



2016

MANCHESTER COMMUNITY JOINT MASTER PLAN



December, 2016

**Manchester Community Joint Planning Commission
Washtenaw County, Michigan
Resolution of Adoption**

Whereas, the Manchester Community Joint Planning Commission has the responsibility and is empowered by the Michigan Planning Enabling Act (Public Act 33 of 2008, as amended) and the Michigan Joint Municipal Planning Act (Public Act 226 of 2003) to make and adopt a Joint Master Plan for the physical development of the Village of Manchester and Manchester Township and to amend the Plan as needed; and

Whereas, the Manchester Community Joint Planning Commission has prepared a Joint Master Plan for the Village and Township in compliance with the Michigan Planning Enabling Act, including relevant charts, tables, maps and text; and

Whereas, the Joint Planning Commission submitted copies of the proposed Joint Master Plan for review and comment to Washtenaw County, all local units of government contiguous to the Village and Township, and other entities as required per the Michigan Planning Enabling Act; and

Whereas, the Joint Planning Commission solicited public comment throughout the plan preparation process and, notices having been duly posted and published in accordance with the Michigan Planning Enabling Act, conducted a public hearing on **December 6th, 2016** to receive public comments on the proposed Joint Master Plan; and

Whereas, the Joint Planning Commission recognizes that the Joint Master Plan and Future Land Use Map are flexible guides for public and private decision-making that will keep the Village and Township in motion toward their vision to maintain outstanding quality of life for all residents.

Now, Therefore, Be it Resolved that the Manchester Community Joint Planning Commission hereby adopts the Joint Master Plan and Future Land Use Map, and resolves to use the Joint Master Plan and Future Land Use Map together as a guide to the overall development of the Village and Township.

Be it Further Resolved that the Manchester Community Joint Planning Commission hereby refers this Master Plan to the Manchester Township Board and Manchester Village Council for consideration and final approval in accordance with Section 43(3) of the Michigan Planning Enabling Act and the adopted Joint Planning resolution asserting their right to approve or reject the Plan.

Roll Call Vote:

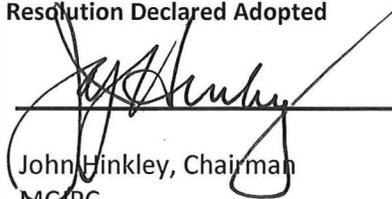
Ayes: Hinkley, Kopka, McIntosh, Keller, Vaillencourt, Seefeld, Thompson

Nays: None

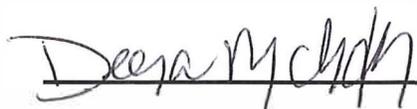
Absent: None

Abstain: None

Resolution Declared Adopted



John Hinkley, Chairman
MCJPC



Deena McIntosh, Secretary
MCJPC

Dated: December 6th, 2016

ACKNOWLEDGEMENTS

Manchester Community Joint Planning Commission

John Hinkley, Chairman
 Les Kopka, Vice Chairman
 Jim Keller, Treasurer
 Deena McIntosh, Secretary
 Pat Vaillencourt
 John Seefeld
 Robert Thompson

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 Ann Arbor, Michigan

Accepted by the Joint Planning Commission on _____

Adopted by the Manchester Township Board on _____

Adopted by the Village of Manchester Council on _____

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1. INTRODUCTION

The Village of Manchester and Manchester Township share a common heritage, cultural resources, natural resources, recreation opportunities, a school system, and much of the same infrastructure. Village and Township residents alike value the strong agricultural heritage of the Township, the center of commerce found in the Village, and the high quality of life found throughout the entire area. As such, both municipalities have agreed that a joint master plan presents the best path towards addressing and managing these cross-jurisdictional resources while simultaneously defining and maintaining a community-wide sense of place and character.

The Manchester Community Joint Master Plan represents a joint effort between the Village of Manchester and Manchester Township to guide the future growth and development of the area. The Joint Plan establishes long-range recommendations for the maintenance and enhancement of Manchester's existing atmosphere, as well as future planning concepts which will help maintain the character of the Manchester area as growth and development occurs. The Plan also summarizes the results of a thorough planning process and incorporates feedback received from elected and appointed officials, as well as information and projections obtained from Washtenaw County, the Southeast Michigan Council of Governments (SEMCOG) and the communities surrounding Manchester.

The Manchester Community Joint Master Plan serves as the basis for local land use regulations and capital improvements and establishes expectations and responsibilities for its administration and implementation. The Master Plan has been prepared under the direction of and with direct participation by the Manchester Community Joint Planning Commission (MCJPC), as well as the individual Planning Commissions of the Village of Manchester and Manchester Township.

Joint Planning: A Legal Background

Individually, the Village of Manchester and Manchester Township derive their authority for the preparation of a Master Plan from the Michigan Planning Enabling Act (Public Act 33 of 2008). Act 33 states:

A master plan shall address land use and infrastructure issues and may project 20 years or more into the future. A master plan shall include maps, plats, charts, and descriptive, explanatory, and other related matter and shall show the Planning Commission's recommendations for the physical development of the planning jurisdiction.

The Joint Municipal Planning Act (Public Act 226 of 2003) provides the enabling legislation for two or more units of government to enter into a joint planning agreement that establishes a joint planning commission. Once established, the joint planning commission may exercise joint planning or zoning powers, or both.

The Manchester Community Joint Planning Commission (MCJPC) was established in September of 2015. The Joint Planning Agreement between the Village of Manchester and Manchester Township authorizes the MCJPC to exercise planning powers, with the ultimate goal of creating a joint master plan.

A joint master plan offers several benefits over individual master plans. For example, a joint master plan:

1. Allows multiple jurisdictions to plan for resources, infrastructure, and characteristics that cross municipal borders, including rivers, roads, and people;
2. Allows municipalities to more effectively manage development patterns, design characteristics, and the extension of services while maintaining the area's unique character and overall quality of life;
3. Acknowledges the economic interdependence of the Village and the Township;
4. Provides a better structure for protecting natural resources such as rivers, wetlands, groundwater, farmland and open space; and
5. Provides a defense against the charge of exclusionary zoning; the entire planning area can be utilized to plan for the full range of land uses.

The Joint Municipal Planning Act of 2003

Public Act 226 of 2003 gives authority to cities, townships and villages to exercise planning & zoning powers jointly, including the creation of a single joint land use plan. Prior to creating a single joint plan, the Act states that two or more municipalities must each adopt an ordinance establishing a joint planning commission.

Manchester Community Joint Planning Commission

The Manchester Community Joint Planning Commission (MCJPC) was tasked with guiding and creating the Joint Master Plan. The MCJPC was established in September of 2015, and consists of seven members:

- Three (3) members from the Village of Manchester;
- Three (3) members from Manchester Township;
- One (1) special 7th member, elected by a majority vote of each municipality's legislative body.

How is the Joint Master Plan to be Used?

The Master Plan serves many functions and is to be used in a variety of ways:

- 1) Most importantly, the Master Plan serves as a general statement of the Manchester area's goals and policies and provides a comprehensive view of the community's plan for future development.
- 2) The Plan serves to direct daily decision-making. The goals and policies outlined in the plan guide each municipality's Planning Commission and legislative body in their deliberations on zoning, land subdivision, capital improvements, and other matters relating to land use and development.
- 3) The Plan provides the statutory basis upon which zoning decisions are made. The Michigan Zoning Enabling Act (Public Act 110 of 2006) requires that the zoning ordinance and zoning map be based upon a plan to promote public health, safety, and general welfare. This Plan will guide and influence changes to both the Township and Village Zoning Ordinances and Maps.
- 4) The Plan attempts to coordinate private development and public improvements supported by Capital Improvement Plans. For example, public investments such as road or sewer and water improvements should be located in areas identified in the Plan as resulting in the greatest benefit to the Township and Village and their residents.
- 5) Finally, the Plan functions as an educational tool, providing citizens, property owners, developers, adjacent communities and

public agencies a clear indication of the Manchester area's proposed direction for the future.

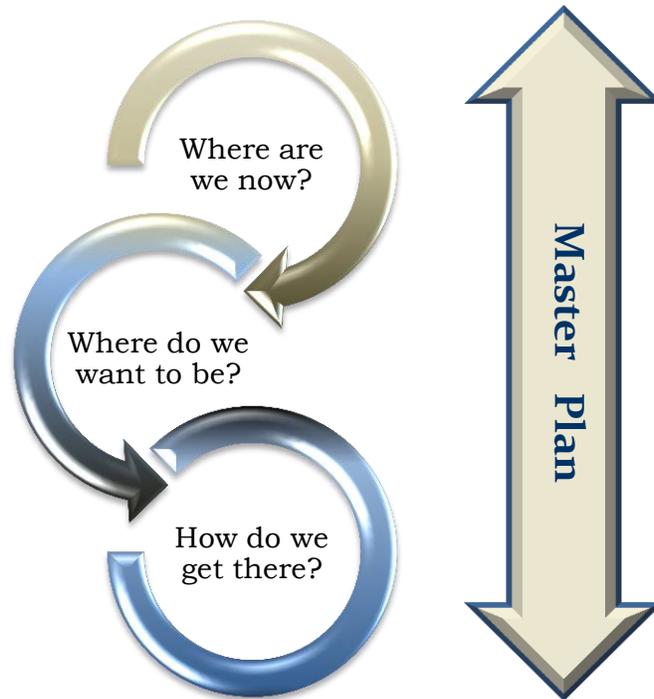
In summary, the Manchester Community Joint Master Plan serves as the official land use policy guide for both the Village and the Township. The Master Plan is a statement of general goals and policies aimed at the unified and coordinated development of the Manchester community. In this capacity, the Plan establishes the basis upon which zoning and land use decisions may be made. However, it must be understood that the Master Plan itself does not place any legal restriction upon private property; this responsibility falls to the individual Zoning Ordinances.

Planning Process

The process used to generate the Master Plan consisted of three major phases, which are described below and illustrated in [Figure 1](#).

1. *Where are we now?* The first phase involved a review of demographics and the physical environment of the Manchester community to provide a foundation for the planning process. In this phase, Township and Village population characteristics, resources and assets were inventoried, updated, and mapped to document and assess their conditions.
2. *Where do we want to be?* The second phase in the planning process consisted of developing goals and objectives to support the community's vision for growth and guide the creation of the future land use plan. Goals, objectives and strategies contains goals for the preservation of rural character, residential, commercial and industrial land use, natural features, community facilities and services, and transportation. The Future Land Use Plan contains a general description of the desired pattern of development for the community and follows with a description of future land use categories and a future land use map.
3. *How do we get there?* The final phase involved developing a zoning plan and implementation plan, which links the Master Plan to the Village's and Township's Zoning Ordinances, Zoning Maps, and Capital Improvement Plans.

Figure 1. – Planning Process



Plan Organization

The Manchester Community Joint Master Plan is comprised of five (5) basic sections, excluding the introductory chapter:

- ❖ The **"Social Profile"** chapter discusses current conditions and projected trends related to population, economic conditions and housing.
- ❖ The **"Physical Profile"** chapter assesses existing conditions of the natural and built environments, including natural resources, community facilities and services, the transportation network and existing land use.
- ❖ The **"Goals and Objectives"** chapter summarizes goals, objectives and policies which provide a framework for structuring the final plan.
- ❖ The **"Future Land Use Plan"** combines current conditions with a vision of the future, and presents the desired arrangement of land uses within the Village and Township
- ❖ The **"Zoning Plan and Implementation Plan"** act as a bridge between the Master Plan and Village/Township

policies. It is important that there is little to no separation between the vision of the Future Land Use Plan and the primary implementation tool, the Zoning Ordinance.

While the starting point (existing conditions) is unalterable, end results may be modified and directed through judicious application of the community policies established in the Master Plan.

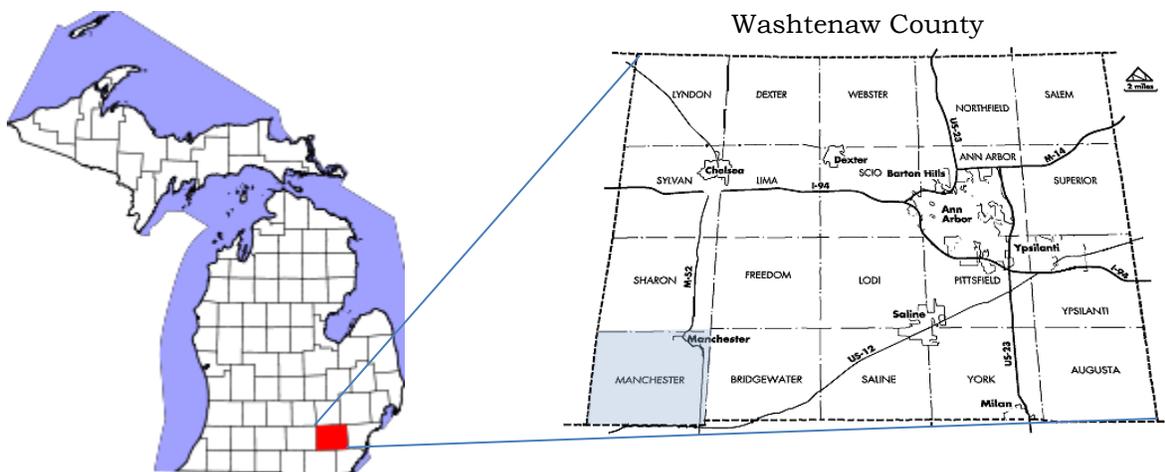
Related Plans

This document was developed using the existing Manchester Township and Village of Manchester Master Plans as a basis. Once adopted, it is intended that the Manchester Community Joint Master Plan will replace these existing documents. Note that current state legislation requires a review of a Master Plan every five (5) years.

Regional Context

The Manchester community is located in the southwest corner of Washtenaw County within the River Raisin Watershed (see [Map 1](#), below). Manchester is located within twenty (20) miles of the following cities: Jackson (to the west in Jackson County), Adrian (to the south in Lenawee County), and Ann Arbor (to the east in Washtenaw County). Other nearby communities include Clinton, Chelsea, Saline, Brooklyn and Tecumseh. Manchester is approximately sixty-five (65) miles from both Lansing and Detroit.

Map 1. – Regional Context



Source: Wikipedia.com

2. SOCIAL PROFILE

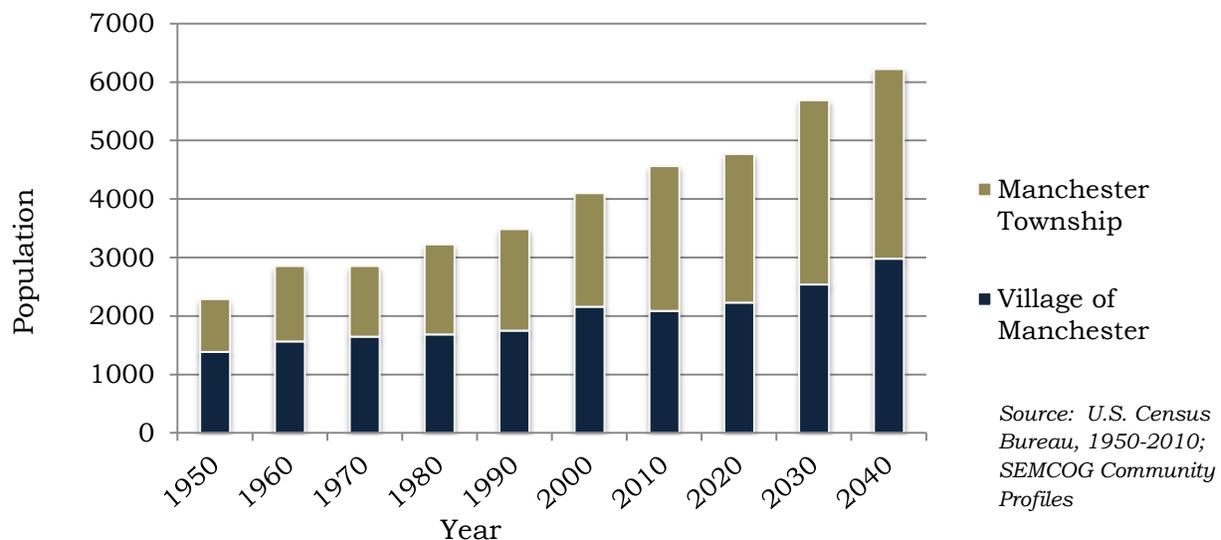
The tangible goal of the Master Plan is to create and preserve a living environment that is desirable to all members of the community. In order to address physical development trends, land use patterns, infrastructure, community facilities and housing needs, public officials must have familiarity with past trends, current demographics and characteristics, and future population projections. Close scrutiny of this data allowed the Village and Township to create this Master Plan in an educated and informed manner. The primary sources used in compiling this data included the 2010 U.S. Census, the Southeast Michigan Council of Governments (SEMCOG), and the American Community Survey (ACS).

Population Characteristics

Population

The population of the Manchester area has been increasing since 1950. Between 1990 and 2010, for example, the combined population of the Village of Manchester and Manchester Township increased by nearly 31%, increasing from 3,492 to 4,569 people. In 2012, the Southeast Michigan Council of Governments (SEMCOG) prepared its 2040 Population Forecast. This forecast combines data from the 2010 Census with current trends to project future population, housing and employment figures for each community in Southeast Michigan. As demonstrated in [Figure 2](#) below, SEMCOG predicts that the Manchester area will continue to see population growth.

Figure 2. – Manchester Population Trends and Projections



American Community Survey

The American Community Survey (ACS) – administered by the U.S. Census Bureau - is a nationwide, continuous survey designed to provide communities with annual demographic, housing, social, economic and financial data. The US Census Bureau collects information on multiple characteristics including sex, race, income, health insurance, education and disabilities.

In the twentieth century, the U.S. Decennial Census was divided into two different forms: a “short” form and a “long” form. Only a small portion of the population was required to answer the long-form questions. After the 2000 Census, the long form of the Census became the ACS. The ACS includes not only the basic short-form questions, but also detailed questions about population and housing characteristics, including:

- Age
- Educational attainment
- Income
- Race
- Place of work and journey to work
- Undergraduate field of degree
- Housing tenure
- Housing value
- Rooms in house/apartment
- Vehicles available
- Other detailed population and household characteristics

About 1 in 38 U.S. households per year receives an invitation to participate in the ACS; approximately 296,00 addresses a month across the United States receive the invitation. Since its start, the ACS has been providing a continuous stream of updated information for states and local areas. An individual’s responses are combined with others’ responses to create and publish statistics for communities nationwide, which can then be used by community and local governments and the private sector. ACS estimates are often utilized to help establish policies through needs assessments, Master Plans, research, education, and advocacy work. Government agencies use these statistics to help with decision-making and to allocate over \$400 billion each year back to local communities.



Source: American Community Survey Information Guide; www.census.gov

Table 1. – Area Population Comparison

	1990	2000	Change 2000-2010		2010	Change 2000-2010	
			#	%		#	%
Village of Manchester	1,753	2,160	407	23.2%	2,091	-69	-3.2%
Manchester Township	1,739	1,942	203	11.7%	2,478	536	27.6%
Manchester (Combined)	3,492	4,102	610	17.5%	4,569	467	11.4%
Bridgewater Township	1,304	1,646	342	26.2%	1,674	28	1.7%
Village of Clinton	2,475	2,293	-182	-7.4%	2,336	43	1.9%
Clinton Township	1,082	1,288	206	19.0%	1,268	-20	-1.6%
Franklin Township	2,473	2,939	466	18.8%	3,174	235	8.0%
Freedom Township	1,486	1,562	76	5.1%	1,428	-134	-8.6%
Norvell Township	2,657	2,922	265	10%	2,963	41	1.5%
Sharon Township	1,366	1,678	312	22.8%	1,737	59	3.5%

Source: U.S. Census Bureau, 1990-2010

While the Village of Manchester lost population between 2000 and 2010, the Manchester community as a whole experienced significant population growth. The Manchester area sustained a greater population growth rate than surrounding communities, including Bridgewater Township, Freedom Township and the Village of Clinton. Manchester Township's population increased by nearly 28% between 2000 and 2010, far exceeding that of adjacent Townships.

Age

According to the 2010 Census, the median age within the Manchester community (combined) is 43 years – an increase from the 38.5 years reported by the 2000 Census. Individually, the 2010 Census reported a median age of 41.3 years in the Village and 44.7 in the Township; the median age within both jurisdictions has increased from the 2000 Census. Figure 3 on the following page graphically depicts the age distribution of Village and Township residents as reported in 2000 and 2010. The chart illustrates an aging population within the Manchester area, with the largest population increases taking place within the 45 to 54 and 55 to 64 age groups.

The “Graying” of America

According to a Census report released in 2014, the number of Americans aged 65 and older is expected to nearly double by the middle of the 21st century. The increasing age, or “graying,” of the American population will have significant impacts on how cities, villages and townships alike function on a daily basis. Communities should be proactive in planning for new and innovative ways to improve the lives of their senior citizens.

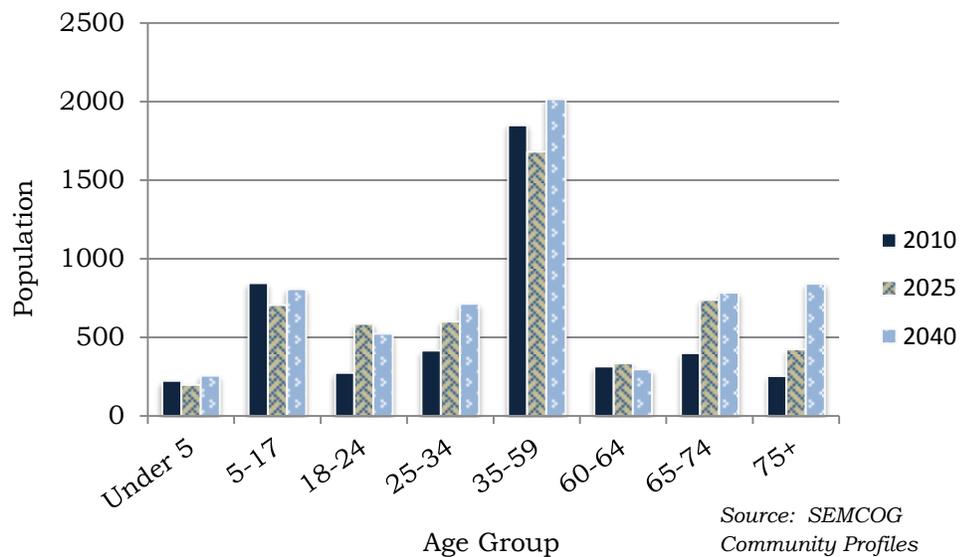
Figure 3. – Population Distribution by Age, 2000-2010



Source: U.S. Census Bureau, 2000-2010; SEMCOG Community Profiles

As part of their population forecast, SEMCOG breaks down the projected population by age group; the projection generates a forecast of how each age group will grow or decline over the next thirty (30) years. Figure 4 demonstrates the projected shifts in population by age for both the Village and the Township. The 18-24 and 25-34 age groups are projected to grow slightly, with significant growth projected in both the 65-74 and 75+ age groups.

Figure 4. – Forecasted Population by Age, Village of Manchester and Manchester Township



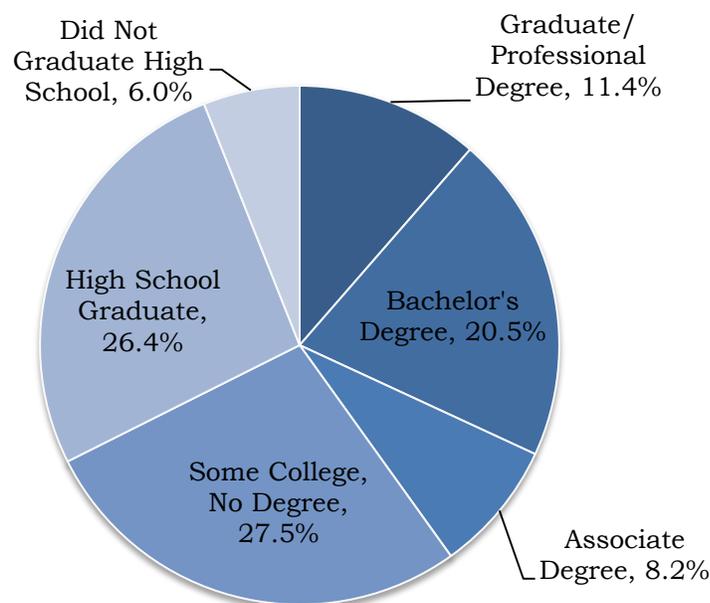
Source: SEMCOG Community Profiles

Education

Manchester residents are well-educated. Figure 5 below depicts the breakdown of the highest educational attainment for Manchester area residents. Based on SEMCOG and U.S. Census data, approximately 20.5% of Village and Township residents over the age of 25 have at least a bachelor's degree. Only 6% of residents over the age of 25 did not graduate high school. The Manchester area's educational attainment exceeds that of the SEMCOG geographic region as a whole (in which 12.2% of residents do not hold a high school degree) and Washtenaw County (where 6.5% of residents do not hold a high school degree).

