Township code requires a larger parking space footprint and more parking spaces for retail and



Best management practices recommend reduced width streets and sidewalks on one side of the street.

office developments than may be necessary, while the Village requires more parking spaces for retail developments than may be necessary.

Open Space Preservation and Natural Buffer Systems

Green spaces and open spaces within neighborhoods provide outdoor settings where people interact and build relationships. The preservation of natural habitats within new development projects provides refuge for native wildlife, reduces carbon dioxide emissions, reduces heat island effects, and provides windbreaks.



Overlay ordinances are effective tools to protect important natural habitats within Milford.

Therefore, the use of clustering techniques and flexible design standards in order to create and/or preserve open space is considered a best management practice for site development. Audit questions focused on the opportunities to develop land in this manner, the submittal requirements for such development, and open space management requirements.

Clustering and the use of flexible design standards are permitted within both the Township and Village per local codes for the purpose of preserving open space. Contrasting with best management practice, however, such development is not allowed by right, but rather after special approval through the special land use process within the Village.

Natural buffer ordinances are considered a best management practice for protecting important natural features such as woodlots, rivers, lakes and wetlands. In addition, developer incentives to conserve important natural features, such as flexibility in site development and stormwater credits are also an important tool for land conservation.

In 2003, Milford Township adopted a new ordinance, Section 19.109, that requires a 25-foot natural vegetated buffer system along any perennial water course or wetland. In addition, this ordinance provides for design flexibility allowances for the preservation of environmental features. An applicant wishing to receive flexibility in certain design standards like setbacks, lot widths, lot coverage, etc., must submit a Natural Resources Analysis to the Township. This Analysis must demonstrate, to the Township's satisfaction, that the applicant has proposed measures on their site that reduces or eliminates negative impacts on the environment.

The Village also utilizes some ordinance tools to protect the natural environment. An overlay zone has been developed to protect groundwater aquifers from contamination and the Planning Commission can impose protective measures through the conditional use approval process. In an effort to strengthen current BMP's, the Village may wish to consider a natural system buffer or additional incentivized ordinances that protects important natural features through techniques such as setbacks and land use controls.

The Future Land Use map included in Chapter 10 indicates a Conservation Overlay District for Milford Township and a Recreation/Conservation District for



Neighborhood commercial use at the entrance to a larger residential neighborhood.

the Village. The intent of the Township Overlay is to establish reasonable standards and controls for the management of environmental assets while still allowing residential development to occur. The Recreation/Conservation District is designed to preserve and/or protect sensitive environmental areas of the Village, as well as existing community parks. Conservation areas could include wetlands, floodplains, and lands adjacent to streams, creeks and other water bodies. The further development of these tools could include many of the BMP's noted above.

Land Use, Lots, and Site Requirements

The smart growth movement espouses the mixing of land uses and compact development to promote walkable neighborhoods, neighborly interaction, and housing affordability. Questions were asked to ensure that higher densities were permitted to accommodate affordable housing and that mixed-uses were permitted. In both communities, at least one zoning district allows for the mixing of commercial and residential uses. The audit revealed that both communities also offered smaller lot sizes and smaller required road frontages in at least one zoning district. Particularly within the Township, however, a limited amount of residential land is zoned at higher densities. This has been the historical relationship between the Village and the Township. Through accommodating smaller lot sizes within the Village, the Township has been able to maintain their more pastoral character. In addition, by working cooperatively through this master planning

effort, the continued relationship that supports many of the smart growth tactics can be jointly accomplished.

Stormwater Management

Conventional drainage and stormwater management systems are designed to move water offsite quickly, causing flooding, erosion, scoured stream banks, increased pollution and sediment and fewer opportunities to enjoy the benefits of streams and lakes.⁴ Therefore, best practices for stormwater management strive to reduce urban runoff, a leading source of water quality impairment in surface waters. A variety of audit questions were posed to examine stormwater management requirements within the Village and Township. Instead of the use of curb and gutter systems, BMP's suggest that alternative infiltration systems be utilized, such as vegetated swales, biofilters and rain gardens. In addition to environmental benefits, these infiltration systems can be quite cost effective when compared to traditional curb and gutter systems.⁵

Consistent with BMP's, curb and gutter systems are not required and are not frequently included within new residential subdivisions developed in the Township. The Development Design Standards of the Village allow open ditches within new developments under a certain set of circumstances; however, most new residential developments are constructed with curb and gutter systems. Consistent with BMP's, both the Village and Township allow rooftop runoff to be discharged to yard areas or other on-site collection systems.



