

## MEMORANDUM

TO: Mayor and Council

FROM: Jayne Miller, Community Services Administrator

SUBJECT: Master Plan: Land Use Element: Summary of Consolidation Process

DATE: October 30, 2009

On November 4<sup>th</sup> you will be asked to approve the consolidation of the City of Ann Arbor Master Plan: Land Use Element. This memo serves to provide information about the process involved with consolidating the four area master plans into one document, including a summary of which sections from each plan remained in the consolidated plan and which were left out.

### **The Process**

City Planning and Development staff has historically worked with the Planning Commission to update each area master plan on a regular basis. In an effort to use resources more efficiently and to ensure that the land use element of the City Master Plan is updated frequently, the effort to consolidate the four area master plans into one document began in 2007.

The primary challenges associated with consolidation include the desire to create a document that could be easily reviewed by the public, Planning Commission and City Council and to maintain the substantive information from each of the area plans in a clear and concise format.

Staff used the most recently adopted area plan (2006 Northeast Area Plan) as the base document for the consolidation effort because its format is clear and concise. Staff and the Planning Commission's Master Plan Revisions Committee (MPRC) used the following process to consolidate the plans:

- Added citywide demographic information from the 2000 census.
- Read each of the four area master plans in detail to identify language that was substantive in nature.
- Removed or reorganized narrative, charts and maps that were out of date, nonessential or covered in other plans to simplify and clarify content.
- Included the substantive content of the four area plans into one draft document.

The Master Plan Revisions Committee then met to review the draft document on six occasions. The members of the MPRC each reviewed one of the three area master

plans (South, Central, and West) to ensure that substantive language had been included in the base plan (Northeast).

A formal public hearing on the Consolidated Plan was held at the May 5, 2009 Planning Commission meeting. All registered residential, commercial and watershed associations were notified by mail at that time, as were local agencies, consultants, developers and others interested in planning issues.

## **Consolidating the Area Master Plans**

### The Northeast Area Plan

The Northeast Area Plan was used as the base plan since it was the most current plan and had received an award from the Michigan Association of Planning as, “Outstanding Planning Project for a Plan” in 2006. The plan remains essentially intact.

### The South Area Plan

Major elements of the South Area Plan included in the consolidated plan are:

- Site specific land use recommendations with map
- The “existing master plan summary” (map depicting land use recommendations throughout the South Area)
- Language indicating that the Briarwood Subarea Plan, a 1995 amendment to the South Area plan, still applies
- “Overall Goals for the South Area” are now included in consolidated plan, and/or addressed in the Natural Features Master Plan, Non-motorized Plan, Transportation Plan, Capital Improvements Plan and Consolidated Strategy and Plan for Housing and Community Development

Non-substantive portions of the South Area Plan that were not included in the consolidated plan included sections on: 1) “background”, 2) “what is a master plan”, 3) “development in the South Area” which describes the purpose of the plan, 4) “a brief history” of the South Area, 5) “existing conditions” including land use and demographics with charts showing residential and non-residential construction between 1980-1990 and a map of neighborhoods, 6) charts showing zoning by land area (1989) and zoning by parcels, 7) a chart called Neighborhood Data (1988), 8) a map of 1990 census tracts, 9) a chart illustrating the projected increase in population (based on new housing constructed since 1980), 10) a section on “urban design” which summarizes character conditions in the South Area in 1990, 11) “the district center concept” which refers to major retail areas and mentions a 1960’s study called, “Urban Design for Ann Arbor” and the “Ann Arbor Corridor Study” (1983), 12) “urban design recommendations” that focus on Stimson, State Street and South Industrial and are later addressed in site specific recommendations as well as “overall goals” 13) “key intersections” describes

issues involved with a number of intersections and recommends the implementation of the Ann Arbor Corridor Study (1983), 14) a summary of “major open spaces” describing large open spaces in the South Area, 15) “an urban design study” recommends that a design evaluation of the South Area take place, 16) a somewhat out of date map of the “streets concept plan”, an illustration of possible street connections which is an issue best addressed in the 2009 Transportation Plan, 17) maps from the draft 1990 Transportation Plan, now best addressed in the 2009 Transportation Plan, 18) “circulation” and “street recommendations” which summarize major issues of the (yet to be completed) 1990 Transportation Plan, which is best addressed in the 2009 Transportation Plan, 19) “parks and open space”, a summary of the 1988-1994 PROS Plan (1988), now best addressed in the 2006-2011 PROS Plan, 20) a map called, “Parks Concept Plan” from the 1988 PROS Plan, 21) a map called, “Public Parks and Open Space” (1988), 22) a summary of the yet to be adopted Transportation Plan (1990), 23) a summary of the 1988-1994 PROS Plan (1988), 24) a discussion of “major open spaces” and “parks recommendations” which is more appropriately handled in the more recently updated 2006-2011 PROS Plan, 25) a section on “community facilities” which includes a general discussion on the landfill, the airport and a possible senior center, and 26) a chart from the Capital Improvements Plan (1990) illustrating capital improvement projects scheduled in the South Area from 1990-1996 which is more appropriately handled by the 2009-2014 CIP.