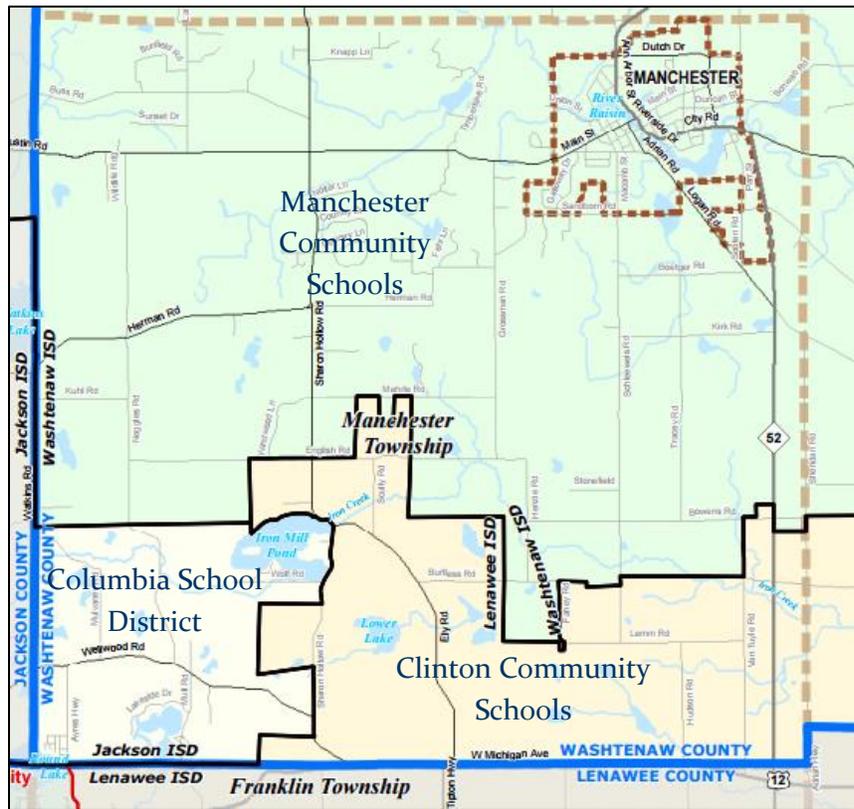
The Village of Manchester and Manchester Township are located within the Manchester Community School District. Southern portions of the Township are located within the Columbia and Clinton school districts, as illustrated in Map 2 on the following page. Based on the Michigan Department of Education's "Student Count Snapshot" (www.mischooldata.org), the Manchester Community School District had a total enrollment of 1,131 students during the 2014-2015 school year, a decrease of nearly 100 students from the 2009-2010 school year. Additional information regarding educational facilities can be found in the following chapter, *Physical Profile*.

Figure 5. – Educational Attainment in Manchester (Village and Township) of Residents 25 Years and Older, 2010



Source: SEMCOG Community Profiles;
U.S. Census Bureau

Map 2. – Area School Districts



Source: Michigan Department of Technology, Management and Budget (DTMB); www.mcgi.state.mi.us

Racial Composition

The 2010 Census reported that the Village and Township’s combined racial makeup is 96.5% White, 1.6% Hispanic, 1% Multi-Racial, and less than 1% Black and Asian. These figures are comparable to other communities within the region.

Table 2. – Population Distribution by Race, 2010

Race	Combined Population	Percentage of Population
White	4,410	96.5%
Black	14	0.3%
Asian	16	0.4%
Multi-Racial	45	1%
Hispanic	75	1.6%
Other	9	0.2%
Total	4569	100%

Source: SEMCOG Community Profiles; U.S. Census Bureau

Economic Characteristics

Employment

The 2000 Decennial Census reported that the Village of Manchester had a total of 1,061 employed civilians aged sixteen and over, while the Township had 967. The 2010-2014 American Community Survey estimates that the current number of employed citizens has increased to 1,107 and 1,129 in the Village and Township, respectively. Table 3 below breaks down employment of Village and Township residents aged 16 and over by occupation.

Table 3. – *Employment by Occupation for Employed Population 16 Years and Over*

	Village of Manchester		Manchester Township	
	2000	2010	2000	2010
Management, Business, Science, and Arts Occupations	304	470	383	447
Service Occupations	164	200	109	205
Sales and Office Occupations	296	240	149	230
Natural Resources, Construction, and Maintenance Occupations	122	87	170	124
Production, Transportation, and Material Moving Occupations	175	110	156	123
Total Employed	1061	1107	967	1129

Source: U.S. Census Bureau. 2000 U.S. Census and 2010-2014 American Community Survey

Occupational Groups

The U.S. Census splits occupation types into several different categories, identified as “occupational groups and subgroups.” These categories include:

- **Management, Professional and Related Occupations:** Business and financial operations; legal occupations; arts, design, and entertainment; healthcare practitioners; architecture and engineering occupations.
- **Service Occupations:** Firefighting and law enforcement; food preparation; building maintenance; personal care.
- **Sales and Office Occupations:** Sales and related occupations; office and administrative support.
- **Natural Resources, Construction and Maintenance Occupations:** Farming, fishing and forestry occupations; construction and extraction workers; installation, maintenance and repair occupations.
- **Production, Transportation, and Material Moving Occupations:** Aircraft and traffic control occupations; motor vehicle operators; transportation occupations.

A majority of Village and Township residents are employed within the Management, Business, Science and Arts occupational category. The number of Village and Township civilians employed within the Natural Resources (including farming) and Production occupations decreased between 2000 and 2010.

Figures 6 and 7 below illustrate where workers that are employed in Manchester Township/Village commute *from* and where Township/Village residents commute *to* for work.

Figure 6. - Where Workers Commute From

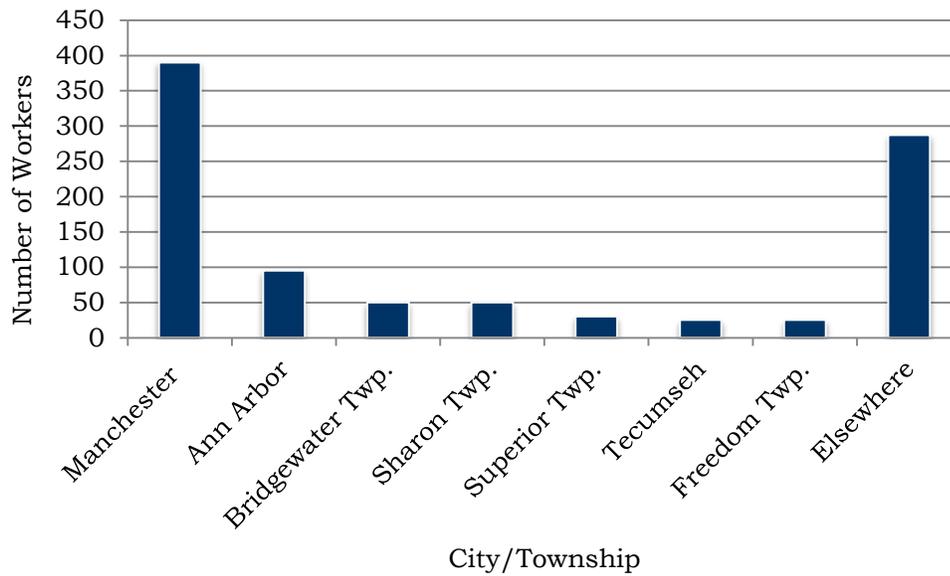
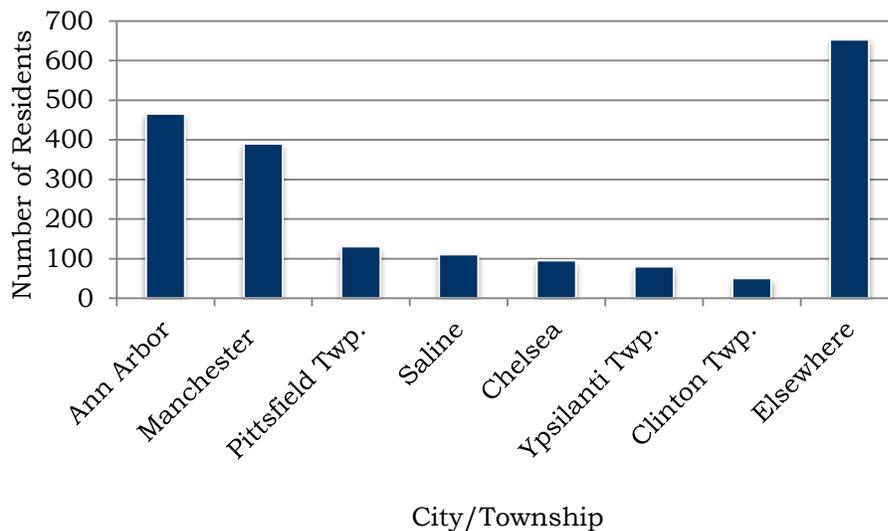


Figure 7. - Where Residents Commute To



Source: SEMCOG Community Profiles; ACS Community Survey – U.S. Census Bureau

Per Figure 6, a majority of workers employed within Manchester Township/Village reside within Manchester. Conversely, however, per Figure 7, a majority of Township/Village residents commute outside of Manchester for work; most notably to Ann Arbor.

Income and Poverty

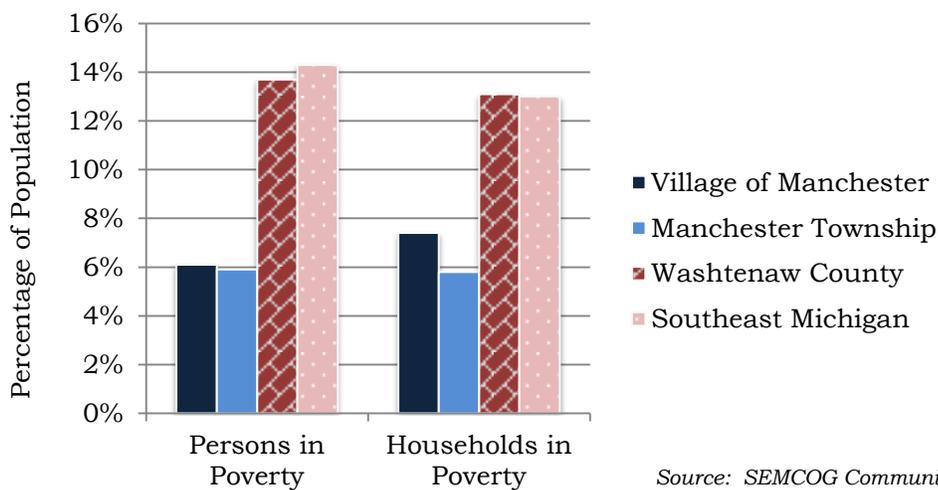
The American Community Survey reports that the per capita income for the combined Manchester Village/Township area is approximately \$29,614, while median household income is approximately \$66,520. Per capita income is the average income per person within a population, while the household income measures the total of income figures reported for all individuals at the same address. Although both per capita income and median household income fell between 2000 and 2010, the economic positioning of Manchester residents is generally consistent with Washtenaw County and the Southeast Michigan region as a whole.

Table 4. – Per Capita Income and Median Household Income, 2000 and 2010 (2010 dollar)

	Per Capita Income			Household Income		
	2000	2010	% Change	2000	2010	% Change
Manchester Community (Village/Township)	\$35,533	\$29,614	-16.7%	\$72,952	\$66,520	-8.8%
Village of Manchester	\$31,561	\$27,672	-12.3%	\$61,482	\$62,300	1.3%
Manchester Township	\$39,505	\$31,556	-20.1%	\$84,421	\$70,739	-16.2%
Washtenaw County	\$35,566	\$31,316	-11.9%	\$68,048	\$59,065	-13.2%
Southeast Michigan	\$32,350	\$27,637	-14.6%	\$65,415	\$53,242	-18.6%

Source: SEMCOG Community Profiles

Figure 8. – Poverty Level Comparison, 2010



Source: SEMCOG Community Profiles

Per Figure 8, the Manchester community continues to have a lower percentage of individual persons and households living below the poverty line than both Washtenaw County and Southeast Michigan. The Census Bureau and Department of Health and Human Services (HHS) determine annual poverty thresholds and poverty guidelines. Poverty thresholds are the original version of the federal poverty measure, while poverty guidelines are a simplification of the poverty threshold. Table 5 denotes poverty guidelines based on household size. Persons/households below the poverty guideline are considered to be “in poverty.”

Table 5. – Poverty Guidelines

Persons in Family or Household	Poverty Guideline
1	\$11,880
2	\$16,020
3	\$20,160
4	\$24,300
5	\$28,440
6	\$32,580
7	\$36,730
8	\$40,890

Source: U.S. Dept. of Health and Human Services

Household and Housing Characteristics

Households

The 2010 Census reported a total of 938 households within the Village and 926 households within the Township; these numbers represent a 4% increase in the Village and a 29% increase in the Township from the numbers reported in 2000. A majority of the households within the Manchester community are categorized as “family households,” meaning that they consist of a householder and one or more other persons related to the householder by birth, marriage or adoption. Conversely, “non-family households” consist of people living alone or households which do not have any members related to the householder. Table 6 depicts household demographic information for the Manchester community.

The average household size and average family size decreased between 2000 and 2010 in both the Village and the Township. Note that household size simply measures the number of people occupying a household; families consist of two or more individuals related by birth, marriage, or adoption. SEMCOG predicts that household size and family size will continue to decrease. The average household size within Washtenaw County is 2.38, while the average family size is 3.02.

Table 6. – Household Demographics

	Village of Manchester		Manchester Township	
	2000	2010	2000	2010
Number of Households	900	938	717	926
Percent Family Households	64.9%	60.8%	77.5%	81.3%
Percent Non-Family Households	35.1%	39.2%	22.5%	18.7%
Average Household Size	2.4	2.23	2.71	2.68
Average Family Size	3	2.85	3.21	3

Source: 2000 and 2010 U.S. Census

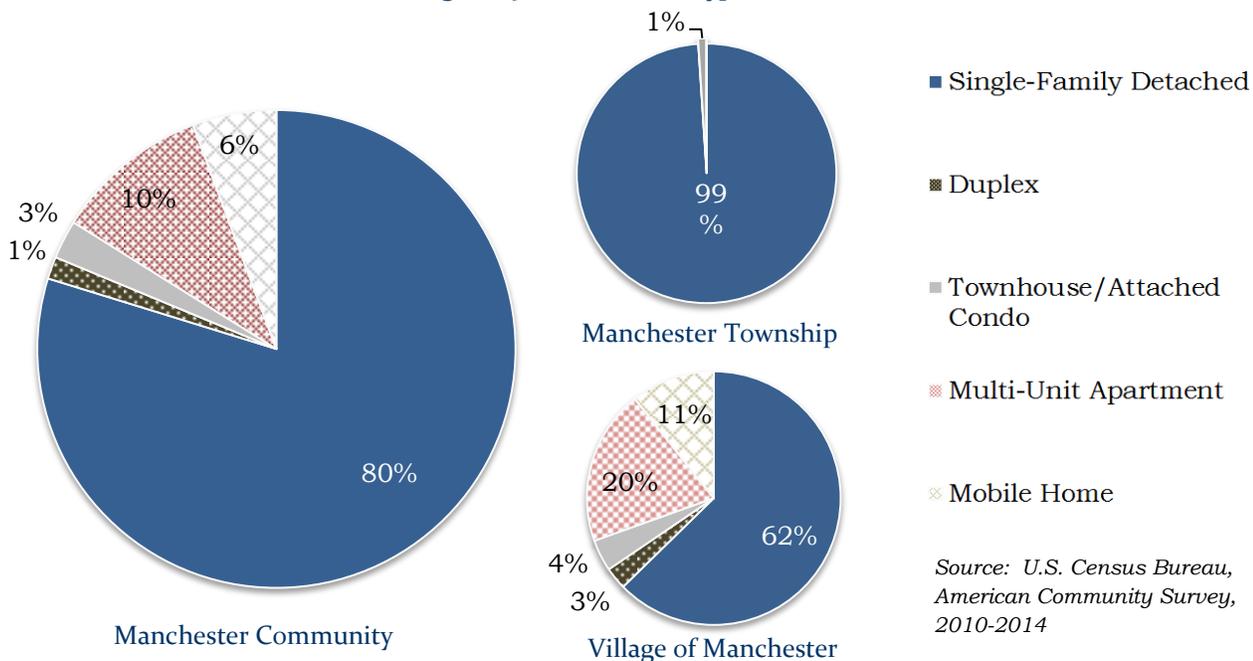
Housing Tenure

As in previous years, households within the Manchester community are primarily owner-occupied. However, the home-ownership rate within the Township exceeds that of the Village. Out of 1,029 total housing units within the Village (2010 census), 714 (69%) are owner-occupied, 224 (22%) are renter-occupied, and 91 (9%) are vacant. Out of 1,040 total housing units within the Township (2010 census), 870 (84%) are owner-occupied, 56 (5%) are renter-occupied, and 114 (11%) are vacant.

Type of Structure

The most basic measure of housing within a community is the type of structure (i.e. single-family home, apartment, townhome, etc.). Figure 9, below, illustrates the distribution of housing types within the overall Manchester community, as well as the Village and Township separately.

Figure 9. – Structure Type



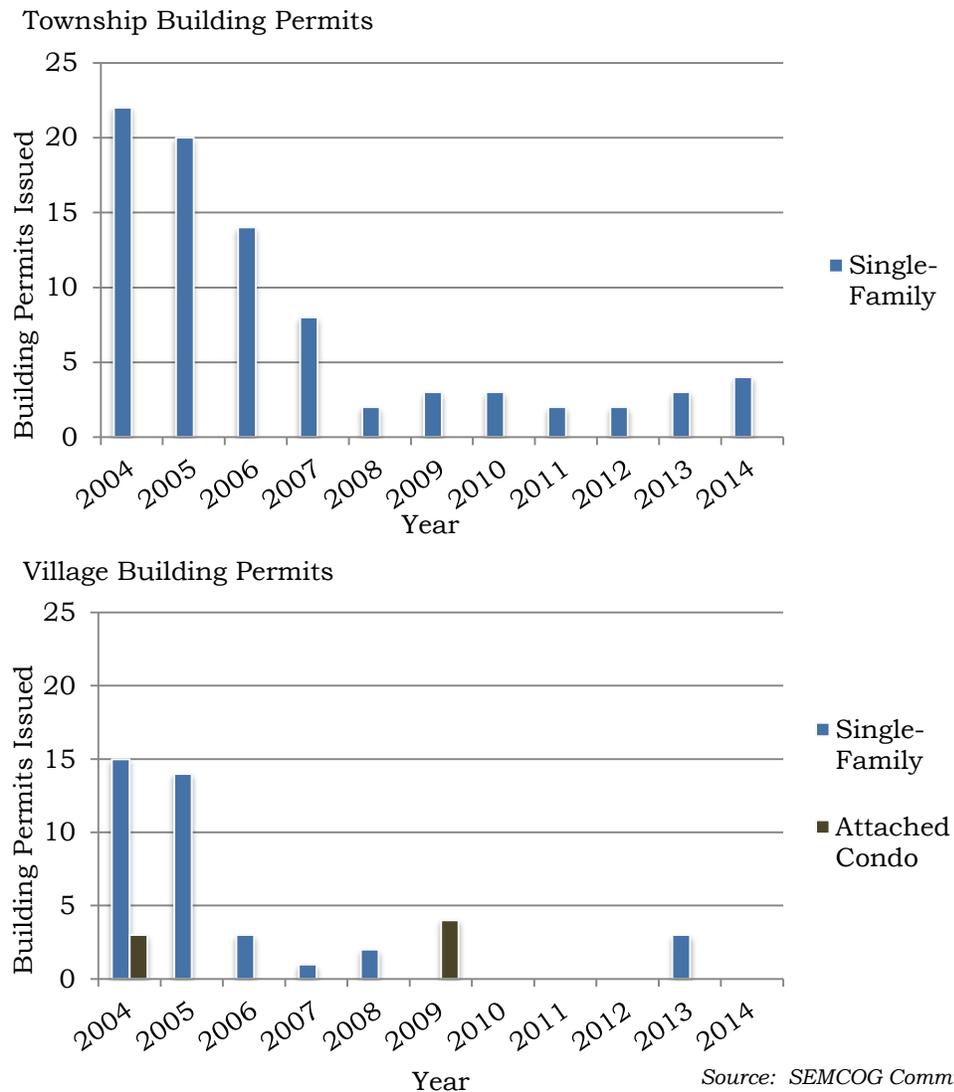
Source: U.S. Census Bureau, American Community Survey, 2010-2014

Single-family detached houses make up a majority of the Manchester community’s housing stock, with a count of over 99% of all units within the Township and 62% within the Village. In comparison to the Township, the Village’s housing stock is more diverse, with a moderate mix of duplexes, multi-unit apartments, townhomes, and mobile homes (located within the mobile home park).

New Residential Development

Figure 10, below, illustrates the rate of new residential construction between 2004 and 2015. Between 2004 and 2015, Manchester Township issued building permits for a total of 83 single-family detached homes, while the Village of Manchester issued 38 permits. The Village issued 7 attached condo permits during this same period.

Figure 10. – Residential Building Permits, 2004-2015



Source: SEMCOG Community Profiles

Housing Value

Table 7 below demonstrates the decline of housing value between 2000 and 2010, most of which can likely be attributed to the mortgage crisis of 2008. In 2000, the median housing value (in 2010 dollars) was \$178,388 in the Village and \$236,575 in the Township. By 2010, median housing value had declined to \$166,400 in the Village and \$233,600 in the Township. Median gross rent faced a similar decline in the Village, decreasing from \$792 in 2000 to \$594 in 2010 – a decrease of 25%. Note that gross rent data was not available for the Township in 2010. Additionally, note that the American Community Survey relies upon the homeowner(s)' estimate of how much the property (house and lot, mobile home and lot, or condominium unit) would sell for if it were up for sale.

Table 7. – Housing Value/Gross Rent (2010 Dollars)

	Median Housing Value			Median Gross Rent		
	2000	2010	% Change	2000	2010	% Change
Village of Manchester	\$178,388	\$166,400	-6.7%	\$792	\$594	-25%
Manchester Township	\$236,575	\$233,600	-1.3%	\$867	N/A	N/A
Washtenaw County	\$224,437	\$216,200	-3.7%	\$906	\$866	-4.5%

Source: SEMCOG Community Profiles; American Community Survey – U.S. Census Bureau

3. PHYSICAL PROFILE

A number of studies were conducted to determine existing and projected future conditions within the Village of Manchester and Manchester Township. The preparation of background information, including the Social and Physical profiles, serves as the technical basis for the Joint Master Plan. The Physical Profile chapter examines the following characteristics: existing land use, community facilities, the transportation network, and natural resources. It is vital that community leaders have an understanding of existing physical conditions within the area in order to formulate a well-reasoned and logical plan for the future.

A Brief History of the Manchester Area

Village of Manchester

The Village of Manchester was deeded to John Gilbert in 1826 and platted. The Village began to grow in 1837 along the banks of the River Raisin, which had yet to be settled due to the boggy ground and tree stumps. A bill to organize Manchester as a Village was approved by the State Legislature on March 16, 1867, and the Village's first election was held two days later. The Village's first settlers came from New England, and by the 1880's, many German immigrants had moved to the area to open businesses and establish farms. In the late 1960's, Manchester's Chamber of Commerce organized a movement to coordinate the appearance of the downtown by accenting the existing Nineteenth Century architecture (source: www.vil-manchester.org).

Manchester Township

Manchester Township was created by an Act of the Michigan Legislature approved on March 11, 1837. The first Township meeting was held at the Manchester schoolhouse on Monday, April 3, 1837 to elect the first officers and to enact resolutions for governance. Excluding the area of the Village, Manchester Township is comprised of approximately 23,360 acres. The area includes much of the Burr Oak Plains, several lakes and the River Raisin, which enters the Township in its northwest section. Between its entrance in the northwest section and its exit in the northeast section, the river falls 40 ft. Three dams are located along the river within the Township and were built as the Village of Manchester began to grow in the 1830's. The Old Village Hall (built in 1867) served as the Township Hall until 1979, when a new Township Hall was constructed in the Village (source: www.twp-manchester.org).

Existing Land Use

A basic element in planning the future of all communities is the consideration of existing land use types and patterns. The Existing Land Use Map included within this chapter depicts the land development patterns within both the Village and the Township.

Mapping of existing land use has been updated from aerial photographs and verified by field observation, and was developed based upon data analyzed by SEMCOG. The acreage of existing land uses in the Manchester Area is provided in Table 8 and Figure 11 below..