Rain gardens allow for infiltration and reduce stormwater runoff.

Housing

The offering of a range of housing opportunities and choices within a community is one of the tenets of smart growth. Having a broad range of housing types, including single-family homes of various sizes, affordable homes for low or fixed-income families, duplexes, condominiums, apartments, senior living communities and accessory dwelling units, ensures that all members of the community are able to find housing consistent with their income levels and lifestyle preferences.

Best management practices for housing include zoning for a wide range of housing types by right, allowing and/or requiring mixed-income housing, and eliminating regulatory barriers to fair and affordable housing. Within both the Village and Township, at least one zoning district allows a range of housing types by right while mixed-income developments are allowed, but not required. Contrary to best management practice, both the Village and Township prohibit “accessory apartments” within single-family residential districts.

Recommendations for Change

The emerging principles of Smart Growth and Best Management Practices are becoming nationally recognized as a means to solve the unintended consequences of development and promote sustainability. Based on the results of the land development code audits for the Milford Community, the following recommendations warrant further investigation to identify appropriate opportunities within the Village and Township. In most cases, these recommendations are relevant to both the Village and Township land development codes:

- Allow for and encourage the use of innovative site-specific stormwater management systems in lieu of conventional curb and gutter systems;
- Establish design criteria for site-specific stormwater management consistent with the principles of the Sustainable Sites initiative, LEED and LEED-ND;
- Identify opportunities to reduce pavement width for standard residential developments;

- Support opportunities to create pedestrian connections that do not utilize impervious surfaces, consistent with the character of the area;
- Consider reducing sidewalk widths and, allow for the placement of sidewalks on only one side of the street or not at all, where appropriate;
- Re-examine parking space ratios for varying land use types based on average parking needs as opposed to peak parking needs, or develop a set of minimum and maximum parking requirements;
- Allow for reduced parking ratios in the case of shared parking agreements;
- Consider allowing developers to bank parking within a “parking land bank” to reduce the amount of impervious surface;
- Consider reducing minimum parking stall width and length requirements and/or allowing a certain percentage of spaces designed for compact cars;
- Allow for porous parking lots in lieu of hard surfaced parking lots where appropriate;
- Reduce the minimum driveway width for residential dwelling units;
- Craft a natural systems buffer or overlay ordinance to protect significant natural features;
- Establish a system to encourage the conservation of important natural features;
- Consider amending land development codes to encourage the use of Low Impact Development (LID) techniques for new development and redevelopment.
- Consider amending land development codes to permit small scale neighborhood service uses (i.e., corner stores) adjacent to or within residential neighborhoods;

- Establish guidelines (i.e., LEED standards) and incentivize the development of energy efficient buildings;
- Offer opportunities for developers to construct a variety of housing units within market rate developments;
- Consider permitting “accessory apartments” within single-family residential neighborhoods; and,
- Eliminate barriers to local entrepreneurialism by allowing a variety of home-based businesses consistent with neighborhood character.

MULTI-JURISDICTIONAL PLANNING

The Milford Community Master Plan is the first significant planning effort undertaken cooperatively by the Village and Township. Through this collaborative planning effort, a more relevant and effective Master Plan has been created that maximizes the benefits to each community. In addition to the preparation of a joint Master Plan, Michigan Law allows for other multi-jurisdictional planning efforts, such as the formation of a Joint Planning Commission to oversee community development and administer local zoning.