### The Central Area Plan

The Planning Commission’s MPRC determined that the unique characteristics and recommendations of the Central Area Plan required its own chapter in the consolidated plan. During the consolidation process, a representative from the Old Fourth Ward Association and the Downtown Area Citizens Advisory Council (DACAC) met with Staff and the MPRC. The two Central Area residents reviewed the draft consolidated plan and provided extensive comments. The representative of the DACAC attended the public hearing at the Planning Commission and indicated that the consolidated plan preserved the substantive information and recommendations from the Central Area Plan. The Central Area chapter includes:

- Introduction
- Background
- Neighborhood Preservation
- Development/Redevelopment
- Tension between Commercial/Residential Uses
- Out-of-Scale Construction
- Goals, Objectives and Actions
- Historic Preservation Goals, Objectives and Actions
- Additional Actions
- A map delineating the location of the Central Area and Downtown Ann Arbor
- A Future Land Use Map (depicting land use recommendations throughout the Central Area)
- Map of Housing and Neighborhoods with recommendations

Non-substantive portions of the Central Area Plan that were not included in the consolidated plan include: 1) executive summary, 2) association boundaries, 3) the process of developing the Central Area Plan in 1991-1992, 4) plan organization, 5) history of the Central Area, 6) population, housing and land use characteristics, now included in citywide census and land use information, 7) past planning efforts which describes efforts from the 1970's and early 1980's, 8) a summary of University of Michigan plans which describes campus plans adopted between 1980-1991, 9) discussion about "housing and neighborhoods" with problem statements which do not include recommendations, 10) discussion about "circulation and parking" including problem statements which do not include recommendations; elements of this discussion is included in approved plans including the Transportation Plan (2009), and the Non-motorized Plan (2007), 11) discussion on how land uses evolve, 12) a section on downtown which is more appropriately addressed in the Downtown Plan, 13) language on parks, open space, and public areas which is more comprehensively addressed in the 2006-2011 PROS Plan, 14) a discussion on "background" and "problem statements" regarding historic preservation (historic preservation goals, objectives, and actions remain in the Plan), 15) an outdated map of historic districts (a more current map is located on-line and in the zoning map book), 16) narrative about future land use (map remains in plan), 17) an implementation section (prioritizes goals and objectives that remain in plan), 18) map of circulation and parking best addressed in more current transportation plans, 19) map identifying potential redevelopment sites all of which are either in downtown (addressed by Downtown Plan/A2D2), owned and/or developed by the University of Michigan, owned by the City, and/or addressed by the Future Land Use map, 20) map of parks, open space, and public areas (best addressed in PROS Plan), 21) work program, a discussion of the process of working on action statements with a list of actions already addressed in the goals, objectives, and actions section.

### The West Area Plan

Major elements of The West Area Plan included in the consolidated plan are:

- Site specific land use recommendations with map
- The "Future Land Use Recommendations" map (map depicting land use recommendations throughout the West Area)
- The chapter called "West Stadium Boulevard Commercial Corridor" including introduction, history, issues, streetscape improvement plan with map, and commercial corridor goals, objectives and actions
- Goals, objectives and actions are now included in consolidated plan, and/or addressed in the Natural Features Plan, Non-motorized Plan, Transportation Plan, Capital Improvements Plan and Consolidated Strategy and Plan for Housing and Community Development

Non-substantive portions of The West Area Plan that were not included in the consolidated plan include: 1) City Council resolution adopting the plan in 1995, 2) acknowledgements (the consolidated plan acknowledges those who worked on all four

area plans but does not list names), 3) “what is the West Area Plan?” summarizing the intent of the plan, 4) “West Area Plan Premise”, a discussion of the principles of the plan such as healthy neighborhoods, preserving natural features, healthy transportation systems, good municipal services, and beneficial development which are issues addressed in goals, objectives, and actions, 5) past planning efforts, 6) a discussion of the planning process which took place between 1993-1995, 7) public participation techniques, 8) a discussion of the plan preparation, 9) background studies such as population growth trends (using 1990 census) and land use/transportation/ natural features characteristics of the area in the early 1990s, 10) history of West Area neighborhoods, 11) problem statements which are addressed as “issues” in the consolidated plan, 12) infrastructure and capital improvements (best addressed in the regularly updated Capital Improvements Plan), 13) Implementation Plan, a summary of goals, objectives and actions, 14) priority actions, a prioritization of actions.