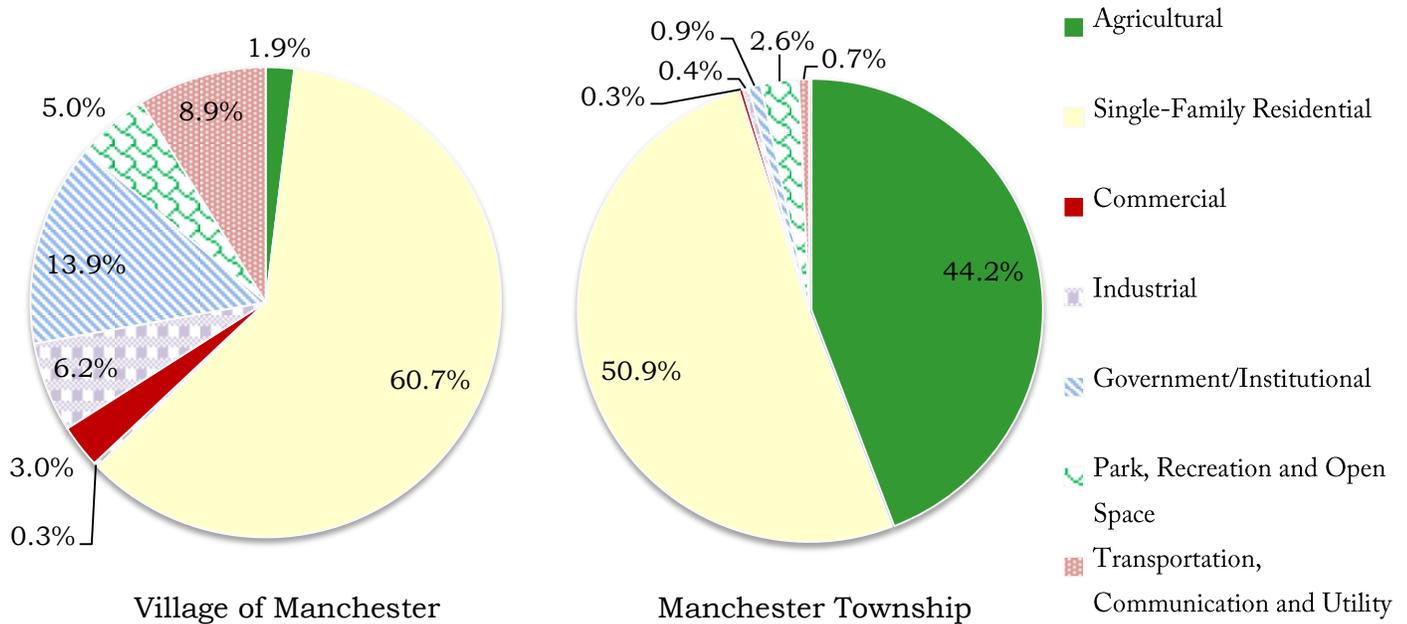
Table 8. - Combined Existing Land Uses (2008)

Existing Land Use Category	Acres	Percent Land Cover
Agricultural	10,101	41.8%
Single-Family Residential	12,442	51.5%
Multiple-Family Residential	4	0%
Commercial	102	.4%
Industrial	181	.7%
Government/Institutional	389	1.6%
Park/Recreation	672	2.7%
Transportation, Communication and Utility	284	1.3%
Total	24,175²	100%

² Total area of Township and Village combined.

Source: SEMCOG

Figure 11. - Individual Existing Land Uses (2008)



Source: SEMCOG

As demonstrated in Table 8, single-family residential and agriculture are the most predominant land uses within the Manchester community, encompassing over 22,500 acres combined (93% of the entire land area). However, most of the agricultural land in the community is located in Manchester Township. Commercial and industrial land uses continue to make up a relatively small portion of the Village and Township land area, with the majority of industrial/commercial establishments located within the Village or in close proximity to the Village.

Classifications

The following land use classifications are illustrated on the Existing Land Use Map:

Agriculture: A majority of the agricultural land within the community is located within Manchester Township. Farmsteads, barns and out buildings, plowed and planted fields, livestock, wildlife, and farm machinery all contribute to the Manchester Experience.

Single-Family Residential: Areas of improved land having one (1) residential unit per building. Parcel size ranges from dense, urban residential areas in the Village to large, rural residential areas in the Township. This classification also includes manufactured home communities, or “parks.”

Multiple-Family Residential: Areas of improved land having multiple residential units per building, including apartments, condominiums and townhouses.

Commercial: Areas used for wholesale, retail, office, entertainment, or services, plus adjacent contiguous accessory uses.

Industrial: Areas of improved land used predominantly for manufacturing or on which materials or articles are processed or semi-processed.

Government/Institutional: Land areas and facilities that are held in the public interest and are usually exempt from real property taxation. Examples include churches, educational facilities, governmental offices, and cemeteries.

Park/Recreation: Lands for which the primary purpose is for outdoor recreation or natural area conservation. This classification includes public or privately-owned parks, golf courses, or areas where the primary purpose is preservation and conservation of undeveloped natural areas.

Transportation/Communication/Utility: Improved land containing above or below-ground utility or communication facilities, including transmission lines, booster and transmission stations, county drains, detention/retention basins, and railroad yards.

Existing Development Patterns

Agricultural: Historically, the Township has had a significant representation in the livestock industry, primarily sheep. Over the years, this agricultural industry diminished and has been replaced by cash crops. The central, western, and southeastern portions of Manchester Township continue to remain characteristically agricultural. Few non-agricultural infringements have taken place within these areas; however, numerous non-agricultural land use infringements have taken place within the northern portions of the Township.

Single-Family Residential: Concentrations of single-family dwellings exist along M-52 and Austin Rd. within the northern portion of the Township or in close proximity to these roads via collector streets from rural subdivisions. This scattering of residential dwellings has infringed into agricultural areas and, in many cases, has contributed to the loss of agricultural land within the northern areas of the Township. The designated rural residential area is generally located near the Village.

Single-family residential is the primary land use in the Village. Newer housing developments include the Manchester Woods development located in the northeast corner of the Village and the Emerald Glen PUD development in the southwest corner of the Village. The older Village residences are found in the blocks defined by the original Village plat; these units are found near Main Street, near the Village core. One (1) manufactured housing community (Manchester Manor) is located within the Village of Manchester.

Multiple-Family Residential: Multiple-family residential land uses are concentrated within the Village in two clusters: The first site is located on the block between East Main and Duncan Street, while the second is located near the River Raisin at the end of Washington Street. Additional apartment buildings are located above commercial/office space in the central business district.

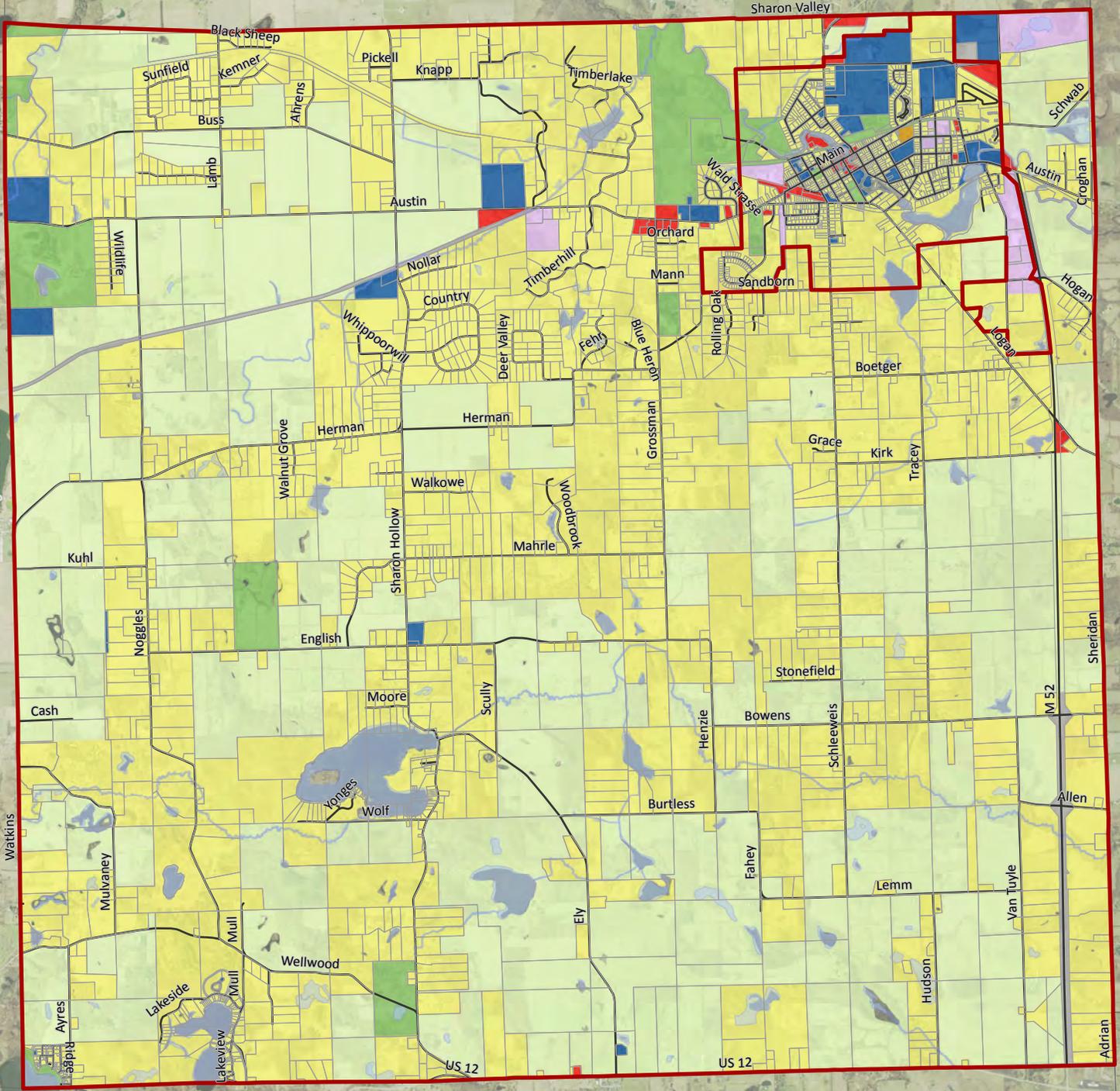
Commercial and Office: A majority of the commercial uses within the area are located within the Village. Commercial uses are concentrated along Main Street in the central business district. The central business district stretches two blocks along Main Street to the west of the river, and contains a variety of commercial and office uses. The second commercial node is located to the west of the central business district along Austin Rd. Uses within this area include more regional type commercial uses such as a grocery store and car wash. Other limited commercial and office uses are interspersed in other areas of the Village.

Industrial: Industrial, research and technology uses are concentrated along M-52 and Austin Rd. within the Village and in areas of the Township near the Village boundaries. The primary industrial area in terms of acreage and potential future expansion is located between M-52 and Parr Rd. in the southern area of the Village.

Historically, a number of industrial uses were located near the intersection of Division and Duncan Streets. These older industrial uses are surrounded by single-family residences. The Manchester Industrial Park is located south of the Village along M-52 and is the primary industrial area in the Village. Several small industrial uses are located off of Main Street, while several operations are clustered in the immediate area surrounding Manchester Village.

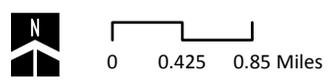
Public/Quasi-Public and Recreation: Significant land area within the Village is designated as public or quasi-public. Public/quasi-public uses include the Village and Manchester Township offices, church properties, the District Library, Manchester School District properties and the Village wastewater treatment plant and wells. The Village has an excellent recreation system, including Carr Park, Chi-Bro Park, Kirk Park, and Wurster Park. Additionally, the Washtenaw County Road Commission owns land for public/quasi-public use. There are also several land trusts and conservation easements held within Manchester Township, including the Leonard Preserve adjacent to the River Raisin.

SHARON TOWNSHIP

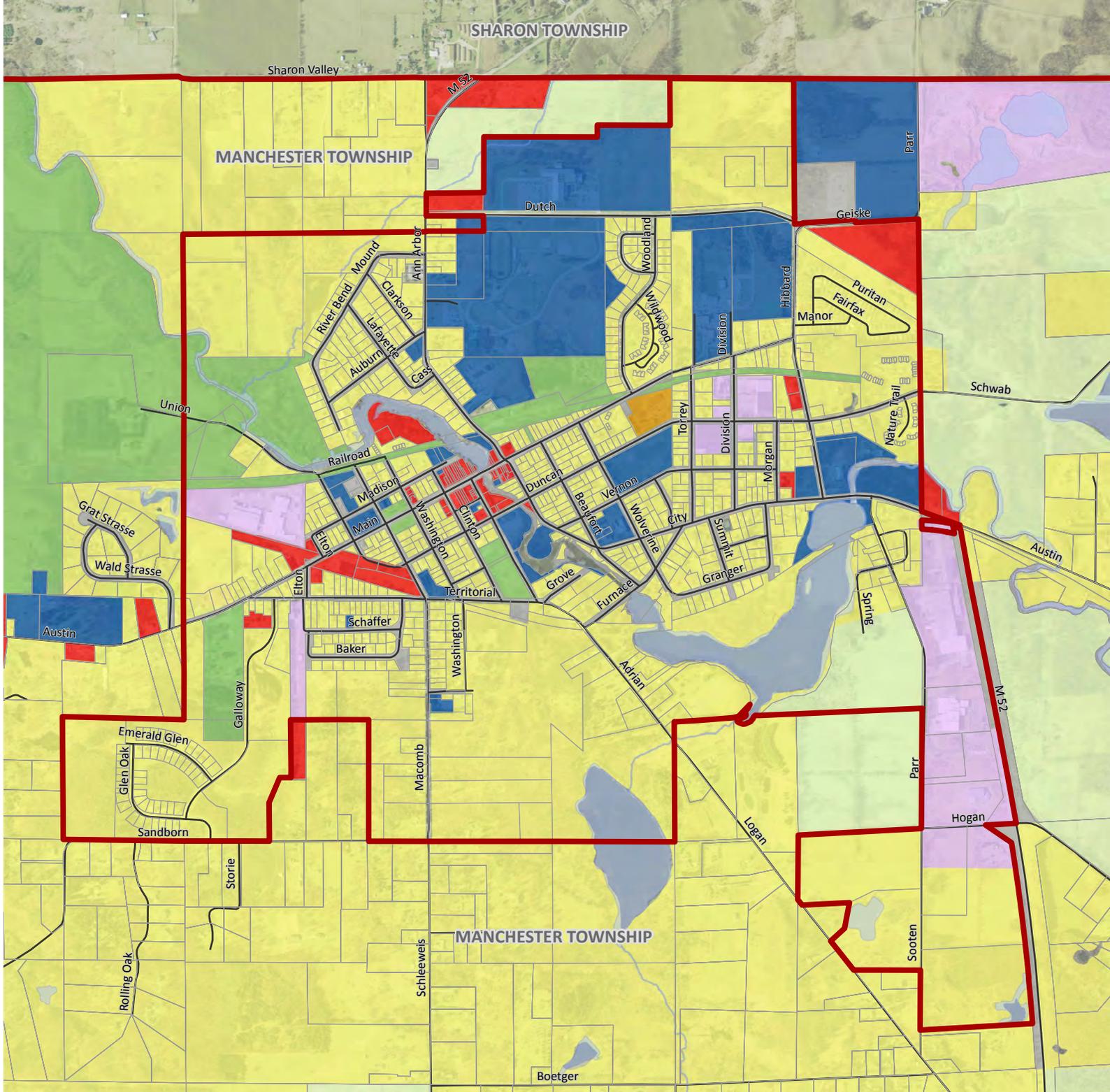


- Agricultural
- Commercial
- Governmental / Institutional
- Industrial
- Multiple-family residential
- Parks, Recreation, and Open Space
- Single-family residential
- TCU
- Rivers and Streams
- Lakes and Ponds

Map 3
EXISTING LAND USE
 Manchester Township
 Village of Manchester
 Washtenaw County



Source: Washtenaw County GIS
 SEMCOG

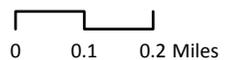


- | | | | |
|---|------------------------------|---|-----------------------------------|
|  | Agricultural |  | Parks, Recreation, and Open Space |
|  | Commercial |  | Single-family residential |
|  | Governmental / Institutional |  | TCU |
|  | Industrial |  | Rivers and Streams |
|  | Multiple-family residential |  | Lakes and Ponds |

Map 4

EXISTING LAND USE

Village of Manchester
Washtenaw County



Source: Washtenaw County GIS
SEMCOG



Neighboring Communities

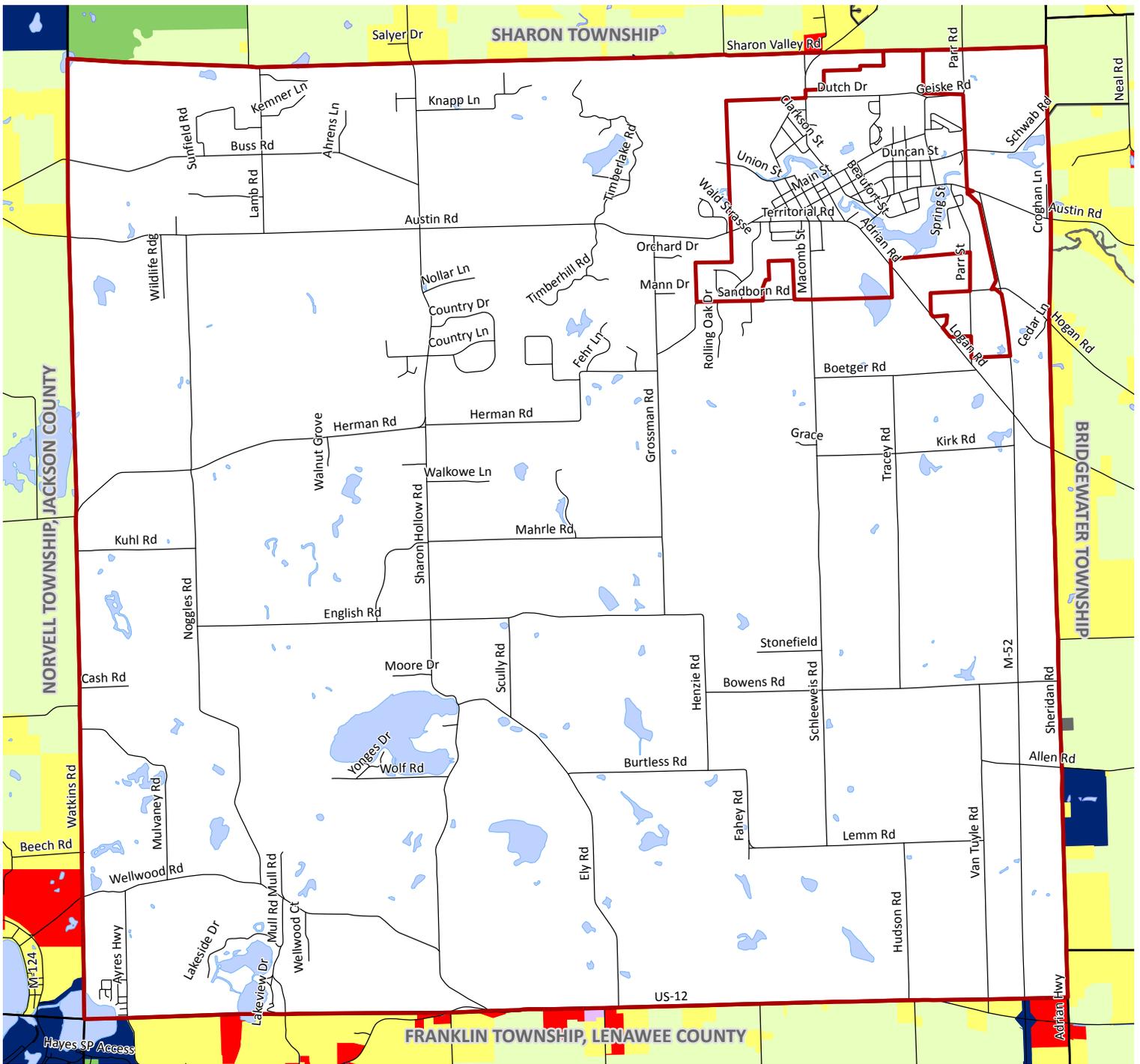
While the Future Land Use Plan chapter addresses anticipated and envisioned land uses within the Village of Manchester and Manchester Township, the Manchester community is not an isolated island unto itself; existing and planned land uses in adjacent communities can influence development patterns within Manchester. Therefore, Manchester's policy makers should be informed of the land use patterns of neighboring communities and how they can impact development within the Village and Township, and vice versa. The map on the following page illustrates a generalized version of the various existing land uses for the communities that border Manchester. These development patterns are described below:

Bridgewater Township (east): A portion of the border between Manchester Township and Bridgewater Township is delineated by Sheridan Road; the remainder is not delineated by a road. The western boundary of Bridgewater Township is primarily defined by agricultural and residential uses.

Sharon Township (north): A portion of the border between Manchester Township/Village and Sharon Township is delineated by Sharon Valley Road; the remaining border is not delineated by a road. A majority of the southern portion of Sharon Township is defined by agricultural and residential uses.

Norvell Township (west): A portion of the border between Manchester Township and Norvell Township is delineated by Watkins Road; the remaining border is not delineated by a road. The eastern and northeastern portions of Norvell Township are primarily defined by low-density residential and recreational uses, while the southeastern portion of the Township contains higher-density residential and commercial uses clustered around Wamplers Lake.

Franklin Township (south): A portion of the border between Manchester Township and Franklin Township is delineated by US-12; the remaining border is not delineated by a road. The portion of the border adjacent to US-12 is defined by residential, agricultural and local commercial uses. The northwestern portion of Franklin Township primarily contains residential uses.

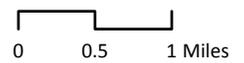


Map 5

EXISTING LAND USE OF ADJACENT TOWNSHIPS

Manchester Township
 Village of Manchester
 Washtenaw County

- Agricultural
- Residential
- Commercial
- Industrial
- Parks, Recreation, and Open Space
- Governmental / Institutional
- Transportation, Communication, and Utility
- Lakes and Ponds



Source: Washtenaw County GIS, Lenawee County GIS, Jackson County GIS, SEMCOG

Carlisle/Wortman Associates
 5-17-16



Community Facilities

Several entities share the responsibility of providing public services to the residents of the Manchester community, including the Township and Village themselves, various Washtenaw County departments, various State offices, and several school districts. The adequacy of public facilities has a direct influence on the community's ability to attract new residents, businesses, and industries and improve the quality of life of those existing within the community. Often, the impression created by a particular community is directly related to its schools, parks, libraries, public buildings, public utilities, and police and fire facilities. Note that transportation facilities and infrastructure are addressed later on within this chapter.

Municipal Offices

Manchester Township has one municipal office, its Township Hall, located at 275 South Macomb on the west side of the Village of Manchester. The Township Hall also houses the Manchester Township Fire Department station.

The taxpayers of the Village of Manchester voted in May of 2000 to purchase the Old Ford Building. The complex includes the 18,500 sq. ft. main facility at 912 City Rd. an attached 7,320 sq. ft. warehouse, two buildings and open space on the west side of Hibbard Street, the dam and millpond, and nine wooded acres on the east side of the River at the main facility site. The complex currently houses the Village offices, the Manchester District Library, the Western Washtenaw Construction Authority offices, the Manchester Area Senior Citizens office and the Washtenaw County Sheriff Department's Manchester substation. Many local community organizations utilize the conference rooms for meetings and events.

Police and Fire Services

The Manchester Township Fire Department is a volunteer fire department and operates out of the Township Hall. Members are trained to medical first responder, basic EMT, or paramedic levels. Some members have received specialized training in hazardous materials, advanced vehicle extraction, and technical rescue.

The Manchester Township Fire Department provides coverage for the northern $\frac{3}{4}$ of Manchester Township and the Village of Manchester, as well as Sharon, Freedom and Bridgewater Township. The Clinton and Sand Lake Fire Departments cover the southern quarter of Manchester Township.

The Village of Manchester has a Collaborative Police Agreement to jointly contract with the Washtenaw County Sheriff's Department for police services. The Manchester post of the Washtenaw County Sheriff's Department is housed on the lower floor of the Village Hall. Manchester Township relies on the Michigan State Police to respond to emergency calls; the Michigan State Police also patrol the state and interstate highways throughout the region.

Hospitals

While no hospitals are located within Manchester Township or the Village of Manchester, a number of hospitals and emergency medical facilities are located within the vicinity of the Manchester Community, including:

- St. Joseph Mercy Hospital – Chelsea (12 miles)
- Promedica Herrick Hospital – Tecumseh (14 miles)
- Promedica Bixby Hospital – Adrian (20 miles)
- Henry Ford Allegiance Health Hospital – Jackson (22 miles)
- University of Michigan Hospital – Ann Arbor (25 miles)

Water, Sewer and Stormwater Utilities

The Village of Manchester maintains a sewage treatment plant and provides water service to the residents of the Village. The Village Department of Public Works also owns an administrative building, a Wastewater Treatment Plant and a Wellhouse and Water Tower. Manchester Township residents rely on septic systems and wells for sewage and water.

Water Supply System: The Village water system is completely owned by the Village of Manchester. The current water production is supplied through 3 wells located centrally within the Village. The water system is compliant with the Safe Drinking Water Act (Title XIV of the Public Health Service Act).

Sanitary System: The sanitary system serving the Village of Manchester consists of 3 major elements: Collection Sewers, Pumping Stations, and the Wastewater Treatment Plant (WWTP). The system consists of a maze of gravity pipes either located under Village streets or through easements. These pipes begin as small, individual sewer lines and connect into larger interceptor sewers that transport flow to the pumping stations; the sewage is then directed toward the WWTP.

Storm System: The storm sewer system, which serves the Village of Manchester, consists of 4 major elements: Inlets, Transport

Sewers, Storage, and Outlet Sewers. A complete separation of the storm sewer from the sanitary sewer was completed in 1990, resulting in improved water quality within the River Raisin.

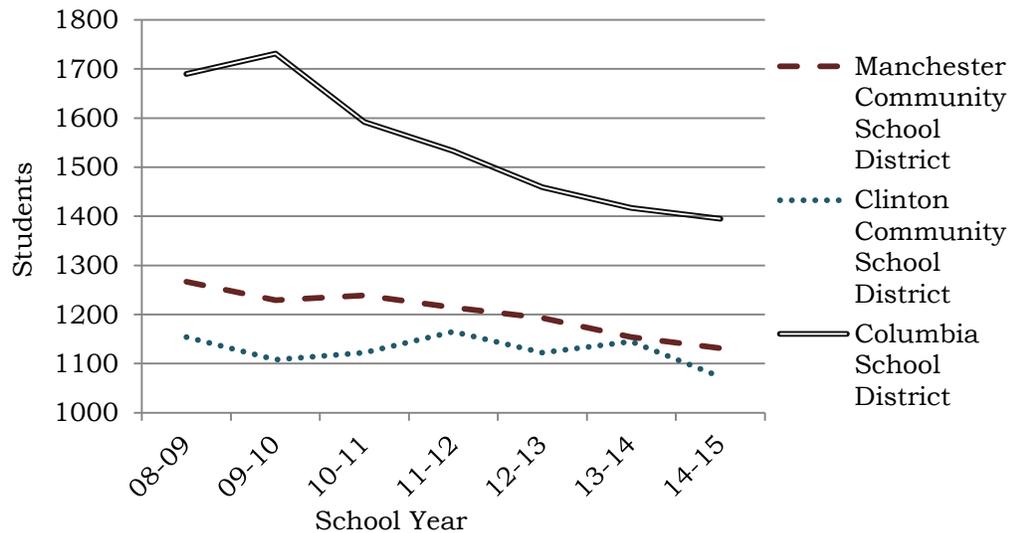
Schools

The Manchester area is serviced by three school districts: The Manchester Community School District, the Columbia Community School District, and the Clinton School District. All three school districts enjoy a high level of involvement and support from parents and citizens. In addition, each school district offers strong core academics, art education, physical education, vocal and instrumental music, Advanced Placement courses, engineering and technical courses, and many extracurricular activities.