Benefits

Michigan is administratively divided into 1,242 townships, 274 cities and 259 villages. The boundary lines separating these local municipal divisions are undetectable, with little more than a roadside sign serving as identification, if at all. Although the boundaries have created separation in terms of governance, in most cases, they have little impact on the social and economic patterns found within our complex and globally-linked society. The communities on either side of the border are fundamentally linked to one another, as what happens in one municipality will likely have an impact on the other. As a result, a multi-jurisdictional approach is necessary to address region-wide environmental, economic, transportation and infrastructure issues, as well as to find effective solutions.

The benefits of a regional or multi-jurisdictional planning approach are numerous and are summarized below:

1. Municipal Cooperation/Shared Services

Multi-jurisdictional planning allows for political alliances that leverage greater opportunities as compared to what a single community could achieve acting alone. Additionally, multi-jurisdictional cooperation would allow for the sharing of technologically dependent (and often costly) resources as well as staff expertise. The sharing of community services also leads to great benefits, reducing costs through shared facilities and allowing for more specialized services.

2. Coordinated Planning

Efforts to manage growth are often more successful at the regional level, where future land use allocations transcend boundaries and are based more on suitability and a shared community vision. Planning decisions made at the multi-jurisdictional level are also more defensible, having broad based support. Multi-jurisdictional planning leads to consistency in the design and character of new development through a coordinated review process.

3. Downtown Vibrancy

A multi-jurisdictional planning program, particularly one having jurisdiction over both a downtown service district and outlying suburban service district(s), is more able to protect the health of downtown. Instead of competing with each other, multi-jurisdictional planning ensures that the downtown district remains the heart of the community, while the outlying districts provide needed services not suitable in a downtown setting.

4. Protection of Natural Systems

By transcending local boundaries and with the clout of multiple governments, regional planning is more able to protect natural systems and connect open space areas.

5. Protection of Community Character

When planning at the regional or multi-jurisdictional level, the proper types and allocation of land use is determined for the region as a whole, based on land suitability and character, irrespective of municipal boundaries. Instead of having to accommodate higher intensity land uses, for example, a rural and agricultural township focused on farmland protection can defer higher intensity uses to a village where they are more appropriate, as long as the township and village are in a joint planning program.

Multi-Jurisdictional Planning Legislation

In February of 2003, the Michigan Land Use Leadership Council (MLULC) was formed by Governor Jennifer Granholm and key lawmakers. The purpose of MCULC was to develop recommendations to minimize the negative effects of current and projected land use patterns on Michigan's environment and economy. As a result of the process, the MLULC completed a report that contained more than 160 recommendations to reform outdated land use policies. One of the key recommendations of the MLULC was to allow for multi-jurisdictional planning and promote intergovernmental and regional cooperation.

Following the recommendation of the MLULC, the Michigan Legislature signed into law the Joint Municipal Planning Act, Public Act 226 of 2003. This Act allows for one or more local governments to form a joint planning commission, which would have the responsibility for planning and zoning for the combined area of their jurisdictions. A joint planning commission may also be formed to exercise planning and zoning authority over a specific area within one or more jurisdictions, such as a road corridor. All of the powers held by the Planning Commission for each municipality would be transferred to the Joint Planning Commission, including the power to prepare a master plan, zoning ordinance and administer the zoning ordinance. Later, in 2004, the Michigan Legislature amended the Joint Municipal Planning Act to permit municipalities that enter into a joint planning agreement to not provide for every land use as long as all land uses are provided for in the overall joint plan area.

Multi-Jurisdictional Planning Efforts in Michigan

Seizing on the opportunity provided by Public Act 226 of 2003, many communities within Michigan have entered into joint planning agreements and have formed joint planning commissions. One such commission is the Manchester Community Joint Planning Commission, located within Livingston County, which consists of the Village of Manchester and the townships of Bridgewater, Freedom and Manchester. The jurisdictional area of this Planning Commission is the full extent of all of the communities combined. Another joint planning arrangement is the Marshall City and Township Joint Planning Commission within Calhoun County. This Planning Commission has jurisdiction over lands subject to a 425 agreement within the City of Marshall and Marshall Township.