The Manchester Community School District operates 3 schools and an administrative building within the Village of Manchester: Administrative offices, Luther C. Klager Elementary School, Manchester Middle School, and Manchester High School.

Between 2008 and 2015, enrollment within all three school districts decreased slightly. Manchester Community School District enrollment decreased by 11%, Clinton Community School District decreased by 7%, and Columbia School District decreased by 17.5%.

Figure 12. - School District Enrollment



Source: Michigan School Data. www.mischooldata.org

Graduation Rates

Per the Michigan Department of Education, the Manchester Community School District had the highest graduation rate in 2015 in Washtenaw County at 95%. (Source: <https://www.mischooldata.org/>)

Parks and Recreation

The Village of Manchester has four parks with a total area covering 35.35 acres. Other recreation facilities, such as Alumni Memorial Field, are owned by Manchester Community Schools and available for public use after school and over the summer.

Carr Park: Located on West Main St., Carr Park is the Village's largest park with 21 acres of rolling, shaded area. The Park has 4 picnic pavilions, a softball diamond, two sand volleyball courts and a farm-themed playground.

Kirk Park: Kirk Park is located between Adrian and Clinton streets, just south of downtown. Kirk Park is a sports park with two baseball diamonds, a basketball court, two tennis courts, swing sets and a jungle gym.

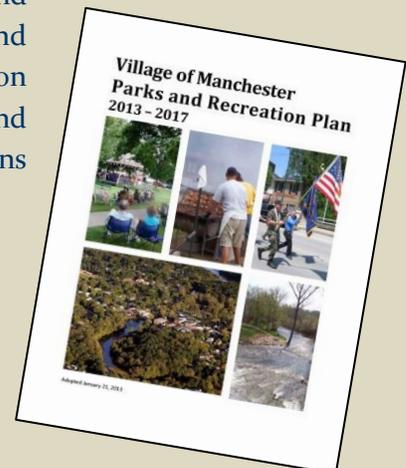
Wurster Park: Wurster Park, located on West Main St., is the historic town square. The Park's 19th-century-style gazebo hosts the summer concert series.

Chi-Bro Park: Chi-Bro Park, located on M-52 north of downtown, was donated to the Village with proceeds from the famous Chicken Broil. The park boasts a small pond and nature area, a pavilion with picnic tables, grills, play structures, sand volleyball courts, horseshoe pits, and ice rink/skateboard area.

Village of Manchester Parks and Recreation Plan, 2013-2017

The Village of Manchester updated their five year Parks and Recreation Plan in 2013. The P+R Plan guides park planning and development efforts within the Village, and contains a recreation inventory, accessibility assessment, needs assessment, goals and objectives, and action/implementation plan. The P+R Plan contains five goals for the future of parks and recreation in the community:

1. Maintain and Improve Existing Parks
2. Promote and Develop a River Raisin Greenway
3. Encourage the Establishment of a Continuous Village-wide Bike/Walkway System;
4. Continue to Improve Partnerships and Collaboration with Other Community Groups and Recreation Providers; and
5. Provide for Effective Park Administration and Funding.



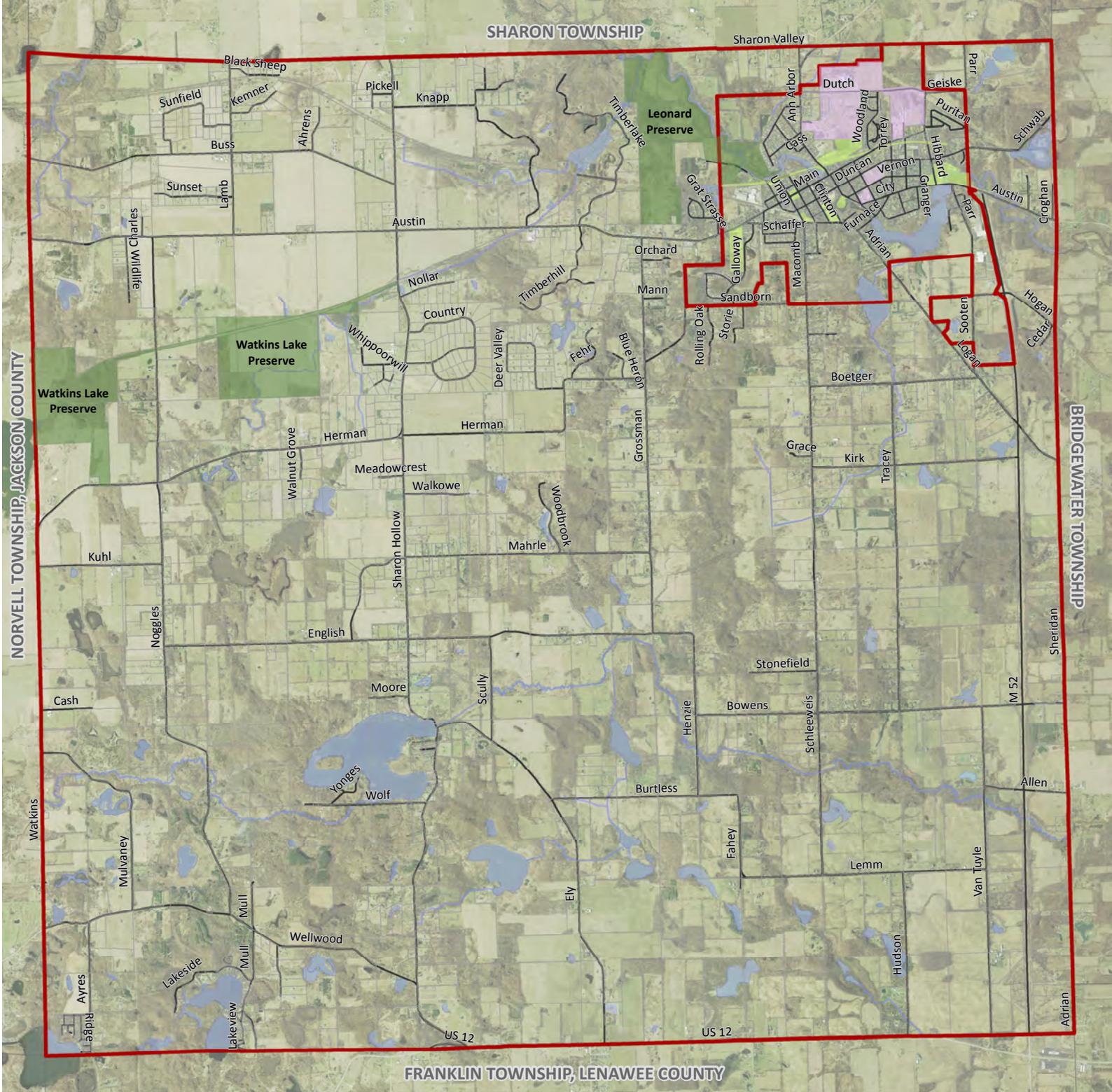
Manchester Township does not own or maintain public recreation facilities. However, the Township does contain many open spaces that are highly-desirable in terms of habitat protection, protection of the River Raisin, and the overall aesthetic quality of the community. Additionally, several land preserves and land trusts are located within the Township:

Washtenaw Land Trust: The Washtenaw Land Trust (WLT), formed by the merger of the Washtenaw County Land Conservancy and the Potawatomi Land Trust in 1999, protects land primarily through conservation easements and title donations. WLT holds a 106.8-acre conservation easement within Manchester Township.

Raisin Valley Land Trust (RVLT): The RVLT is a local, private, non-profit corporation dedicated to the preservation of natural areas and farmland in the River Raisin watershed. The RVLT holds two conservation easements within Manchester Township.

Washtenaw County Parks and Recreation – Natural Areas Preservation Program (NAPP): NAPP was established by a county-wide voter approved millage to acquire sensitive lands for preservation purposes. The NAPP is overseen by the Washtenaw County Parks & Recreation Commission which, to date, has purchased a total of 567 acres in southwestern Washtenaw County, including the 259-acre Leonard Preserve in the northeast portion Manchester Township. The preserve boasts a rich and diverse landscape, including rolling hills, woodlands, wetlands, prairie, and former pasture land. Leonard Preserve features over four miles of nature trails, and is home to wood ducks, coyotes, blue racers, and turtles.

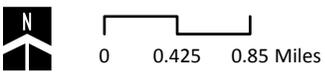
The Washtenaw County Parks and Recreation Commission, in collaboration with the Michigan Department of Natural resources (MDNR) and The Conservation Fund, also recently established the 1,397-acre Watkins Lake Park and Preserve. Over 400 acres of the park are located in the western portion of Manchester Township. The preserve area includes Watkins Lake, which offers habitat for migratory birds, as well as wetland, wooded and grassland areas.



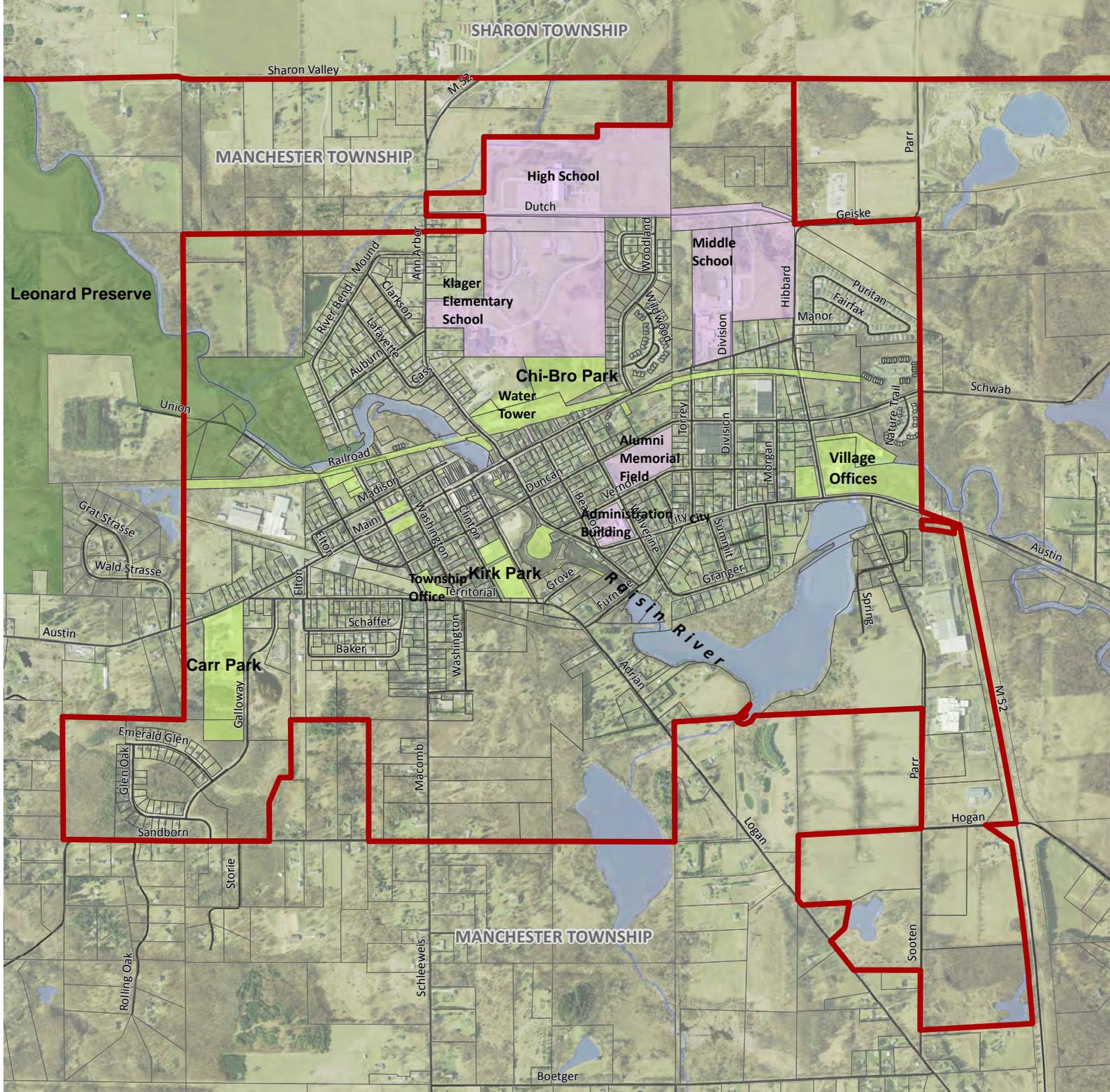
COMMUNITY FACILITIES

- Washtenaw County Parks
- Village Parks and Properties
- Schools
- Rivers and Streams
- Lakes and Ponds

Manchester Township
 Village of Manchester
 Washtenaw County



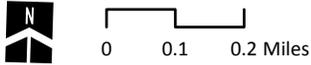
Source: Washtenaw County GIS
 SEMCOG



Map 7
COMMUNITY FACILITIES

- Washtenaw County Parks
- Village Parks and Properties
- Schools
- Rivers and Streams
- Lakes and Ponds

Village of Manchester
 Washtenaw County



Source: Washtenaw County GIS
 SEMCOG



Circulation and Traffic

The relationship between land use and the road network is a critical element of land use planning. The Manchester community's primary objective with regards to its transportation plan is to develop a roadway network which provides safe, convenient, and efficient vehicular circulation.

Every effort shall be made to maintain the established character of existing roadways within the Manchester community. New roadways should be designed in accordance with designated functions considering the integrity of the area in which it serves. The implementation of a functional transportation network depends upon a close cooperation between private developers, Village, Township, County, and State officials, and a strict adherence to sound planning principles and standards.

Public roads in the Village of Manchester are under the jurisdiction of the Village of Manchester and/or the Michigan Department of Transportation (MDOT), while roads in the Township are under the jurisdiction of the Washtenaw County Road Commission (WCRC) and/or MDOT. Although the Township does not have direct jurisdiction over County Roads, the Township can still collaborate with the County regarding proposed road improvements. Private roads are subject to private maintenance agreements.

The main routes of transportation through the Village and Township are Austin Road/Main St. and M-52. US-12 is a regional arterial roadway that provides regional access along the southern portion of the Township. These transportation systems allow access to other regional highway networks and freeway systems, including I-94 to the north, US-23 to the east, and US-127 to the west and will continue to be the principal means of access within and throughout the Manchester area.

Roadway Classifications

Roads are classified using several systems. The Federal National Functional Classification (NFC) system is the system used to access federal funds for road maintenance or improvement, while State Act 51 system is used to provide state allocations for maintenance/improvement funding. Together, these systems work to provide a hierarchy of roads that serve the community and provide access to federal and state funds.

Federal NFC System

NFC classifications include:

Interstates/Freeways: Interstates are limited access freeways that were constructed using interstate funds. Freeways that were not built using interstate funds may be designated as US or M routes, but may have a similar appearance to Interstates. Typically have directional travel lanes that are separated by some type of physical barrier. Designed and constructed to maximize mobility.

- None located within the Village or Township

Principal Arterial Roads: Principal Arterial Roads carry relatively long-distance, through-travel movements and service important traffic generators. These roads provide a high-degree of mobility through rural areas. Abutting land uses can be served directly.

- U.S. 12

Minor Arterial Roads: Minor Arterial Roads provide service for trips of moderate length, serve geographic areas that are smaller than their higher Arterial counterparts, and offer connectivity to the higher Arterial system. Minor Arterials in rural areas are typically designed to provide relatively high overall travel speeds, with minimum interference to through movement.

- M-52

Major Collector Roads: Major Collector Roads gather traffic from Local Roads and funnel them to the Arterial network. These roads generally serve intra-county travel and constitute those routes on which travel distances are shorter than on Arterial routes.

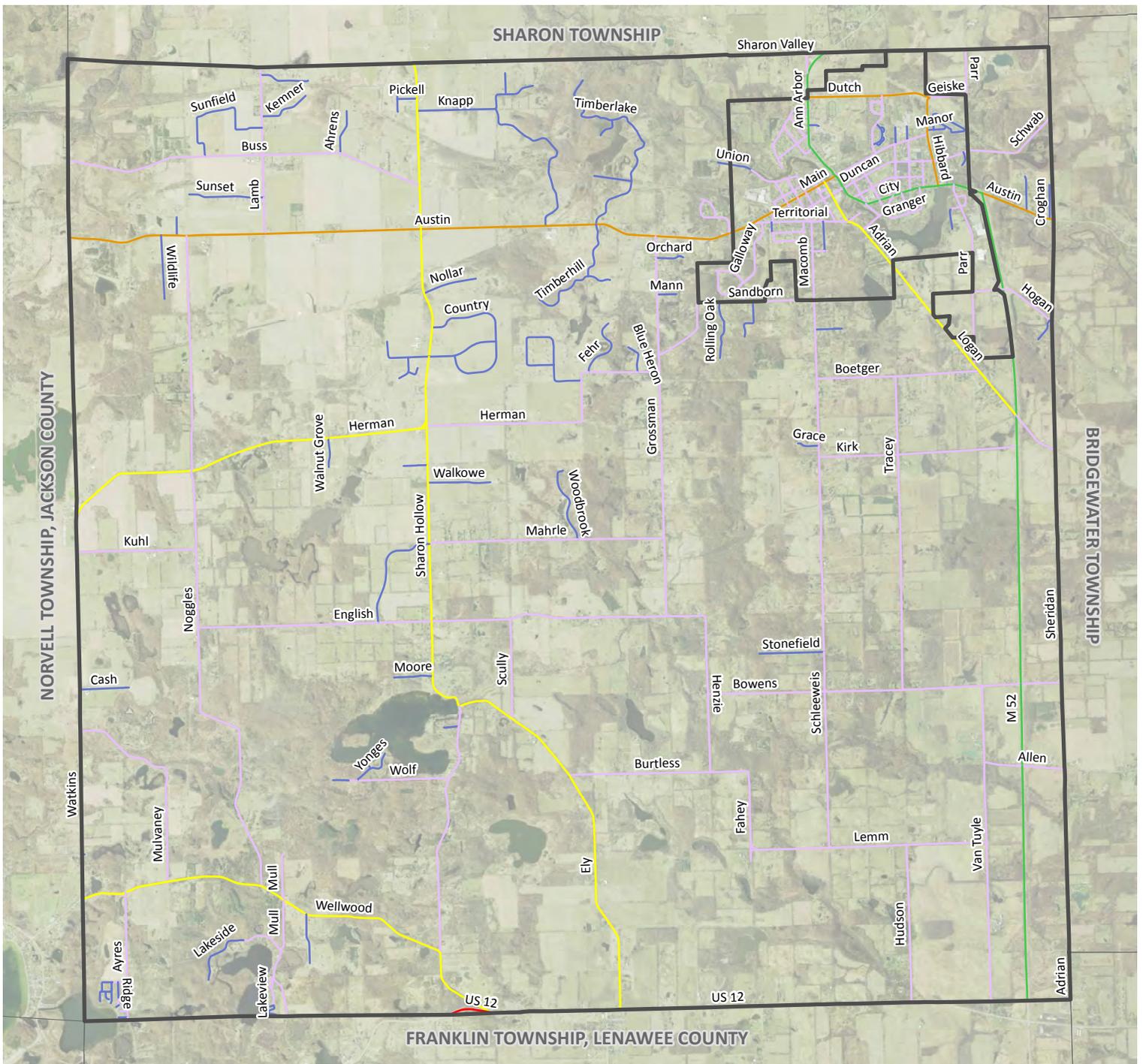
- Austin Road, Dutch Drive

Minor Collector Roads: Similar to Major Collectors, Minor Collectors serve intra-county travel. Minor Collectors are typically shorter in length than Major Collectors, have slightly lower speeds, and have lower average traffic volumes.

- Sharon Hollow Road, Wellwood Road, Watkins Road, Logan Road, and Herman Road

Local Roads: Local Roads provide direct access to residences and businesses. Not intended for long distance travel, and are often designed to discourage through traffic.

- All other public roads within the Village and Township



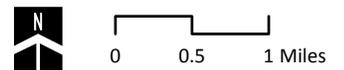
NFC Certification

- 0 - Non-Certified
- 3 - Other Principal Arterial
- 4 - Minor Arterial
- 5 - Major Collector
- 6 - Minor Collector
- 7 - NFC Local

Map 8

TRANSPORTATION ROAD CLASSIFICATION

Manchester Township
 Village of Manchester
 Washtenaw County



Source: Washtenaw County GIS
 SEMCOG



Public Act 51 of 1951 Designations

Act 51 of the Public Acts of 1951, as amended, creates the Michigan Transportation Fund (MTF) into which specific transportation taxes are deposited, sets priorities for the use of transportation revenues, and charges county road commissions with the responsibility of classifying county primary and local roads. The classifications developed by the Washtenaw County Road Commission are subject to MDOT approval. Roads designated as primary roads must be of “the greatest importance.” This determination is based on traffic volumes, primary generators of traffic served and other factors.

MDOT and the Washtenaw County Road Commission (WCRC) share responsibility for the operation and maintenance of the roadway network within the Township. MDOT is responsible for maintenance and improvement of M-52 (in the Village and Township) and U.S. 12, while the WCRC has jurisdiction over all other public roads within the Township.

Roads within the Village of Manchester and Manchester Township are classified as:

- State Trunkline Roads
- Primary Roads
- Local Roads

State Trunkline: State designated and maintained roads that carry high volume trips.

- M-52 and US-12

County Primary Roads: Higher functioning roads that carry a high amount of traffic. These roads receive considerably more state funding per mile than local roads.

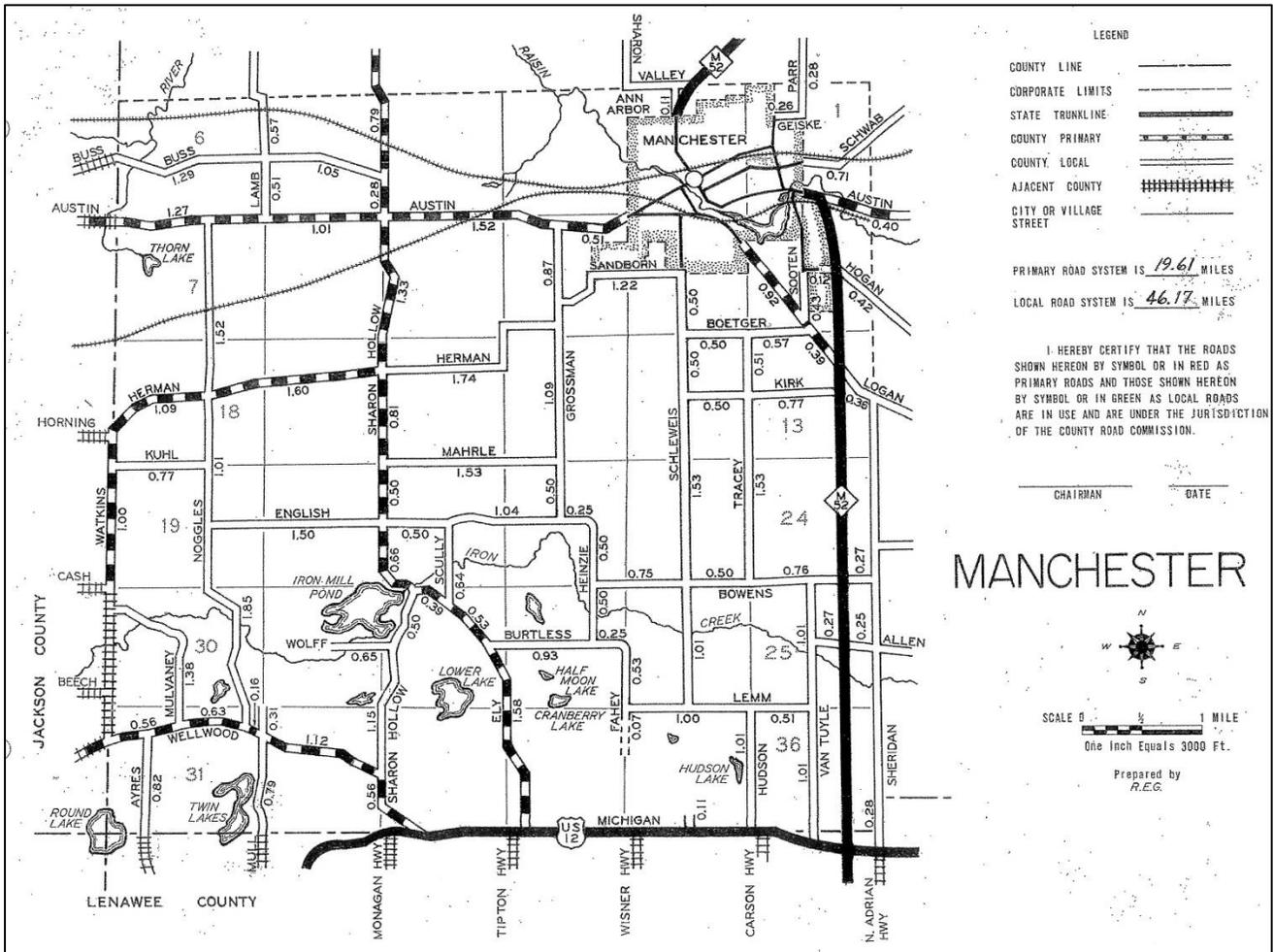
- Austin Road, Sharon Hollow Road, Wellwood Road, Watkins Road, Herman Road, Ely Road, Logan Road.

County Local Roads: Roads that provide access to local destinations and carries short-trip traffic.

- All other public roads within the Township (does not include private roads).

See [Map 9](#) on the following page for WCRC’s Manchester Certification Map.

Map 9. – Manchester Certification Map



Source: Washtenaw County Road Commission. www.wcroads.org

Natural Beauty Roads

Mahrle Road in Manchester Township is classified as a Natural Beauty Road, in accordance with Michigan Act 451 of 1994. The goal of the *Natural Beauty Roads* program is to identify and preserve designated roads in a natural, essentially undisturbed condition. In order to receive designation as a Natural Beauty road, county roads must have rare or outstanding natural beauty by virtue of native vegetation or other natural features, and must be maintained in accordance with accepted standards and practices. Widening, mowing spraying and other maintenance or improvement activities may be restricted or prohibited on designated Natural Beauty Roads.

Traffic Counts

SEMCOG conducts periodic traffic studies in order to monitor and evaluate traffic volumes throughout Southeast Michigan. Those counts taken in the Village of Manchester and Manchester Township (in 2014) are provided in Table 9, below. Traffic counts are measured in Average Annual Daily Traffic (AADT), which is the total volume of vehicle traffic of a road for a year divided by 365 days.

Table 9. – Traffic Counts

Road	Location	Speed Limit (MPH)	Average Daily Traffic Count
M-52	N. of Main St.	30	8,700
M-52	S. of Main St. to Hibbard St.	30	6,300
Dutch Dr.	M-52 to Hibbard St.	25	6,300
M-52	S. of Logan Rd.	55	5,500
M-52	Austin Rd. to Logan Rd.	55	4,700
US-12	M-52 to Watkins Rd.	40	4,400
Austin Rd./Main St.	W. of M-52 to Sharon Hollow	55	3,300
Austin Rd.	E. of M-52	55	3,200
Austin Rd.	W. of Sharon Hollow	55	2,200
Sharon Hollow Rd.	S. of Sharon Valley to Herman Rd.	55	1,700
Herman Rd.	W. of Sharon Hollow Rd.	55	900
Adrian Rd./Logan Rd.	S. of Main St. to M-52	25	300
Sharon Hollow Rd.	S. of Herman Rd.	55	200
Wellwood Rd.	W. of Sharon Hollow	55	200
Ely Rd.	E. of Sharon Hollow Rd. to US-12	55	200

Source: SEMCOG Maps. <http://maps.semco.org/TrafficVolume/>

Per SEMCOG, the greatest volumes of traffic within the Manchester community are found along M-52, U.S. 12, and Austin Rd./Main St.

Capital Improvements

The 5-year WCRC Capital Improvements Plan (CIP) is a dynamic document that is revised and approved by the Board of County Road Commissioners on an annual basis. The CIP identifies and ranks transportation improvement needs on county roadways and bridges over

a 5 year period. County staff then uses objective criteria to evaluate and score potential projects. The 2015-2019 CIP identifies several county-wide projects (i.e. resurfacing and mapping), but no specific projects are denoted within the Village of Manchester or Manchester Township.

The Washtenaw Area Transportation Study (WATS) Transportation Improvement Program (TIP) participates in the process used by the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) for programming transportation improvements. Submissions for transportation improvements (motorized, non-motorized and transit capital) require cooperation between local agencies and WATS.

To be included in the current TIP and in order to receive federal funding, projects must be part of the current Transportation Plan for Washtenaw County. The Transportation Improvement Program for 2014-2017 includes guardrail, sign and culvert improvements along Austin Rd. east of M-52 and the improvement of the Main St. bridge in downtown Manchester.

Public Transit Service

The Manchester area has very limited transit service available. The Manchester area's primary transit service is provided by a non-profit, volunteer-based service through Manchester Senior Citizens (MSC). Senior citizens and persons with disabilities who live in the Village of Manchester are provided trips for medical, shopping, and recreational trips. Demand response and group trips are provided by the MSC. Hours of service are variable, but generally range from 8:00 a.m. to 6:00 p.m. Monday-Friday, with no weekend or holiday service. In addition to providing transit trips, the service delivers meals on wheels during the service hours.

Other Transportation Plans

Several other local, county, regional, and state-wide plans highlight transportation goals and policies that impact the Village of Manchester and Manchester Township. These plans include:

Comprehensive Plan for Washtenaw County.

Village of Manchester Downtown Development Association Plan

Washtenaw Area Transportation Study (WATS) Transportation Improvement Program

WATS 2040 Long-Range Transportation Plan

Transit Plan for Washtenaw County

Washtenaw County Non-Motorized Plan

Natural Features

The Manchester area is distinguished by a wide variety of natural features. The community offers a diversity of woodlands, streams, wetlands, open spaces and topographic features which contribute to the area's high quality of life. As part of the Master Planning process, it is important to examine the community's various natural resource characteristics in detail to determine opportunities and constraints for development, as well as weigh the value of preservation.

Topography

Manchester is characterized by a rolling topography. The term topography is used to refer to slope, which is an integral part of the natural drainage system. The natural stability of a slope is dependent on the interaction of vegetation, climate, soil, and underlying geology. Natural slopes that have not been disturbed by human activity are generally stable, at least in the short term. Soil type, particle size, permeability, vegetative cover, organic matter, and moisture content vary the rate of erosion on a particular slope.

Significant slope and attractive topography is concentrated in the southwest corner of Manchester Township. The Manchester area is considered to be a part of the Irish Hills system – a popular tourist area in Southeast Michigan known for its beautiful natural scenery and rolling hills. Within the Township, topography ranges from relatively flat areas to gently rolling hills.

The highest point in the Village lies in the extreme southwest corner at an elevation of approximately 1,010 feet above sea level. The lowest point in the Village is found along the bank of the River Raisin where it crosses the east Village limit.

Soils

An understanding of soil characteristics is essential to the development of a community in a manner that minimizes construction costs, risks to public health, and environmental impact. Soil types within the Manchester area are identified in the Washtenaw County Soil Survey prepared by the U.S. Natural Resource Conservation Service (formerly the U.S. Soil Conservation Service). Detailed soil maps are available

through Washtenaw County or the Natural Resource Conservation service.

The soils deposited in the vicinity of Manchester are the Fox-Boyer-Fox variance association. These soils were formed in water-sorted sediments and are described as level to moderately steep, and well-drained soils that have a moderately fine textured/coarse subsoil.

Water Resources

Manchester is rich with regards to its water resources. Therefore, the Village and Township must make strong efforts to protect and maintain a clean, safe and adequate supply of water. Clean water is essential to ensure the continued success and health of the community; this includes both safe drinking water and water suitable for agricultural and household uses.

Watersheds: The Village of Manchester and Manchester Township are located entirely within the River Raisin Watershed. The northern two-thirds of Manchester Township is located in the Upper River Raisin Sub-Basin, while the southern third is located in the Iron Creek Sub Basin, as illustrated in [Map 10](#). A small portion of southern Manchester Township is located within the Evans Creek Sub-Basin.

Surface Water: Surface water is comprised of lakes, ponds, rivers/streams and their tributaries. The primary surface water within the Manchester community is the River Raisin. The River Raisin runs through the northeast portion of Manchester Township, through the Village of Manchester, and southeastward toward Bridgewater Township, on its way through Lenawee and Monroe Counties out to Lake Erie.

Other primary waterways/water bodies within Manchester include Iron Creek, Iron Mill Pond, Lower Lake, Twin Lakes, and Round

Map 10. - River Raisin Watershed Sub-Basins



Source: Washtenaw County

Lake. Streams, lakes, ponds and wetlands are part of the Manchester area's storm drainage system. In total, there are approximately 745 acres of lakes and 30 miles of streams/ivers within Manchester Township and the Village of Manchester.

Wetlands: Wetlands are another significant component in the water resource system. The term "wetlands" encompasses a variety of ecosystem types, which are classified by the depth of water and the typical vegetation that grows in each. Examples include inland marshes, wet meadows, mudflats, ponds, bogs, and wooded swamps. Combined, the Village and Township contain approximately 3,600 acres of wetlands, most of which are adjacent to lakes, rivers or streams.

Wetlands play an important role in controlling flooding and treating polluted stormwater runoff to improve water quality. During storm events, wetlands hold runoff and release it slowly to adjacent streams and lakes, which helps to reduce "flashy flows" and reduce stream bank erosion. During wet periods, the wetlands absorb water, thereby reducing shoreline flooding around lakes. During dry periods, the wetlands release water to the lakes to help maintain lake levels. Wetlands also maintain water quality by filtering sediment and pollutants before they reach the lakes and streams.

Floodplains: A floodplain is an area adjoining a lake, stream, river, or pond that receives excess water from flooding. Floods are a natural occurrence in the hydrologic cycle. A well-defined floodplain is produced when flooding repeats in the same area. Water exceeding the normal average level is "stored" as a temporary lake across a floodplain. As long as the overflow water remains in the floodplain, this water volume is not added to the floodwater moving downstream. When floodplain storage is prevented by restricting the water flow to a channel, the volume and size of the flood may be increased downstream, causing higher water levels and more damage.

Floodplain areas are measured, or delineated, to indicate the probability of a flood occurring at a given location. The probability is typically measured in 50, 100, or 500 year increments. Floodplain delineation is required for home and business construction loans, as well as the National Flood Insurance

Program (NFIP). The NFIP accepts the 100 year floodplain as the minimum standard for protection. A 100 year flood is a flood which has a probability of reaching a given elevation once in 100 years, or has a 1% chance of occurring in any given year.

The River Raisin drainage system in the northeastern portion of Manchester Township is the most prominent watercourse to have a designated 100 year floodplain. Other drainage systems, including Iron Creek, have unique characters and are quite extensive, extending through central portions of the Township.

Groundwater Recharge Areas : Water which is stored in and slowly filtered through underground geologic formations is referred to as groundwater. An aquifer is a geological formation that contains sufficient groundwater to supply wells, lakes, springs, stream and/or wetlands. Precipitation reaches an aquifer by downward percolation from the surface. Land which readily permits water to move downward into an aquifer is referred to as a groundwater recharge area. Groundwater recharge areas are highly generalized and it must be emphasized that the boundaries are not precise.

Wetland and Floodplain Regulations: Several State statutes exist that provide protection for wetlands, floodplains and other water resources. Together, the controls instituted by these legislative policies can be used to preserve the natural resources of the Village and Township, and protect the rural-preservation concept that is the guiding principle of this Master Plan.

One important statute is the Michigan Natural Resource and Environmental Protection Act [Public Act 451 of 1994], which was enacted to protect the environment and natural resources of the State by codifying, revising, consolidating, and classifying related laws. The Act regulates the discharge of certain substances into the environment by restricting the use of certain lands, water and other natural resources. The law contains the following specific sections:

- *Part 31* [formerly known as the Floodplain Regulatory Authority (P.A. 167 of 1968)] regulates activity within the 100-year floodplain and floodways of watercourses

containing a drainage area of greater than 2 square miles. Wetlands are often found in floodplain areas due to the topography and inundation of water at certain times of the year.

- *Part 301* [formerly known as the Inland Lakes and Streams Act (P.A. 346 of 1972)] regulates dredging, filling and construction, in, over and below the ordinary high water mark in State waters. This typically includes adjacent shores and contiguous wetlands.
- *Part 303* [formerly known as the Goemaere-Anderson Wetland Protection Act (P.A. 203 of 1979)] provides for the preservation and proper management of wetlands and is administered by the Department of Natural Resources. Permit applications are required for alterations in wetlands that fall under the jurisdiction of the Act.

Woodland

Areas defined as woodland refer to lands that are at least 10% stocked by trees capable of producing timber or other wood products.

Woodlands play an important role by stabilizing soil and slowing runoff and erosion resulting from flooding and high winds. Careful management of woodlands must be of prime concern. Land uses and development patterns that permit the land to remain forested should be encouraged.

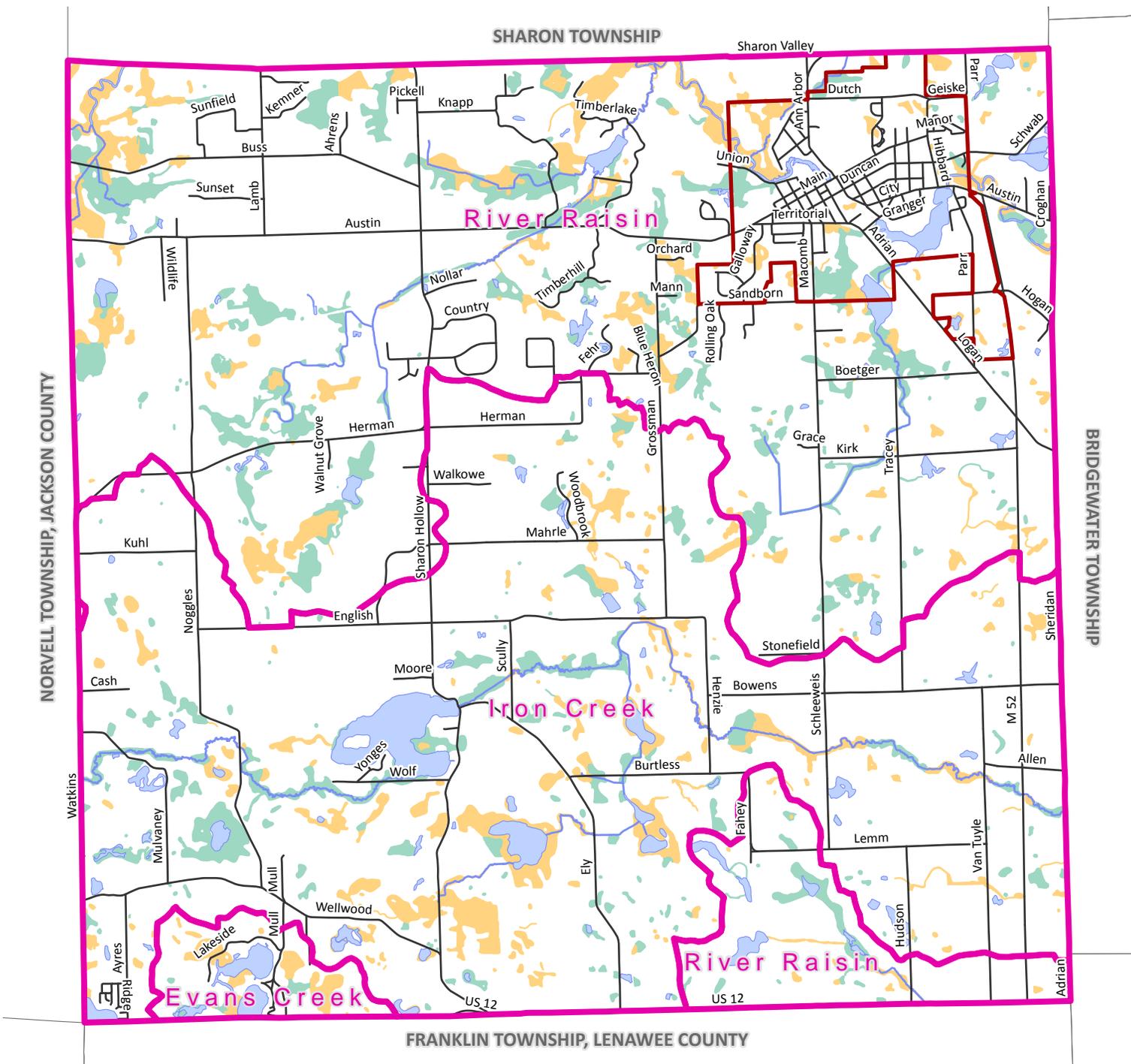
Woodland areas provide a number of benefits. For example, woodlands:

- Create a varied and rich habitat for plant and animal life. When connected with other woodlands or fencerows, woodlands provide migration paths for animals.
- Provide a source of timber.
- Provide a source of aesthetic enjoyment and provide areas for recreation.
- Moderate climatic extremes by providing shade and transpiring water.
- Protect watersheds from erosion by reducing the impact of rain on soil and by holding soil in place.

- Help recharge groundwater by holding precipitation, giving it time to percolate into the ground. Woodlands also help to filter percolating water.
- Filter the air by absorbing pollutants.
- Absorb sound and act as buffers between land uses.

Woodland areas in the Village and Township are typically found in conjunction with other natural resource features, most notably wetlands. An upland conifer stand crosses the northern boundary of the Village west of M-52, while a second stand crosses the Village line to the south of Carr Park. Upland hardwood stands are located in the southern and northeastern portions of the Village.

Woodland areas are scattered throughout the Township. Almost half of the Township's woodland areas are over forty (40) acres in size; woodlots of this size can support various types of wildlife and can act as small ecosystems within themselves.

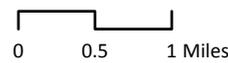


Map 11

NATURAL FEATURES

Manchester Township
 Village of Manchester
 Washtenaw County

- Forested/Shrub Wetland
- Emergent Wetland
- Major Watershed Subbasins
- Lakes and Ponds
- Rivers and Streams



Source: Washtenaw County GIS
 SEMCOG



4. GOALS, OBJECTIVES AND STRATEGIES

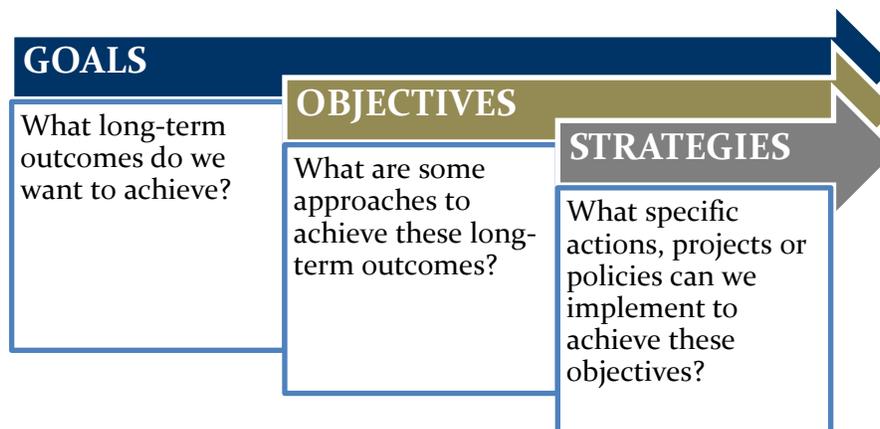
The adoption of community goals and objectives is a vital step in the master planning process. The desires and needs of Manchester Township and Village residents, property owners and business owners must be properly interpreted so that workable solutions can be achieved. The Master Plan therefore requires careful analysis of the various factors that characterize the Manchester community and the specific problems to be faced.

While goals and objectives tend to be general in nature, strategies set forth a particular approach or position to be taken when resolving a planning issue. Strategies are specific actions aimed at achieving particular goals and objectives. Clearly defined statements of strategy can go far to minimize arbitrary decisions and substantiate intelligent, objective decisions.

Goals are overall broad statements that provide a focus for future discussions.

Objectives are more specific planning statements used to qualify the goals and provide more detailed direction for planning efforts.

Strategies are very specific, action-oriented statements that would help achieve the goals and objectives. Strategy statements provide justification to revise or draft new ordinances or regulations or finance specific capital improvements.



These goals and objectives were derived through a review of the existing conditions of the Manchester community, future trends, and the results of a series of joint workshops.

Summary of Goals

The following statements reflect the primary goals of the Manchester community. These are followed by more detailed objectives and strategies on the subsequent pages.

- Preserve the rural character of the Manchester area through growth management and the preservation of natural resources and agricultural activities.
- Collectively provide a range of diverse, high-quality housing types based on utility and infrastructure capacity, neighborhood character, population needs and supportive amenities while protecting the integrity of existing residential and agricultural areas.
- Develop and maintain high-quality commercial areas that are compatible with the character of existing neighborhoods, the road network, and land use patterns.
- Promote high-quality light-industrial development within the Manchester community in a manner that generates little to no impact on the environment or adjacent residential uses.
- Conserve and enhance the community's abundant natural resources, including lakes, rivers, wetlands, woodlands and rolling topography.
- Provide public quality services and community facilities consistent with the small town and rural character of the community.
- Provide a variety of safe, efficient modes of transportation to meet the needs of Village and Township residents and visitors.



PRESERVATION OF RURAL CHARACTER

GOAL: *Preserve the rural character of the Manchester area through growth management and the preservation of natural resources and agricultural activities.*

OBJECTIVE I

Preserve existing open space and agricultural land.

STRATEGIES

1. Through planning and zoning, discourage the encroachment of incompatible non-agricultural uses into the agricultural areas of the Township.
2. Continue to regulate the division of land and development of private roads within the Village and Township.
3. Support the Washtenaw County Purchase of Development Rights (PDR) Program (Preserve Washtenaw), or develop a Transfer of Development Rights (TDR) program to limit development in the community's rural areas.
4. Work with landowners, land trusts and similar organizations to establish conservation easements as a strategy to preserve agricultural land.

OBJECTIVE II

Support stable and innovative agricultural-type operations.

STRATEGIES

1. Develop model zoning ordinance language to allow agri-business activities (such as agricultural processing, hobby farms and u-pick businesses) in agricultural zoning districts to add value to the products generated in the Manchester area.
2. In areas where residential or commercial development is located adjacent to agricultural lands, provide or require a land buffer/landscaping to protect land value.



RESIDENTIAL LAND USE

GOAL: *Collectively provide a range of diverse, high-quality housing types based on utility and infrastructure capacity, neighborhood character, population needs and supportive amenities while protecting the integrity of existing residential and agricultural areas.*

OBJECTIVE I

Direct more intense residential density toward the Village and the Growth Transition Area.

STRATEGIES

1. Adopt development regulations that direct growth towards the Village and Growth Transition Areas, thereby preserving farmland, woodlands, and open space.
2. Allow residential density levels that correspond to available infrastructure (sewer, water and roads) and adjacent land uses.
3. Promote clustering, PUD, traditional neighborhood design and other techniques to encourage more compact growth patterns.
4. Allow existing manufactured housing, and provide for future capacity by appropriately zoning land near the existing manufactured home park

OBJECTIVE II

Provide for a range of housing options for residents of all ages, income levels, and physical capabilities.

STRATEGIES

1. Support the development of senior housing in the Manchester area with incentives such as density bonuses in PUD developments where units for seniors are proposed.
2. Senior housing should be pedestrian-oriented, integrated with other residential areas, be located in

close proximity to the Village, and should be serviced by public water and sewer.

3. Improve living amenities in all residential neighborhoods by encouraging quality housing design, and by providing access to usable and convenient open space, schools, commercial areas, and other community facilities.
4. Maintain affordable housing options, including rental housing.

OBJECTIVE III

Ensure that residential development respects the character of existing neighborhoods, residential building patterns, natural features, and important historic/architectural structures.

STRATEGIES

1. Preserve and enhance the older, small town residential character of the Village by promoting visual compatibility with regards to building size, setbacks, and architectural features.
2. Strengthen and protect the viability of residential neighborhoods by limiting incompatible non-residential intrusions into residential areas, and by separating intrusive commercial and industrial areas from residential areas with open space and other buffers.
3. Encourage the preservation of historic housing throughout the Manchester area. Maintain historic districts to preserve historically significant housing and other buildings.
4. Protect historic resources, promote their revitalization, and promote increased public awareness of local preservation activities and efforts.



COMMERCIAL LAND USE

GOAL: Develop and maintain high-quality commercial areas that are compatible with the character of existing neighborhoods, the road network, and land use patterns.

OBJECTIVE I

Maintain the Village of Manchester as the central place for commerce within the area.

STRATEGIES

1. Limit the amount of general commercial development that is permitted outside of the Growth Transition Area.
2. Guide the location of general commercial uses towards major thoroughfares within the Growth Transition Area to protect downtown businesses and their patrons.
3. Guide development to foster the responsible use of land and natural features, and to make the best use of existing public services, utilities and infrastructure.

OBJECTIVE II

Preserve and strengthen the existing character of Downtown Manchester as a historic, pedestrian-scaled community, with traditional site and architectural design.

STRATEGIES

1. Encourage and permit mixed-uses with a village-scale character.
2. Evaluate the Central Business District zoning district to ensure accommodation of a compatible and complementary mix of uses within the downtown area.
3. Encourage upper story residential and office space to create a twenty-four (24) hour downtown supported by residents who can live, work and play downtown.
4. Encourage high quality site and building designs that contribute to strong neighborhoods, vital shopping districts, and desirable employment centers.

5. Encourage restoration and reuse of existing historic structures to support and promote economic investment in the traditional downtown core.
6. Improve the Village of Manchester's image through streetscape improvements, landscaping, and signage controls, as well as enforcement of Building Code and Blight Ordinance standards.
7. Further promote the River Raisin as a natural and cultural asset to the Downtown area.

OBJECTIVE III

Promote the planned development of limited commercial uses in appropriate locations outside of the Growth Transition Area.