Given that the Joint Municipal Planning Act is relatively new, it is likely that many more joint planning agreements will be formed in the coming years. However, there are many factors at work against the formation of joint planning commissions in Michigan. The foremost of these is the competition between adjacent municipalities for citizens, tax base, job base, land, tourism, commerce, services and resources. In some cases, the competition between local governments is compounded by historical disagreements, political motivations and cultural differences. Another hindrance to forming joint planning agreements is the concept of home rule, which is firmly entrenched within Michigan. For many communities, the sharing of planning and zoning authority with a neighboring community means giving up a key right of self-governance. It is hoped that these issues, although significant, might be overcome through a better understanding of the true benefits of regional cooperation and through the example and results of forward-looking communities leading the way.

Recommendation

The development of the Milford Community Master Plan has provided insight into the benefits of planning cooperatively on a larger scale. Many of the principles that have guided the development of this Plan, which are outlined in Chapter 8, support the idea of collaboration and partnership between the Village and Township.⁶ For example, the Plan promotes the development of community services and facilities that work to integrate and unify the Community. In

addition, the available services, alternative housing opportunities and downtown historic focal point of the Village are features conducive to supporting the Township's surrounding rural residential development pattern. This mutually beneficial vision crafted by the two communities could be more effectively supported and realized through continued cooperative planning efforts.

To that end, the Township and Village may wish to consider developing a joint Planning Commission. Working towards this goal will require investigation into such items as the ordinance that creates the joint Commission, their jurisdiction, membership composition, and how administration of the Commission will be managed. To spearhead this effort, it is recommended that the Village Council and Township Board appoint an Exploratory Committee whose goal will be to investigate this possibility.

While this investigatory process is on-going, the Township and Village Planning Commissions should consider scheduling workshop events throughout the year to tackle shared planning issues. These meetings would continue the progress made as a result of this Master Planning effort.

As its initial task, the Township and Village Planning Commissions should jointly develop a Master Plan "implementation matrix" - a comprehensive listing of recommendations and action items found in the Master Plan, presented by priority, lead party responsible for implementation, and timeframe for completing each task.

In addition, a unified development code which consolidates all of the land development regulations for the Milford Community is recommended. A Steering Committee comprised of members from each Planning Commission could be formed to evaluate the merits of this approach. There will certainly be obstacles to overcome; however, this examination may lead to the conclusion that the shared vision of this Master Plan can be better accomplished through integrated regulations that:

- Promote and enhance the character and vitality of each jurisdiction and the Milford Community as a whole;

- Protect the economic, social, cultural and aesthetic values that establish the Village as a desirable small town and the rural qualities of the Township;
- Promote safe, orderly, and efficient growth, and/or development and preserve sensitive areas through land use controls;
- Promote greater use of inter-municipal cooperation in planning to minimize the intrusion of non-compatible development between the Village and the Township; and,
- Provide clear-cut direction for the community, its residents and businesses in understanding Milford Community regulations.
- Allow current ordinances to be brought into compliance with Public Act 110 of 2006, as amended.

(Footnotes)

1 Dave Ulrich and Norm Smallwood, "Capitalizing on Capabilities," *Harvard Business Review*, June 2004.

2 "Better Site Design: A Handbook for Changing Development Rules in Your Community." Center for Watershed Protection. August 1998.

"Smart Growth Audit." Vision 2020, A Partnership for Southeastern Massachusetts. Accessed May 2008.

"Comprehensive Smart Growth Audit Checklist." Nashua Regional Planning Commission, New Hampshire. Accessed May 2008.

3 Asa Foss, "Low-Impact Development: An Alternative Approach to Site Design," *PAS Memo*, American Planning Association. May/June 2005.

4 *Low-Impact Development: An Integrated Design Approach*. Programs and Planning Division Department of Environmental Resources, Editor. Prince George's County, Maryland, 1999.

5 Asa Foss, "Low-Impact Development: An Alternative Approach to Site Design," *PAS Memo*, American Planning Association. May/June 2005.

6 This collaboration may be expanded to include convening annual meetings with neighboring communities to review each other's land use policies.

ADDENDUM TO THE MILFORD COMMUNITY MASTER PLAN