STRATEGIES

1. Limit commercial development outside of the Growth Transition Area to local retail, convenience, personal and professional services.
2. Discourage the location of large format retail (or "Big Box" stores) and regional shopping centers within the Manchester area.
3. Promote planned, compact commercial centers that fit in with the character of existing residential and agricultural areas.
4. Ensure that commercial development will not adversely impact adjacent residential areas with regards to traffic, intrusive lighting, lack of screening or buffering, and incompatible architecture.



INDUSTRIAL LAND USE

GOAL: Promote high-quality light-industrial development within the Manchester community in a manner that generates little to no impact on the environment or adjacent residential uses.

OBJECTIVE I

Promote the development of light industrial uses in appropriate areas of the Growth Transition Area while maintaining the character of existing residential neighborhoods.

STRATEGIES

1. Plan for industrial uses in those areas which have sufficient facilities and services to adequately support industrial activity, including adequate transportation access, sanitary sewer, storm drainage, and municipal water service.
2. Lend support to well-planned and adequately developed industrial parks in the community. Such parks should provide sites that meet long-term functional needs of industry in an attractive industrial setting to provide local job opportunities.

OBJECTIVE II

Minimize the impact of industrial land uses on the environment and adjacent land uses.

STRATEGIES

1. Require adequate setbacks for industrial operations, landscape buffers and greenbelts to minimize visual and environmental conflicts with adjoining land uses.
2. Tailor zoning regulations to promote clean industrial uses, and discourage large, heavy industrial uses in inappropriate locations.
3. Enforce regulations controlling industrial nuisances such as noise, odor, dust, vibration, outdoor storage, and intensive truck impacts, and revise, improve, or create regulations when deemed necessary.
4. Encourage high quality site and building designs that contribute to the aesthetic appearance of the Manchester community.



NATURAL FEATURES

GOAL: Conserve and enhance the community's abundant natural resources, including lakes, rivers, wetlands, woodlands and rolling topography.

OBJECTIVE I

Protect the Township's surface and groundwater resources.

STRATEGIES

1. Promote regulations regarding impervious surface management and supplemental storm water regulations to protect watershed areas.
2. Minimize surface water pollution from lawn chemicals, road salt, and sediment contained in stormwater by encouraging innovative stormwater best management practices (BMP's) in developments throughout the Manchester area. Encourage low-impact development (LID) strategies to minimize stormwater run-off.
3. Site commercial and industrial land uses that use or process hazardous materials away from environmentally sensitive lands or aquifer recharge areas.
4. Protect and enhance the River Raisin, tributaries and watershed. Collaborate with Washtenaw County and the River Raisin Watershed Council when possible to improve water quality.

OBJECTIVE II

Protect the Township's natural landscape, including topography, wildlife habitat, and woodland areas.

STRATEGIES

1. Encourage the preservation of coordinated open space systems that are contiguous between development projects. Promote an interconnected system of natural environmental corridors, including wetlands, woodlands and open fields, to facilitate the movement of wildlife across areas

2. Utilize the planned unit development (PUD) option to establish permanent easements for open space or agricultural use on common lands and to protect designated natural features within environmentally sensitive areas.
3. Discourage development in areas of steep slopes and consider greater setbacks for bluff areas.
4. Encourage the use of P.A. 116 Farm and Open Space agreements. Additionally, consider the use of purchase/transfer of development rights and conservation easements as a method of preserving open space and natural features.
5. Coordinate with adjacent communities in the preservation of natural resources and open space.
6. Coordinate with the Washtenaw County Department of Parks and Recreation, land trusts, the Natural Areas Preservation Program, the Washtenaw County Purchase of Development Rights program (County Planning) and other entities, as appropriate, to facilitate acquisition of open spaces and the preservation of agricultural land through such means as conservation easements and purchase of development rights.

OBJECTIVE III

Manage the community's air quality, noise levels, light pollution, and other visual intrusions by ensuring proper separation between residential and incompatible non-residential areas.

STRATEGIES

1. Attract environmentally low-impact industries such as hi-tech or research related uses.
2. Enforce industrial performance standards for noise, vibration, fumes, gases, glare, etc.
3. Adopt air quality monitoring programs in conjunction with county health department and MDEQ air quality officials.



COMMUNITY FACILITIES AND SERVICES

GOAL: *Provide public quality services and community facilities consistent with the small town and rural character of the community.*

OBJECTIVE I

Establish a Growth Transition Area (GTA) to carefully guide growth towards the Village while preserving farmland, woodland and open space.

STRATEGIES

1. Consider the Village of Manchester's current and potential sewer and water service zones as the appropriate boundaries for the Growth Transition Area.
2. Ensure that new higher-density development will generally occur in a compact pattern within the Growth Transition Area where public services and paved roads can be provided effectively.
3. Establish a procedure for the Village and Township to jointly review new developments located within the Growth Transition Area.
4. Ensure that the Village and Township cooperate in the development of a coordinated planning and zoning program aimed at guiding growth in a sustainable pattern, utilizing the Growth Transition Area as the center for most growth.
5. Establish a Growth Transition Area policy for the review and potential expansion of its boundaries.
6. Prohibit "leap-frogging" or inappropriate extension of infrastructure improvements.
7. Encourage adequate broadband access

OBJECTIVE II

Provide adequate and affordable sewer, water and stormwater services within the Growth Transition Area.

STRATEGIES

1. Prepare and adopt a Capital Improvement Plan for development and maintenance of public water and sanitary sewer systems. Public utility extensions should be coordinated with the MCJPC's policies for the Growth Transition Area.
2. Discourage the extension of public sewer and water into undeveloped rural areas/open space unless necessary to protect the health and welfare of the community or surrounding communities.
3. Ensure that on-site drainage facilities adequately deliver surface water runoff to established, open and natural drainage courses via non-impervious routes, where feasible.
4. Determine storm drainage requirements when evaluating development density and suitability of a site for development.
5. Ensure that stormwater retention/detention facilities are provided on private property as part of a site development plan, or as part of area-wide drainage systems.
6. Identify areas of the Township where flooding is a concern and identify necessary improvements. Coordinate with the Village Department of Public Works, the Washtenaw County Road Commission, and MDOT where roadside drainage improvements are needed.

OBJECTIVE III

Ensure that adequate emergency services, such as police and fire protection, are available for Village and Township residents, property owners, and business owners.

STRATEGIES

1. Re-evaluate police and fire protection facilities and service contracts on a regular basis to determine if

modifications are needed to keep pace with new development or residential growth.

OBJECTIVE IV

Provide and maintain open space, and parks and recreation facilities to meet the needs of community residents as formulated in the Parks and Recreation Master Plan.

STRATEGIES

1. Coordinate park and open space development with the Village of Manchester Parks Master Plan and the Washtenaw County Parks and Recreation Master Plan.
2. Provide accessible recreational options for all residents.
3. Design parks to be compatible with existing natural features.
4. Support the acquisition of land as a conservation measure to preserve or to provide access to specific natural features, such as the River Raisin and woodland areas.
5. Use sound planning, financial, and operational management practices to ensure that the community's parks and recreational assets continue to contribute to a high quality of life.

OBJECTIVE V

Encourage adequate broadband access for Village and Township residents, property owners, and business owners.



TRANSPORTATION

GOAL: *Provide a variety of safe and efficient modes of transportation to meet the needs of Village and Township residents and visitors.*

OBJECTIVE I

Maintain and expand the community's road network for safe and efficient vehicular circulation.

STRATEGIES

1. Coordinate transportation improvements with the County Road Commission, state agencies, and adjacent communities, including participation in the Washtenaw Area Transportation Study (WATS).
2. Limit density of new development along rural roads. Require spacing between curb cuts to avoid conflicts in turning movements, and require pavement where needed.
3. Continue to implement access management standards for new development in order to improve the function and appearance of local streets, streetscapes and alleys; provide adequate rights-of-way and appropriate improvements for traffic volume.
4. Roads within new developments shall be funded through developer financing with subsequent dedication to a public entity or agency.
5. Adopt design standards for Village roads and private roads (in the Village and Township) that are compatible with those of WCRC and MDOT standards. Review of new public or private road proposals or improvements should encourage the preservation of natural features and should meet minimum roadway standards as adopted in the Zoning Ordinance, Private Road Ordinance, and other relevant Ordinances.
6. Provide safe traffic flow for industrial uses and separate from residential areas. Pursue secondary access points into industrial areas where possible.

OBJECTIVE II

Provide for pedestrian and non-motorized circulation throughout the Manchester Community.

STRATEGIES

1. Promote bicycle and pedestrian circulation systems as part of the transportation network in and near the Village to connect residential areas with local commercial areas, recreational facilities, educational facilities, and employment centers.
2. Encourage the development of detailed corridor plans that provide for all modes of travel and promote attractive and efficient approaches to the Village of Manchester.
3. Encourage interconnected streets and sidewalks in new residential developments. New cul-de-sacs should be connected via pedestrian pathways, when feasible.
4. Allow the option of “bonus lots” for new developments that implement innovative access management techniques (where possible through the land division act).
5. Promote the importance of walkability throughout the Village for all abilities and ages. Continue to apply and update the Village’s Complete Streets Ordinance.

OBJECTIVE III

Encourage improved roadway aesthetics and protect/preserve high-quality natural landscapes adjacent to roads.

STRATEGIES

1. Roadways should be visually pleasing to motorists, pedestrians, and persons who view the roads from adjoining land.
2. Discourage/prohibit the proliferation of private signs and billboards along major corridors.
3. Implement design standards and curb cut limitations to retain entryways as attractive gateways and road capacity.

5. FUTURE LAND USE

The Future Land Use chapter defines the framework for the growth of the Manchester area. The chapter begins with a general description of the desired pattern of development for the community and follows with a description of the future land use categories (as illustrated on the Future Land Use Map). This chapter serves to translate community goals into a narrative and provide a descriptive rationale as to the reasoning and placement of preferred land uses and density.

The Future Land Use Plan is formulated to serve as the primary policy guide for local government officials regarding land use decisions, public investment, and private development. The Future Land Use chapter, like the rest of the Master Plan, is intended to be a working document that will provide for the orderly development of the Township and Village, assist the community in its effort to maintain and enhance a pleasant living environment, and spark a vision for the future.

In developing policies and a plan for future development, local government leaders must consider the potential for various types of uses in relation to other identified development goals. Foremost, the potential for future residential, commercial, and industrial development must be examined in relation to the goals of promoting the traditional Village downtown and preserving the natural resources and agricultural character of the Manchester area as a whole.

Determining Factors

The Manchester Community Future Land Use chapter involves the integration of several key determining factors that embody the community's vision for the future. These factors include:

- Natural Features Protection
- Agricultural Preservation
- Housing Diversity
- Growth Transition Area
- Central Business District
- Historic Preservation
- Coordinated Infrastructure Improvements

Each of these determining factors are discussed in greater detail on the following pages.

Natural Features Protection

Manchester has a variety of significant natural features – wooded areas, the River Raisin, wetlands, and a rolling topography. These features must be protected and set aside into natural systems throughout the community so that they will be preserved. Options are also available to integrate existing natural resources into new developments.

Land Preservation

Land purchases are truly the most effective way to protect natural features. However, the purchase of development rights and/or conservation easements can also ensure the long-term preservation of valuable natural areas. Programs for such acquisition are available through the Washtenaw County Legacy Land Conservancy and the Michigan Department of Natural Resources, as well as through other local land conservancies.

Planned Unit Developments (PUDs) offer an exceptional opportunity for both the Village and Township to seek the acquisition of land and development rights or the placement of conservation easements. This is especially true given recent amendments to the Michigan Planning Zoning Enabling Act, PA 110 of 2006, which allow open space required as part of a PUD to be satisfied off-site. These recent changes offer the Village and Township another vehicle in which to preserve designated areas. However, amendments to the respective PUD regulations may be necessary to take advantage of these new provisions.

Natural Features Setback

A generalized setback/buffer from all wetland and water features within the community (river, wetlands, streams, drains, etc.) is envisioned to offer added protection of these critical landscape features. By requiring such a setback, the Village and Township will seek to minimize the threat of encroaching development by maintaining a buffer area to ensure stream bank stability, sediment filtration, and protection of wildlife habitat.

Agricultural Preservation

Given the superior agricultural soils and farming heritage of the Manchester area, the continuance of agricultural activity is viewed as a critical component of the community's land use strategy. Certain areas of the Village and a large portion of the Township are characterized by the predominance of large parcels, prime farmland soils, and the presence of active farming activities. Many factors, such as market forces related to particular products, have an impact on the long-term vitality of agriculture and may be beyond control of the local government. However, there are a number of approaches that can be taken by local officials to facilitate the preservation of agriculture in the area.

Agricultural Zoning

Both the Village and Township have agricultural zoning districts in which agricultural activities are permitted as a principal use. The two (2) acre minimum lot size of the Township's Rural Agricultural District should be maintained to discourage suburban-style residential development in agricultural areas. Due to the limited amount of Village land dedicated to agricultural land uses, the Village's existing one (1) acre minimum lot area is appropriate.

P.A. 116, Farmland and Open Space Preservation Program Enrolment

Under the P.A. 116 Program, farmers can enter into a contract with the State of Michigan to keep their land in farming-use and agree not to develop the land. In exchange for that restriction in land use, the landowner may receive some tax credit.

Legacy Land Conservancy

In Washtenaw County, the Legacy Land Conservancy works with landowners in and around the County to help preserve farmland and other environmentally-sensitive lands through conservation easements. Conservation easements limit the type and amount of development on a property and often restrict uses that have the potential to damage natural features. The Legacy Land Conservancy conservation easement is a permanent, voluntary commitment that may provide a financial benefit to the landowner.

Housing Diversity

A key concern in many Michigan communities is the need to provide housing types for residents of all ages, income brackets, and physical capabilities. Many of Manchester's aging residents may not wish to leave the community in order to find housing that suits their needs. Additionally, many young families and singles prefer entry-level homes, townhomes or condominiums. While large-lot, rural-style housing should be maintained in the agricultural areas of the community, Manchester should provide housing choices for a variety of new and existing residents. To do so, the Manchester community should promote diverse housing sizes. Housing that is responsive to the needs of a diverse population generally contains the following characteristics:

- Homes with few or no steps.
- Smaller, one to two-bedroom units that are of a size and expense suitable to empty-nesters, singles, and those on fixed incomes;
- Condominium form of ownership in which yard maintenance, snow removal, etc., is contracted out and managed by an association on behalf of the residents;
- A significant pedestrian focus, with ample pedestrian amenities to meet the health and recreation needs of residents;
- Close proximity and pedestrian connection to existing or planned commercial areas (i.e. Manchester Village Central Business District) to minimize the need for vehicular circulation;
- Location on local roads having relatively lower traffic volumes, allowing safe circulation in and out of such housing development.

Taking these characteristics into consideration, dense housing for Manchester's residents is appropriate in close proximity to the Village's Central Business District. However, the housing density envisioned for these types of residential developments typically exceeds that permitted within the Village. Therefore, the Village should explore modifying its PUD Ordinance to allow attached and detached single-family residential condominiums at somewhat higher densities than would be ordinarily allowed, provided that such project demonstrates adequate public benefit.

Growth Transition Area

The distribution of land uses and residential densities depicted on the Future Land Use Map is guided by the availability of public utilities (sewer and water), transportation infrastructure, and services such as police and fire protection. To allow for the orderly coordinated development of the Manchester area, the Master Plan makes use of a “Growth Transition Area” (GTA). The Growth Transition Area is intended to represent areas within the Manchester area in which the sanitary sewer and public water systems are anticipated to be expanded. The GTA represents areas of the community where transportation infrastructure and public services are currently available or are envisioned to be available to accommodate higher-intensity uses. Therefore, the proposed Growth Transition Area intentionally corresponds with the higher-density areas proposed on the Future Land Use Map.

The Growth Transition Area effectively marks the separation between planned rural and more urban areas. Medium to high-density residential, commercial and industrial uses are appropriate within the GTA and, if planned, should be accommodated through P.A. 425 Agreements (further discussed in the Implementation Chapter). Conversely, areas located outside of the GTA are intended to be maintained at a low density, and any development within these areas should be designed to protect and be consistent with existing natural features and agricultural uses.

Sanitary sewer and public water service shall be limited to areas located within the Growth Transition Area.

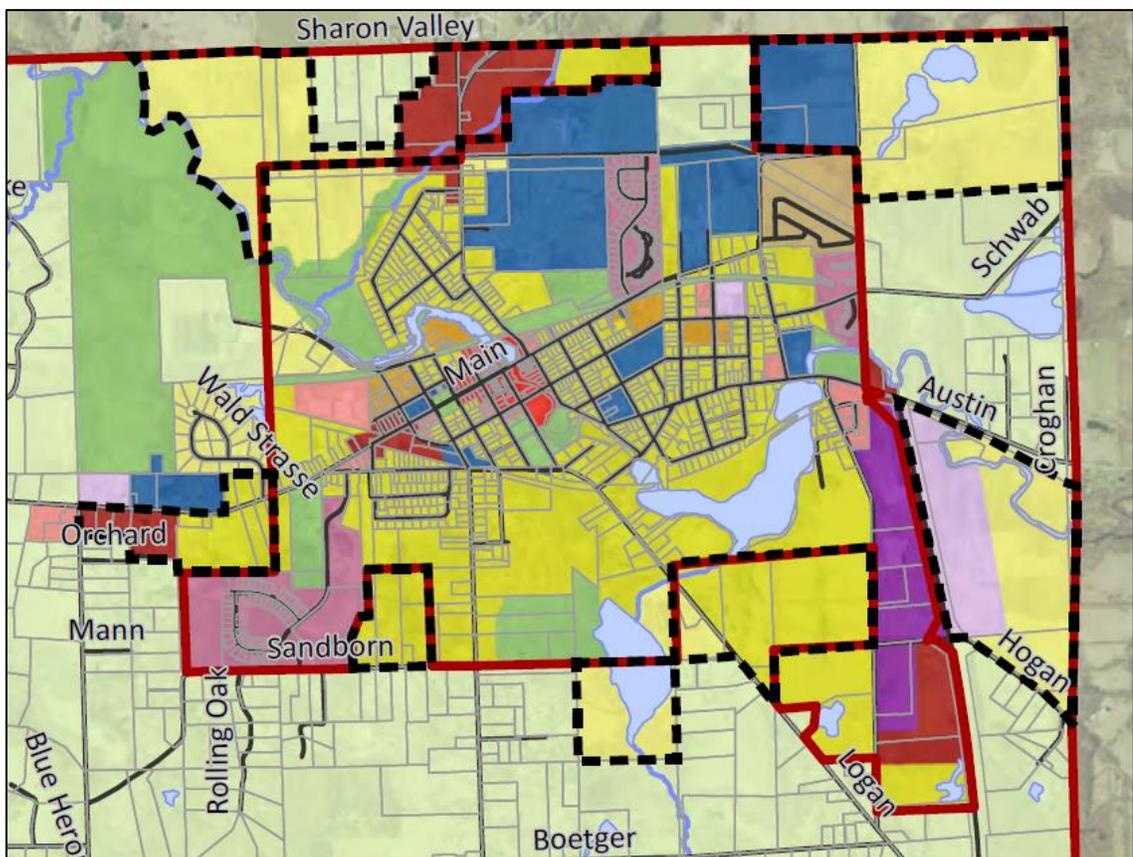
The boundaries of the GTA are not intended to be static; they should be evaluated on a regular basis along with other updates to the Master Plan. Guidelines must be established to determine whether to expand the GTA to include a particular piece of property. In determining whether or not to modify the boundaries of the GTA, the following guidelines should be followed:

- The GTA may be expanded in order to respond to changes in land use and/or traffic patterns that rationally support higher-density uses;
- The GTA may be expanded upon determining that the receipt of community benefits made possible by such expansion outweigh the negative growth management impacts caused by the expansion; and

- In the interest of maintaining orderly, coordinated development, greater consideration shall be given to expanding the GTA to include properties that are immediately adjacent to the existing boundaries, rather than creating new, isolated areas.

Lack of adherence to these policies may have the impact of reducing the volume of sanitary sewage capacity available for areas within the Growth Transition Areas, and therefore may undermine the orderly manner in which the Manchester community desires to develop over the life of this Plan.

Map 12. - Growth Transition Area



Central Business District

This Plan envisions the Village of Manchester as the commercial center for the general planning area. The Village is anticipated to accommodate the majority of commercial and dense residential development over the life of this Plan. A majority of the commercial and mixed-use developments should be directed towards the Central Business District.

Design Guidelines

Careful attention to layout, architectural detail, landscaping and signage within and in the vicinity of the Village will be necessary to create a unique, meaningful gateway area that reflects positively on the community for years to come. Traditional architectural styles and traditional relationships between buildings, roadways and open spaces should be sought throughout this area. The quality of building materials used is also of utmost importance. The Village of Manchester should consider adopting design guidelines and design standards within the Zoning Ordinance to ensure that new development and redevelopment is done in a way that preserves and further promotes the character of the Central Business District.

River Raisin

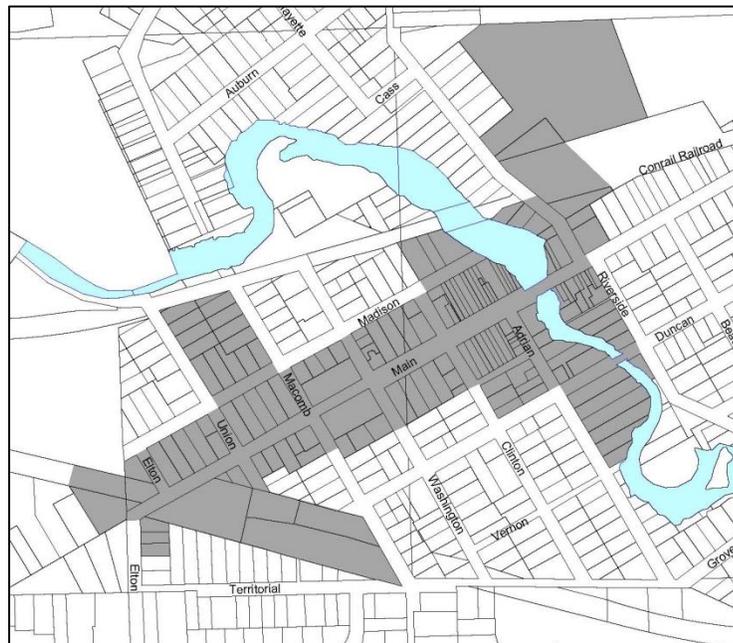
The River Raisin meanders through the Manchester Central Business District, and provides a unique natural, economic and recreational asset to the Manchester area. The Village of Manchester should capitalize on the downtown river-front location by planning for a variety of riverfront commercial, recreational, and natural amenities. These amenities should offer residents and visitors the opportunity to recreate, stroll and congregate along the River Raisin. Seamless connections should be provided between the River and the Central Business District core.

The following uses are preferred along the river frontage adjacent to the CBD: waterfront oriented commercial and recreational activities, such as paddle sport rentals; outdoor dining; and public parks, among other active and passive recreational opportunities.

Downtown Development Authority Plan

The Village of Manchester has adopted a Downtown Development Authority (DDA) Plan. The Purpose of the DDA Plan is to provide for the acquisition, construction and financing of the necessary street, sidewalk, streetscape, parking improvements and other facilities needed in the downtown district to promote economic growth. Future development within the downtown district should be simultaneously coordinated with this Master Plan, the Village DDA Plan, and any other documents aimed at the Central Business District, such as development and design guidelines.

Map 13. - Manchester DDA Boundaries



Source: Village DDA Plan

Historic Preservation

Historic resources are integrated throughout Manchester's building stock. Historic buildings contribute to the community's overall character and help define a sense of place, giving Manchester a distinctive identity. The Village of Manchester boasts a local historic district in its Central Business District which contains 24 historic building and resources. Such historic resources are critical pieces of the Manchester community, and deserve provision for their careful use, recognition, preservation and rehabilitation.

Future development should utilize architectural styles which visually tie with the historic buildings found throughout the community. As mentioned previously within the Central Business District section, design guidelines should be considered to ensure that new development promotes, rather than detracts from, Manchester's historic character. Additionally, the community should actively promote educational and funding opportunities relating to historic preservation in order to further emphasize the importance of Manchester's unique historical assets.

Coordinated Infrastructure Improvements

Without the careful coordination of needed infrastructure improvements, extensive funding could be wasted without meeting the needs of the Village and Township. Necessary improvements, as well as discussion of how they are envisioned to be coordinated, are found below.

Transportation

While the Village typically has jurisdiction over the roads within its boundaries, road improvements within the Township typically fall under the purview of the Washtenaw County Road Commission (WCRC). However, budgetary constraints often hinder the WCRC's ability to install needed road improvements on pace with development activity. Thus, it is recognized that a coordinated, proactive approach to seeking road improvements is necessary. Therefore, whenever a development is proposed where necessary road improvements are envisioned, the Township should seek to partner with the developer and the WCRC so that road improvements can be made in the most efficient, logical fashion possible. Road improvements within the Village should also be coordinated with the guidelines established below. Coordination of future road improvements with adjacent communities should also be pursued wherever possible.

The following Transportation Guidelines are established:

- All new streets in the designated Growth Transition Area must be paved to Village standards. Existing, unpaved streets within the Village and Township should be paved as development occurs in non-agricultural areas to provide safe and convenient access to adjoining properties.
- Streets located within the Growth Transition Area, and streets located in areas subject to sanitary sewer and public water service, should be constructed to urban standards, based on Village and WCRC requirements for urban streets, including curbs and gutters.
- Plans for new development should connect with existing or future streets. Interconnection of streets is vital for the physical integration of all parts of the community.
- Each new development will be required to provide its share of street improvements.
- The number of driveway openings on arterial streets should be minimized in order to reduce the need for additional lanes and improve traffic safety.

- The design and character of streets should be consistent with the desired character of Manchester. The right-of-way and number of lanes and pavement width of other streets should not be so large or dominant as to create barriers between areas on opposite sides of these streets.

Complete Streets

On August 1, 2010, the State of Michigan legislature signed into the law the Complete Streets amendments to the State Trunkline Highway System Act (Act 51 of 1951), and the Planning Enabling Act (Act 33 of 2008). The law provides an approach to transportation planning and design that considers *all* street users – vehicles, pedestrians and bicyclists of all ages and abilities – during the various planning and design stages of a transportation project. The amendments also require that the Michigan Department of Transportation (MDOT) and local road commissions consider the community’s goals and desires for road projects within their boundaries.

Complete Streets provide facilities that allow all users (irrespective of their age, abilities, or mode of travel) to use the street as a mode of transportation. A Complete Street allows pedestrians, bicyclists, transit users and those with disabilities to easily and safely use roads within the community. Communities with Complete Streets policies help to ensure that engineers and planners design roadways to accommodate all users, not just motorists.

Facilities that make a street “complete” depend on the existing conditions and the intended users; it’s never a “one-size-fits-all” scenario. Examples include curb ramps, audible or tactile signals for blind pedestrians, longer crossing times, and bike lanes that are free of obstacles.

Bicycle Facilities

Bicyclists need a complete interconnected transportation network, with a relatively clean, smooth surface to ride on. Clearly marked on-street bike lanes help facilitate non-motorized travel. Bicycle trails that are totally separated from the roadway allow safe non-motorized transportation with minimal conflicts with traffic. Shared-lane arrows (*sharrows*) can be used on roads under 35 mph and indicate proper positioning for bicyclists on roadways.



Pedestrian Facilities

Pedestrian crossings should be clearly visible, either by marked crosswalks or a change in pavement material. Refuge islands and medians are helpful to pedestrians on streets with wide cross-sections or at mid-block. In some cases, a push button can be installed at crosswalks that signal vehicles to slow and stop. When not lit, it does not impede traffic flow.

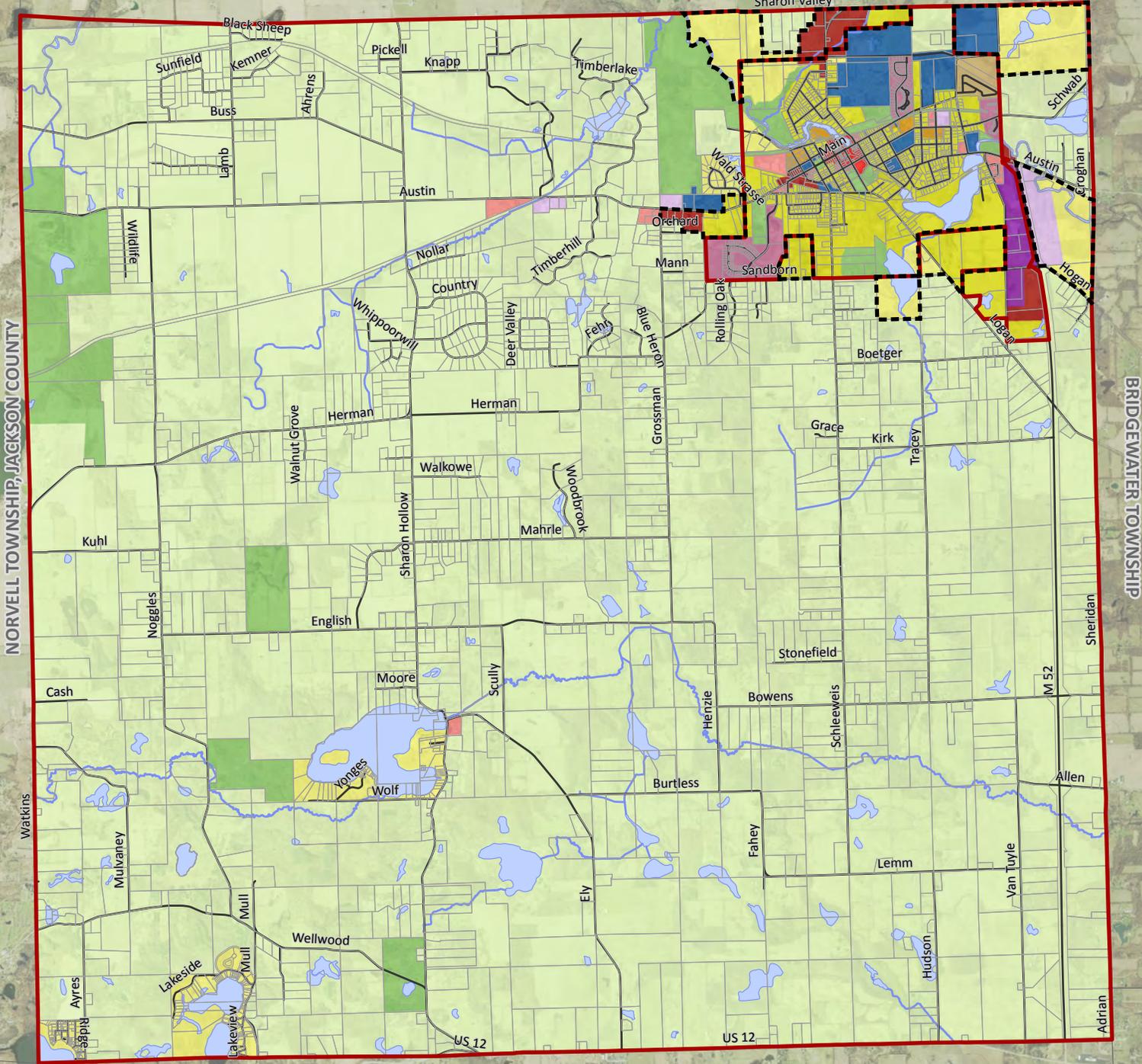


Streetscape Improvements

Streetscape improvements, such as landscaping, pedestrian-scaled lighting, benches, artwork, are a critical component of complete streets policies. Such elements can facilitate non-motorized transportation (such as walking and biking) by making them more enjoyable.



SHARON TOWNSHIP

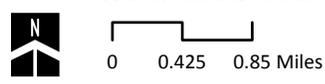


FRANKLIN TOWNSHIP, LENAWE COUNTY

- | | | | |
|--|-----------------------------|--|---------------------------|
| | Agriculture-Residential | | General Commercial |
| | Low-Density Residential | | Research/Light Industrial |
| | Medium-Density Residential | | General Industrial |
| | High-Density Residential | | Public/Semi-Public |
| | Manufactured Home Park | | Recreation-Conservation |
| | Planned Unit Development | | Growth Transition Area |
| | Local Commercial and Office | | Lakes and Ponds |
| | Central Business District | | Rivers and Streams |

Map 14
FUTURE LAND USE

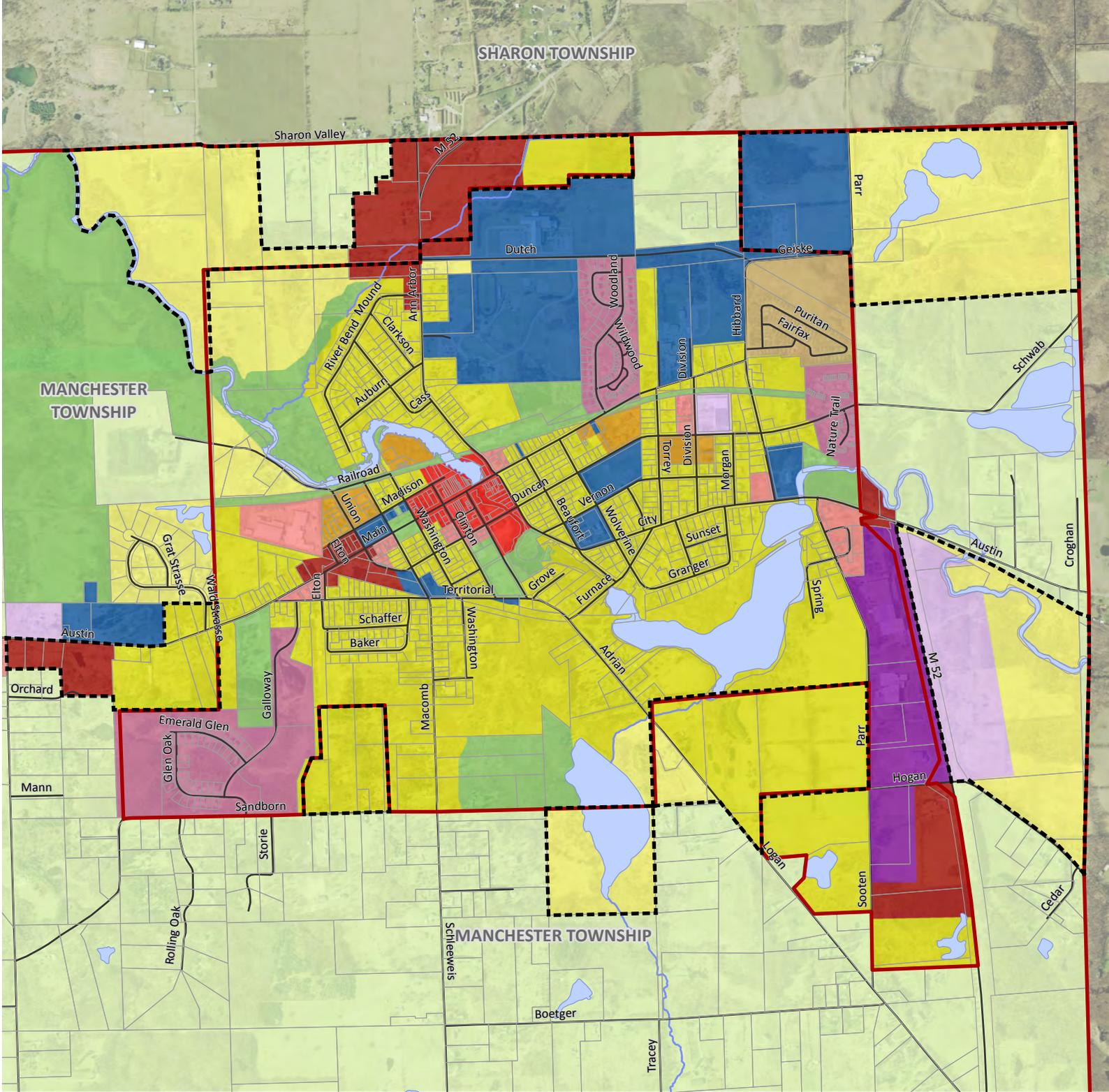
Manchester Township
Village of Manchester
Washtenaw County



Source: Washtenaw County GIS
SEMCOG

Carlisle/Wortman Associates
7-22-16





- | | | | |
|---|-----------------------------|---|---------------------------|
|  | Agriculture-Residential |  | General Commercial |
|  | Low-Density Residential |  | Research/Light Industrial |
|  | Medium-Density Residential |  | General Industrial |
|  | High-Density Residential |  | Public/Semi-Public |
|  | Manufactured Home Park |  | Recreation-Conservation |
|  | Planned Unit Development |  | Growth Transition Area |
|  | Local Commercial and Office |  | Lakes and Ponds |
|  | Central Business District |  | Rivers and Streams |

Map 15
FUTURE LAND USE

Village of Manchester
 Washtenaw County



Source: Washtenaw County GIS
 SEMCOG

Carlisle/Wortman Associates
 7-22-16



Future Land Use Categories

In order to guide the development and arrangement of future land uses throughout the Manchester community, distinct land use categories are established. These categories were developed in concert with former land use plans and the key determining factors previously discussed, and play a primary role in implementing the goals identified within this Plan. The following provides a brief description of the land use categories set forth in the Manchester Community Joint Master Plan.

AGRICULTURE-RESIDENTIAL

Intent

Protect existing agricultural land uses, natural features and open space and an overall rural character, while accommodating low-density single-family residential housing in areas not intended to be serviced with sanitary-sewer and water services. Limited agricultural business activities, agri-business and other agricultural preservation tools will be encouraged in these areas. Maximum residential density should typically amount to one (1) dwelling unit per one (1) to two (2) acres.

Compatible Uses

Desirable land uses and elements of the Agricultural-Residential designation include:

- Agricultural operations;
- Single-family residences on large lots (minimum 1-2 acres);
- Single-family residences in either clustered or site condominium development;
- Parks, open space and conservation areas.

Compatible Zoning Districts

Compatible zoning districts within the Village and Township include:

- Village: AG, Agricultural District
- Township: AR, Rural Agricultural District

LOW-DENSITY RESIDENTIAL

Intent

This designation is planned for areas with predominantly lower-density, single-family development. While this designation is intended to further promote the rural character of the community, single-family residential is the primary intended land use. Densities should typically not exceed one (1) dwelling unit per acre. A slightly higher density may be permitted under a Planned Unit Development or cluster housing option for the purpose of preserving open space.

Compatible Land Uses

Desirable land uses and elements of the Low-Density Residential designation include:

- Single-family residences in clustered, conventional subdivisions, or site condominium developments;
- Parks, open spaces, and conservation areas.

Compatible Zoning Districts

Compatible zoning districts within the Village and Township include:

- Village: R-1A, Single-Family Residential (Low-Density)
- Township: LR, Low-Density Residential

MEDIUM-DENSITY RESIDENTIAL

Intent

These areas are intended to provide an environment of predominately moderate-density, single-family development that may be served with municipal sanitary and water services. Land designated as Medium-Density Residential will typically have a density ranging from one (1) to four (4) dwelling units per acre, depending upon the availability of municipal sewer and water. This designation shall be restricted to areas within or in the vicinity of the Growth Transition Area.

Compatible Land Uses

Desirable land uses and elements of the Medium-Density Residential designation include:

- Single-family residences in either clustered, conventional subdivision, or site condominium developments;
- Two-family dwellings;
- Parks, open space and conservation areas.

Compatible Zoning Districts

Compatible zoning districts within the Village and Township include:

- Village: R-1B, Single-Family Residential (Medium-Density)
- Township: UR, Urban Residential District

HIGH-DENSITY RESIDENTIAL

Intent

This designation is intended to provide areas for higher-density residential development, along with other related facilities such as schools and parks, in areas fully-serviced by municipal sanitary sewer and water services. This area is intended to allow for the development of apartments, condominiums, townhouses, or single-family detached homes. Single-family densities should be capped at four (4) dwelling units per acre, while multi-family uses should be permitted with a density ranging from four (4) to ten (10) dwelling units per acre.

Compatible Land Uses

Desirable land uses and elements of the High-Density Residential designation include:

- Single-family residences, attached and detached (i.e. townhouses);
- Two-family dwellings;
- Apartments;
- Senior and assisted living options;

- Parks, open spaces and conservation areas;
- Community support facilities such as religious facilities, schools and public buildings.

Compatible Zoning Districts

Compatible zoning districts within the Village and Township include:

- Village: R-2, Multiple-Family Residential (Medium Density) and R-3, Multiple-Family Residential (Medium-Density)
Township: None

MANUFACTURED HOME PARK

Intent

This designation is intended to allow manufactured home parks within existing locations at a density of six (6) to ten (10) dwelling units per acre.

Compatible Land Uses

The desirable land use within the Manufactured Home Park designation is manufactured single-family housing.

Compatible Zoning Districts

Compatible zoning districts within the Village and Township include:

- Village: MHP, Mobile Home Park Residential District
- Township: Mobile Home Park Residential District

PLANNED UNIT DEVELOPMENT

Intent

Planned Unit Developments are intended for large areas that could consist of a well-planned mixture or single use of residential, commercial, office, and light-industrial land. Planned Unit Developments may permit a density or arrangement of land uses not otherwise permitted within the Zoning Ordinance where a long-term benefit will be provided. Long-term benefits include, but are not limited to, the preservation of natural resources and open space, innovative land use arrangement and design, superior architecture, or energy-efficient design.

Compatible Land Uses

A mix of land uses is desirable in the Planned Unit Development designation. These can be stand-alone uses or integrated within a mixed-use development:

- Single-family residential;
- Multi-family residential;
- Mixed commercial, office and residential uses;
- Research and technology uses;
- Community support facilities such as religious facilities, schools and public buildings;
- Parks, open spaces and environmental preserves.

Compatible Zoning Districts

Both the Village and the Township permit Planned Unit Developments (PUDs) within their respective Zoning Ordinances. A PUD is not necessarily a zoning district, per se, but rather an innovative development technique. Therefore, the PUD option may be permitted in a variety of underlying zoning districts (i.e. medium or high-density residential, general commercial, etc.).

LOCAL COMMERCIAL AND OFFICE*Intent*

The Local Commercial and Office designation is intended to provide for low-intensity commercial and professional office uses. Uses shall be limited to a local shopping, convenience, personal service, and professional office nature. Nodes/clusters of limited commercial and office activity shall follow existing development patterns, as opposed to strip-style development.

Compatible Land Uses

Desirable land uses and elements of the Local Commercial and Office designation include:

- Small-scale retail and service businesses;
- Specialty shops;
- Professional office uses;
- Restaurants (no drive-through);
- Financial institutions;
- Community support facilities such as religious facilities, schools, and public buildings.

Compatible Zoning Districts

Compatible zoning districts within the Village and Township include:

- Village: OS, Office/Service
- Township: None

CENTRAL BUSINESS DISTRICT

Intent

This designation is intended to serve the traditional business core and downtown of the Manchester community, and is designed to provide for a pedestrian-accessible design consisting of a variety of retail, office, residential and service uses. Automobile-related services and other uses which tend to interfere with the continuity of retail frontage and hinder pedestrian circulation should be prohibited. This area should be flexible with regard to permitted land uses, but should promote specific form and design standards to maintain the existing character of the downtown.

Compatible Land Uses

A mix of land uses is desirable in the Central Business District. These can be stand-alone uses or integrated within a mixed-use building or development:

- Retail stores;
- Restaurants;
- Upper-story multiple-family residential;
- Personal service establishments;
- Municipal facilities;
- Professional offices;
- Public open spaces.

Compatible Zoning Districts

Compatible zoning districts include:

- Village: CBD, Central Business District
- Township: Not Applicable

GENERAL COMMERCIAL

Intent

The intent of the General Commercial designation is to provide suitable locations for larger general retail, office and service establishments that serve the greater Manchester area. As opposed to the Local Commercial and Office designation, General Commercial areas typically cater to the motoring public, and therefore should be located along major thoroughfares. Commercial uses within these areas should be developed as compact commercial centers where uses are compatible with and supportive of one another. Due to the greater intensity of uses anticipated in General Commercial areas, standards should be adopted to protect adjacent and nearby residential land uses.

Compatible Land Uses

Desirable land uses for the General Commercial designation include:

- Restaurants;
- Grocery stores;
- Drug stores/pharmacies;
- General commercial/retail;
- Business service establishments;
- Professional and medical offices;
- Indoor physical fitness establishments;
- Garden centers/home improvement stores.

Compatible Zoning Districts

Compatible zoning districts within the Village and Township include:

- Village: C-2, General Commercial and RC, Regional Commercial
- Township: CC, Community Commercial Center

RESEARCH AND LIGHT INDUSTRIAL

Intent

The Research and Light Industrial designation is intended to provide areas for research, office and light industrial uses that pose minimal environmental impacts upon surrounding areas and uses. Uses should be enclosed mainly within a building, and development should take place on larger parcels of land with generous setbacks. Landscaping and buffering techniques shall be employed when located adjacent to incompatible uses.

Compatible Land Uses

Desirable land uses for the General Commercial designation include:

- Office uses;
- Light industrial uses with no outdoor storage;
- Research uses;
- Pilot manufacturing;
- Planned office and business parks;
- Small-scale manufacturing, processing, and warehousing facilities.
- General commercial uses supplemental to a mixed-use research/office development.

Compatible Zoning Districts

Compatible zoning districts include:

- Village: I-1, Limited Industrial District
- Township: None

GENERAL INDUSTRIAL

Intent

The General Industrial designation is intended to provide locations for general or “heavy” industrial activities such as those which involve the use of heavy machinery; extensive amounts of contiguous land; outdoor storage of materials; processing of chemicals or raw assembly; generation of industrial waste; and noise, odor or traffic problems. General Industrial areas are largely confined to those areas of existing general industrial use. Environmental impacts from these uses should be regulated through performance standards in the Zoning Ordinance.

Compatible Land Uses

Desirable land uses for the General Industrial designation include:

- Manufacturing, processing, packaging or assembly uses;
- Contractor’s establishments;
- Trucking facilities.

Compatible Zoning Districts:

Compatible zoning districts include:

- Village: I-2, General Industrial District
- Township: CM, Community Manufacturing District

PUBLIC-SEMI-PUBLIC

Intent

This designation is intended to provide areas for utility facilities, schools, government offices, post offices, religious facilities, and cemeteries.

Compatible Land Uses

Desirable land uses for the Public-Semi-Public designation include:

- Government offices/uses;
- Schools;
- Utility lines, easements and facilities;
- Public/private health care facilities;
- Religious facilities.

Compatible Zoning Districts:

Compatible zoning districts include various residential districts.

RECREATION-CONSERVATION

Intent

This designation is intended to provide areas for public uses, public and private parks, recreation and open space systems, and environmentally sensitive areas where natural features are to be protected and preserved. Especially important is the River Raisin corridor, which should be conserved. Recreation-Conservation uses are also appropriate for designated or future greenway corridors. These corridors could include connecting recreation areas with bike paths or pedestrian easements.

Compatible Land Uses

Desirable land uses for the Recreation-Conservation designation include:

- Public or private conservation areas;
- Active and passive recreational facilities;
- Farmland and low-density single-family residential.

Compatible Zoning Districts

While neither the Township or Village have active recreation/conservation zoning districts, agricultural zoning districts are currently the most appropriate for the Recreation-Conservation designation. Recreation-Conservation standards may also be applied as an overlay zoning district.

6. ZONING PLAN

Zoning is the development tool that has been most closely associated with planning. Originally, zoning was intended to inhibit nuisances and protect property values. This intent continues; however, zoning has evolved to serve the additional purposes:

- Promote orderly growth in a manner consistent with the land use policies within the Master Plan.
- Promote attractiveness in a community's physical (built) environment by providing for variation in lot sizes, architectural features, and appropriate land uses.
- Accommodate special, complex, or unique uses through mechanisms such as planned unit developments, overlay districts, or special land use permits.
- Mitigate the potential impact of conflicting land uses in close proximity to one another.
- Preserve and protect existing land uses and significant natural features in accordance with the Master Plan.

The Village and Township should not treat their respective Zoning Ordinances and Zoning Maps as their major long-range planning policies; rather, the Master Plan should be regarded as a statement of planning policy, and zoning should be used to assist in implementing that policy. In this regard, both the Village and the Township should evaluate their Zoning Ordinances and other land-development ordinances to ensure that they are designed to address the policies contained within this Plan.

Future Land Use and Zoning Correlation

The Zoning Plan describes the relationship between the future land use categories identified within the Master Plan and the comparable zoning districts contained within each community's Zoning Ordinance, discusses innovative zoning techniques that can be incorporated into Zoning Ordinances, and identifies specific zoning adjustments that should be made to carry out the goals of the Master Plan. Not to be confused with the Zoning Ordinance, the Zoning Plan provides recommendations for linking each jurisdiction's Zoning Ordinance, Zoning Map and land-development ordinances with the future land use vision.

The Michigan Planning Enabling Act (P.A. 33 of 2008) requires Zoning Plans to be included within the Master Plan.

The table below provides a comparison between the future land use designations identified within this Master Plan and the associated zoning districts contained within the Village and the Township Zoning Ordinances.

Table 10. – Future Land Use/Zoning Correlation

FUTURE LAND USE CATEGORY	VILLAGE ZONING DISTRICTS	TOWNSHIP ZONING DISTRICTS
Agricultural-Residential (0.5-1 du/acre)	AG, Agriculture (1 du/acre)	AR, Rural Agricultural (0.5 du/acre)
Low-Density Residential (1 dwelling unit/acre)	R-1A, Single-Family Residential (1 du/acre)	LR, Low-Density Residential (1 du/acre)
Medium-Density Residential (1-4 du/acre)	R-1B, Single-Family Residential (3.33 du/acre)	UR, Urban Residential (4 du/acre)
High-Density Residential (4-10 du/acre)	R-2, Multiple-Family Residential (7 du/acre) R-3, Multiple-Family Residential (Up to approx. 23 du/acre)	NONE
Manufactured Home Park	MHP, Mobile Home Park	Mobile Home Park
Planned Unit Development	PUD	PUD
Local Commercial and Office	OS, Office and Service	NONE
Central Business District	CBD, Central Business District	Not Applicable
General Commercial	C-2, General Commercial	CC, Community Commercial Center
Research and Light Industrial	I-1, Limited Industrial	NONE
General Industrial	I-2, General Industrial	CM, Community Manufacturing
Public/Semi-Public	Various Districts	Various Districts
Recreation-Conservation	Various Districts	Various Districts

Zoning Techniques

The Village and Township Zoning Ordinances should be reviewed to ensure that they are consistent with the goals and objectives of this Joint Master Plan. Several innovative zoning techniques, as described below, may be incorporated to meet the intent of the Master Plan.

Planned Unit Developments (PUDs)

Planned Unit Developments (PUDs) are large, integrated developments that are tied to a specific site plan and/or phasing plan. PUDs, which are treated as rezonings, have a number of advantages over conventional development. In particular, PUDs offer a degree of flexibility not typically available under conventional subdivision and zoning practices. For example, PUDs are capable of mixing residential and nonresidential land uses, allowing more compact, dense development while preserving open space and providing pedestrian facilities. Additionally, the PUD option gives a community more discretionary power in the approval process.

Despite these clear advantages, communities must be careful to find a delicate balance between the desire to be flexible and the need to spell out concrete PUD standards. The PUD option is currently available in both the Village and the Township per their respective Zoning Ordinances. Additionally, the Village Ordinance contains standards regarding cluster housing developments. Each Zoning Ordinance contains standards on residential density, eligibility, and acceptable uses.

In order to ensure that both the Village and Township offer a flexible development option while maintaining clear development and density regulations, the following suggestions should be considered for Planned Unit Development ordinances:

- **Modify PUD Eligibility Criteria:** Expand the definition of “recognizable and material benefit” in each Ordinance to ensure that a project with clustered homes, or potentially a higher density than that permitted within the underlying district, will result in a clearly recognizable and substantial benefit, both to the residents/users of the project and to the overall quality of life within the Manchester community.
- **Limit maximum PUD Density:** Limit maximum PUD density to a factor which is only slightly higher than that permitted within the underlying zoning district. While density bonuses should be

permitted for exemplary design based on explicit standards, one of the main purposes of the PUD option is to permit homes to be clustered together to preserve large tracts of open space and natural features, **NOT** necessarily to permit an overall density higher than that permitted within the underlying zoning district. When a higher density is proposed, it should be limited to that permitted within the underlying district to ensure that the project will be consistent with the character of the adjacent area.

- **Consideration of Traffic Congestion Factors:** Standards can be adopted to ensure that an increase in density will not degrade the road network to a point of inefficiency. In determining whether or not an area can support a PUD with a high residential density, the Village and Township should consider the existing condition of adjacent road networks. In particular, each jurisdiction may wish to establish a Level of Service (LOS) threshold for increased density.
- **Finding of No Significant Impact:** Approval of a PUD with a high residential density should be dependent upon a finding of no significant impacts to the transportation system, natural features, public utilities, character of adjacent area, and other vital systems.

Planned Unit Development Option



Source: <http://www.lansingengineering.com>

Planned Unit Developments (PUDs) offer many benefits over conventional zoning, including a mix of uses, clustered development options, required open space and natural feature preservation, and greater discretion with regards to approval. However, standards should be in place to ensure that overall site density is not increased far beyond that which is permitted in adjacent areas.

Density Transfer

The concept of density transfer involves moving (transferring) proposed development density from one part of a site to another part that is considered to be more suitable for development. The process typically results in a portion of the site remaining undeveloped and the developed portion having a higher net density, although the overall density of the site will not be increased. Density transfers may be used to preserve natural features such as wetlands, woodlands, open space, or stream corridors, while permitting a reasonable use of the entire property. This method is applicable to larger parcels and should be used only in conjunction with larger planned developments, such as PUDs. Density transfers should meet the following standards:

1. All lands involved in the transfer are located within the same municipality and the owner has fee simple title to the lands;
2. All lands involved are contiguous;
3. The total number of dwelling units allocated to the total land area by the Joint Master Plan will not be exceeded;
4. The transfer is made as part of a single PUD or similar larger-scale development;
5. The land that receives the transfer of density will, with the additional dwelling units, be compatible with the existing and planned use of the neighboring area; and
6. The transfer will not affect the municipality's contractual obligations for sanitary sewer services

Conditional Rezoning

Conditional rezoning is a technique permitted by the Michigan Zoning Enabling Act (MZEA) which allows an applicant seeking a rezoning to voluntarily attach conditions to the request which would further restrict the use of the property. In other words, an applicant may wish to submit a rezoning request to an intense industrial category, with an added voluntary condition that the property will not be used for outdoor storage. Such conditions may be narrower than what is permissible under the Zoning Ordinance. However, the technique cannot be used to loosen the regulations of the underlying zoning district. In order to protect the community from the other uses that could be permitted by the more intense category, the applicant can **voluntarily** propose

conditions that would prohibit the use of the property for more intense uses.

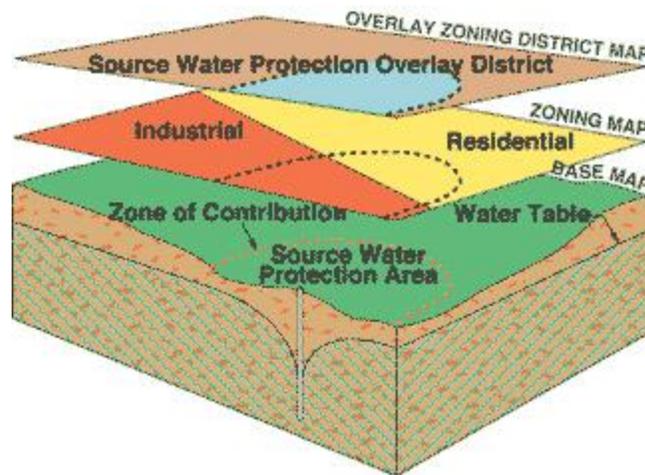
Under the MZEA, an application for a rezoning may be made with conditions that are voluntarily offered by the applicant. When an application is made for conditional rezoning, the Planning Commission may comment upon the conditions offered, but may not add conditions. In turn, the applicant may take into account the comments that are made and ask for a postponement to alter the conditions to presumably make the application more acceptable. Under no circumstances are Planning Commissions obligated to approve an application for conditional rezoning that does not otherwise meet the standard tests for a rezoning.

While the Village Zoning Ordinance currently contains standards for conditional rezoning requests, the Township Zoning Ordinance is silent on the technique. Submittal and review procedures should be added to the Township Zoning Ordinance to ensure that future conditional rezoning requests will be handled and acted upon effectively.

Overlay Zoning

Overlay zones are special districts which supplement, but do not replace, the underlying zoning districts and regulations. Overlay zoning may be used to address special conditions and features, such as historic areas, wetlands, and other environmentally-sensitive areas, or can encourage specific types of development, such as form-based or mixed-use, without disrupting the underlying zoning plan. Overlay zones are especially useful when an area containing unique opportunities or constraints spans across several different zoning designations. Important elements of overlay zones for natural resource protection include: protection of vegetation and trees; setbacks from sensitive areas such as wetlands and streams; percentage requirements for open space preservation; and avoidance of critical habitat areas. Overlay zones may also be utilized to implement building design or streetscaping requirements for a certain area of the community.

Overlay Zoning District



Source: www.neighborspacebaltimorecounty.org

Overlay zoning districts supplement, but do not replace, the underlying applicable zoning districts and regulations. Overlay zoning is useful when an area containing unique constraints, such as wetland or vital water resources, spans across several different base zoning districts.

Zoning Adjustments

In order to implement the recommendations of the Manchester Community Joint Master Plan, current Village and Township zoning and land development regulations may need to be revised. The following revisions should be considered to further align the Master Plan and zoning and land development ordinances; because the Village and Township ordinances and Zoning Maps are different in scope, we have separated the proposed revisions by jurisdiction:

Potential Adjustments for Village of Manchester

- **Central Business District:** Review the list of permitted and special land uses within the CBD; ensure that the CBD is flexible in permitting mixed uses (i.e. high-density residential and commercial), as well as innovative uses that capitalize on the riverfront location such as paddle-sport rentals, recreational opportunities, breweries, and outdoor dining.

Adopt design guidelines/standards for the CBD. Design standards may include requirements pertaining to architecture, facades, building material, lighting, and public space.

- **R-2/R-3 Density:** Multi-Family dwelling units are currently permitted within the R-2 and R-3 zoning districts; the Zoning Ordinance calculates residential density (dwelling units per acre) through the number of bedrooms in each unit. Permitted densities within these districts are currently higher than those envisioned by the Master Plan. Residential density calculations within the R-2 and R-3 Districts should be reviewed and modified as needed to be consistent with the densities anticipated by the Master Plan. The Village should consider replacing the bedroom density technique with a simple “dwelling unit per acre” calculation.
- **OS, Office Service District:** Review list of permitted and conditional uses to ensure that the zoning district meets the intent of the Local Commercial and Office future land use designation.
- **C-2, General Commercial and RC, Regional Commercial Districts:** Review list of permitted and conditional uses to ensure that the zoning district meets the intent of the General Commercial future land use designation.
- **Natural Feature Overlay:** Encourage and explore the development of an overlay protection zone for areas adjacent to the River Raisin.

Potential Adjustments for Manchester Township

- **AR, Rural Agricultural District:** Review the list of permitted and special land uses within the AR zoning district. While the AR district should continue to promote the use of land in an agricultural manner, accessory commercial, agri-tourism and warehousing-type uses may be appropriate to supplement agricultural activities to allow profitable, value-added agricultural opportunities.
- **Local Commercial and Office District:** The current Zoning Ordinance contains one (1) commercial zoning district: CC, Community Commercial Center District. The CC District is intended to serve the retail and office needs of Township residents and the motoring public. As such, the CC District permits a number of intense commercial uses as-of-right, including home improvement stores, automobile showrooms, and gas stations. The district also permits even more intense commercial uses as a

special land use, such as drive-through restaurants, mini storage, and outdoor sales.

The Township should consider adopting a “Local Commercial and Office” zoning district to meet the intent of the Local Commercial and Office future land use designation. The new district should provide for low-intensity commercial and professional office uses; more intense uses should be limited to the Community Commercial Center District.

- **Create Research and Light Industrial District:** In a similar vein to the Local Commercial and Office District, a “Research and Light Industrial” zoning district should be created to meet the intent of the Research and Light Industrial future land use designation. Uses within this district should be restricted to lower-intensity research and indoor industrial uses that have minimal impact on adjacent properties, while the Community Manufacturing district should be reserved for more intensive outdoor industrial or manufacturing uses.
- **Conditional Rezoning:** Incorporate standards for processing and reviewing conditional rezoning requests.

Potential Adjustments for Village and Township

- **Land Use Matrices:** Reformat list of permitted and conditional uses into land use matrices to increase user-friendliness of documents. A land use matrix classifies uses into clear categories, such as “General Sales and Service,” “Food, Entertainment and Recreation,” and “Institutional,” and includes a letter next to each use to indicate whether it is permitted by right or as a special use. The inclusion of a consolidated matrix featuring all Districts allows for cross-district comparisons, can shorten the length of the overall Ordinance, and can eliminate inconsistencies in land use descriptions.

Example of Land Use Matrix

Residential, Recreation Conservation, and Agricultural District Use Table								
Use Category	Districts							Specific Use Standard (Article, Section)
	Residential					Agricultural / Recreation		
	R-1A	R-1B	R-2	R-3	MHP	AG	RC	
Recreation								
Conservation Area / Game Refuge / Forest Preserve						P	P	
Country Clubs, including Accessory Uses and Buildings including Club House, Swimming Pool, and Sale of Food	C	C	C	C				11.22
Golf Courses	C	C	C	C		C	C	11.22
Golf Driving Range						C		11.22
Noncommercial Parks and Recreational Facilities	C		C	C		C	P	11.44
Commercial Recreational Facility						P	P	11.44
Playground	P	P	P	P	P	P	P	
Public and Private Campground							C	
Institutional / Cultural								
Adult Day Care Center				C				11.05
Adult Day Care Home	C	C		C		C		11.05
Adult Foster Care, Congregate Facility				C				11.05
Adult Foster Care, Family Home				C				11.05
Adult Foster Care, Large Group Home				C				11.05
Adult Foster Care, Small Group Home				C				11.05
Cemeteries	C	C	C	C		C	C	11.20
Convalescent Centers / Congregate Care				C				11.08
Day Care Centers and Preschools	C	C	C	C	C	C		
Family Day Care Homes	P	P				P	P	
Group Day Care Homes	C	C				C	C	
Places of Worship	C	C	C	C	C	C		11.21
Primary/Secondary Schools	C	C	C	C	C			11.18
Publicly Owned/Operated Office and Service Facilities	C	C	C	C	C	C	C	
Utility and Public Service Buildings and Facilities (without storage yards)	C	C	C	C	C	C	C	
Utility and Public Service Buildings and Facilities (with outdoor storage yards)	C	C	C	C	C	C	C	
Commercial WECS						C	C	14.11

P = Permitted Use C= Conditional Use

Source: Pittsfield Township Zoning Ordinance

A consolidated land use matrix allows for cross-district comparisons, can shorten the length of the overall Ordinance, and can eliminate inconsistencies in land use descriptions.

- **Overlay District:** In order to create an attractive gateway between the Village and Township and complement the character of the CBD, consider adopting a joint overlay district along vital corridors (i.e. M-52 and Austin Road) within the Growth Transition Area adjacent to Village/Township boundaries. An overlay district could establish criteria for building and site design, permit a more flexible mix of uses, and/or contain detailed landscaping and signage requirements.

- **Right to Farm Act:** Ensure that zoning ordinances comply with and refer to the Michigan Right to Farm Act when necessary, especially in reference to farming, farm markets, and animal activities.
- **Strengthen PUD Criteria:** Expand the definition of “recognizable and material benefit” to ensure that PUDs will benefit the overall quality of life within the Manchester community. Offer density bonuses upon consideration of overall project benefit, traffic congestion factors, and findings of no significant impact.

Rezoning

When properly applied, Zoning Ordinances accept the realities of existing land use and gradually, as new development is proposed, direct growth in a manner that achieves the goals of the Master Plan. As rezonings are considered, they should be compared to the concepts, policies, and future land use designations of this Master Plan. If a proposed rezoning is inconsistent with this Plan, it should be discouraged. However, sometimes a desirable land use is proposed which conflicts with a Master Plan; this may be due to a change in site conditions or infrastructure, among other factors. If the Village or Township Planning Commission determines that the proposed land use would be consistent with the goals and objectives of the Master Plan, and therefore, a desirable alternative to the Plan, the Master Plan can be amended accordingly, either concurrent with the rezoning or at a later date.

Other Land Use Ordinances

The Village and Township have a number of other Ordinances outside of the Zoning Ordinance that relate to and regulate development within the community. The following considerations should be made to these Ordinances so that they are aligned with the goals of this Master Plan. Several new Ordinances may also need to be adopted in the future to meet the intent of the Plan:

- **Land Division Ordinance:** Ensure that land division ordinances comply with the Michigan Land Division Act. Consider restrictions on the creation of new flag lots and/or “land-locked” parcels in order to maintain adequate site access and restrict the number of unnecessary driveways and access easements.

- **Growth Transition Area (GTA) Expansion Ordinance:** Create a joint Growth Transition Area expansion ordinance based on the objectives and guidelines contained within this Master Plan. The Ordinance should establish policies for modifying the boundaries of the GTA
- **Woodlands and Tree Protection Ordinance:** Establish separate Woodland Ordinances or incorporate into existing Zoning Ordinances. The Ordinance should encourage the preservation of existing significant woodland areas and mature trees, and establish replacement tree calculations.
- **Sign Ordinance:** Modify sign ordinances to comply with recent Supreme Court case, *Reed v. Town of Gilbert, AZ*. As a result of the case, sign regulations may not make distinctions based on sign content, especially with regards to non-commercial signs.
- **Private Roads Ordinance:** Adopt design standards for Village roads and private roads that are compatible with those of WCRC and MDOT standards. Review of new public or private road proposals should encourage the preservation of natural features.

7. IMPLEMENTATION

Once adopted, the Joint Master Plan acts as the official policy guide to be used by the Village and Township to solve existing and anticipated development challenges throughout the Manchester community. The Master Plan forms the basis for more technical and specific implementation measures. Local leaders must recognize that development and change will occur either with or without organizing planning, and that the Master Plan will have little beneficial impact unless adequate implementation programs and timetables are established. As a means to supplement the Goals, Objectives and Strategies and Zoning Plan chapters, this chapter further establishes strategies and tools for Master Plan implementation, identifies funding sources, and recommends a plan of action with the ultimate purpose of realizing the visions set forth in this Master Plan.

The following strategies may be pursued as individual efforts or combined with others to achieve the desired results. Likewise, one jurisdiction may find a particular strategy more appropriate than another.

Jurisdictional Cooperation

In creating this Joint Master Plan, Manchester Township and the Village of Manchester have expressed a willingness to plan and work together in a coordinated manner. The following policy and administrative actions can be undertaken to strengthen the relationship between the Village and Township.

P.A. 425 Agreement (Conditional Land Use Transfer)

Public Act 425 of 1984 allows the transfer of property from a township to a village/city on a conditional basis, whereby a written contract is entered into between the township and the village/city. A P.A. 425 agreement allows two or more units of government to share a parcel of land or land area, as well as tax revenues. As opposed to direct annexation, P.A. 425 agreements may involve the sharing of public services, taxes, and other generated revenues as listed within the contract.

Annexation

Annexation provides an opportunity for economic growth for both the Village and the Township, and ultimately allows new developments to receive municipal services such as sanitary sewer and public water. Annexation policies should be directly related to the provision and expansion of the Village's utilities (i.e. sanitary sewer and water). Properties may be annexed into the Village either through direct annexation or through the establishment of a P.A. 425 agreement (preferred).

Capital Improvements Program

The construction, expansion and improvement of public facilities often stimulates new investment and development within a community. For example, public water and sewer expansion can permit additional density (when in line with the visions of the Master Plan). However, public facilities and capital must be planned and budgeted for effectively.

Capital Improvements Programs (CIPs) consider the funding and timing of all community-related capital needs, including roads, sewers, parks, facility improvements (such as Village/Township Hall, or fire stations), etc. CIPs typically include a listing of proposed public facility and infrastructure improvements over the next six to ten years, a description of each project, and its location and cost, as well as the means of financing and timing.

Capital Improvements Programs should be part of both the Village's and Township's budgeting process. If such a process is instituted in the future, the Joint Master Plan should be used as a key reference document.

Funding Mechanisms

Given the high cost of public improvements, many local units of government have become reliant on outside sources of funding and innovative local funding mechanisms. By adopting this Joint Master Plan, the Village of Manchester and Manchester Township will enhance their ability to secure grant funds. The Plan not only sets priorities for public improvements, but should also be used to justify the need for such improvements to funding agencies. Federal and State funding can be raised via the following sources:

Transportation Alternatives Program

The Transportation Alternatives Program (TAP) was authorized under Section 1112 of the Moving Ahead for Progress in the 21st Century Act (MAP-21). The Program provides funding for projects defined as “transportation alternatives,” including on-and-off road pedestrian and bicycle facilities, infrastructure projects for improving non-driver access to public transportation and enhancements to mobility, recreational trail program projects, and safe routes to school projects. Projects are jointly evaluated by SEMCOG and MDOT staff to determine eligibility and consistency with TAP program requirements.

Brownfield Redevelopment Act Financing

Created by Public Act 381 of 1996, this method allows a community to use tax increment financing (TIF) in order to finance the clean-up of sites where environmental contamination limits redevelopment. Where applicable, the development of a Brownfield Authority and designation of potential redevelopment sites is recommended.

Industrial Revenue Bonds

Available through the Michigan Strategic Fund, manufacturing, non-profit, and solid waste facilities can finance projects that meet the criteria for public purpose. The government unit borrows the money based upon the project’s revenue. Capital cost is reduced because the loan is at a tax-exempt rate (only available for governments).

Local Development Finance Authority (LDFA)

Tax Increment Financing (TIF) has historically been the key mechanism for funding industrial infrastructure needs. Infrastructure is funded through a bond that is based upon the incremental increase in tax capture that would result from the increased investment within the confines of the LDFA. Some improvements can extend beyond the LDFA borders when demonstrated that they can directly benefit the LDFA area.

Commercial Rehabilitation District (PA 120 of 2005)

This tool allows for the establishment of a district in which ad valorem property taxes can be exempted for up to 10 years (excludes taxes on the land and personal property). Specifically, the Act is designed to accomplish the following:

- Increase the current tax base;
- Provide employment opportunities for local residents;
- Help redevelop older “functionally obsolete” and/or “blighted” properties that are vacant or marginally occupied; and
- Help develop vacant commercially-zoned properties to expand retail, and stimulate other non-subsidized development.

An annual commercial rehabilitation tax is levied in place of the general property tax, but only on the pre-rehabilitation taxable value.

Downtown Development Authority (DDA)

The Manchester Downtown Development Authority (DDA) is an existing committee appointed by the Village President and Village Council charged with the planning for the DDA area. The DDA may acquire land, build or renovate buildings, and buy, create, or renovate public facilities within the DDA boundary. The boundary of the Manchester DDA generally surrounds the Central Business District. The DDA is able to use tax increment financing (TIF) to build a financial structure to proactively improve parts of the DDA area.

Corridor Improvement Authority (CIA)

The CIA Act is designed to assist communities with funding improvement in commercial corridors outside of the main commercial or downtown areas. The provisions mirror those of a Downtown Development Authority (DDA); however, multiple CIAs may be created in one municipality. Minimum criteria include no less than 51% first floor commercial, 30 years of commercial history, proximity to arterial or collector roads, no less than 10 contiguous parcels or 5 contiguous acres, zoned to allow mixed use or high-density residential, and an agreement to expedite the permitting and inspection process.

At the local level, funding can be raised through the following sources:

General Fund

The Village Council/Township Board may make an appropriation from the general fund to finance certain improvement. However, this method may need to be supplemented by other funding tools, as general funds are usually needed to finance essential services.

General Obligation Bonds

With the approval of the voters, the Village and Township can sell general obligation bonds, usually having long payback periods and low interest rates. General obligation bonds also enjoy the backing of the full faith and credit of the municipality.

Revenue Bonds

Revenue bonds are paid off through revenues generated by a project. For example, many municipal water systems are financed through revenue bonds with user charges paying off the bond. Revenue bonds are not necessarily backed by the full faith and credit of the municipality, do not require voter approval, and are usually sold at higher interest rates than general obligation bonds.

Special Millage

The legislative body may ask for voter approval to earmark increased millage for a specific improvement project.

Special Assessment

Many projects that benefit only a segment of the community are financed through special assessments to the benefiting property owners.

Each of these tax incentives and financing tools can be used in combination or as stand-alone techniques. However, complementing them with a coordinated business retention and attraction package is advisable.

Plan Education

Citizen involvement and support will be necessary as the Joint Master Plan is implemented. Local officials should constantly strive to develop procedures that make citizens more aware of the planning and zoning process and the day-to-day decision-making which affects the implementation of the Plan. A continuous program of discussion, education, and participation will be extremely important as the Manchester community moves toward realizing the goals, objectives, and strategies contained within this Plan.

The Village and Township may wish to consider developing a joint marketing strategy for the Master Plan involving promotion of the Plan's implementation, distribution of the document digitally over a dedicated website, and/or a series of workshops. The Manchester Community Joint Planning Commission may also consider development of an executive summary poster, pamphlet, or brochure with widespread distribution throughout the community.

Additional programs can be undertaken to help inform the public about the Joint Master Plan and land use goals:

Summary Version of Joint Master Plan

A condensed version of the Master Plan focusing on the Goals/Objectives and future land use issues could be available for residents and property owners. A shorter version of the plan could serve as an attractive alternative to reading the entire Joint Master Plan.

Informational Brochures

A series of informational brochures regarding the Joint Master Plan could be developed and distributed. The purpose of these brochures could be to briefly describe the goals of the Joint Plan and provide information on how to access the full Plan (either hard copies or online version). These brochures could be distributed directly to residents and business owners, while additional copies could be made available at public buildings throughout the community.

Programs in the School System

A series of informational programs or activities could be developed that introduce land use issues and planning/zoning concepts to area students. The Michigan Association of Planning and American Planning Association have several programs that could be utilized.

Community Surveys

The Village and Township may wish to conduct regular community surveys for the purposes of updating goals and objectives. These surveys can be conducted in a variety of ways, including mail-back surveys, telephone surveys, or online surveys.

Pre-Application Meetings

The Village and Township should provide a means for developers and applicants to sit in on a pre-application meeting with the Planning, Zoning and Building Departments to collect information regarding the Master Plan and Zoning Ordinance. Developers can also utilize pre-application meetings to present conceptual development proposals and obtain initial feedback. Pre-application meetings can help both the public and private sectors in successfully navigating the development review process, and can eliminate confusion.

Implementation Schedule

The following timetable indicates an approximate timetable for the recommended zoning modifications and ordinance updates, as discussed within the Zoning Plan chapter. The timetable is split into three schedules: short-term, mid-term and long-term:

- Short-Term: *Recommendations to be implemented within the first year after adopting the Joint Master Plan.*
- Mid-Term: *Recommendations to be implemented within two to four years after adopting the Joint Master Plan.*
- Long-Term: *Recommendations that will take five years or longer to be implemented, or are not of upmost priority.*

It is recognized that an implementable action will be continued through the life of the schedule or until the action is re-evaluated.

Table 11. – Ordinance Adjustment Implementation Schedule

Recommendations	Priority			Jurisdiction
	Short-Range	Mid-Range	Long-Range	
Preservation of Rural Character				
Objective: Preserve existing open space and agricultural land				
Ensure that zoning ordinances comply with and refer to the Michigan Right to Farm Act when necessary, especially in reference to farming, farm markets, and animal activities.	✓			Village and Township
Ensure that land division ordinances comply with the Michigan Land Division Act. Consider restrictions on the creation of new flag lots and/or “land-locked” parcels.	✓			Village and Township
Objective: Support stable and innovative agricultural-type operations				
Review the list of permitted and special land uses within the AR zoning district.		✓		Township
Residential Land Use				
Objective: Direct more intense residential density toward the Village and the Growth Transition Area				
Offer PUD Density bonuses upon consideration of overall project benefit, traffic congestion factors, and findings of no significant impact.		✓		Village and Township
Objective: Ensure that residential development respects the character of existing neighborhoods, residential building patterns, natural features, and important historic/architectural structures.				
Review and modify residential density calculations within the R-2 and R-3 Districts to be consistent with densities anticipated by Master Plan		✓		Village
Expand the definition of “recognizable and material benefit” to ensure that PUDs will benefit the overall quality of life within the Manchester community.		✓		Village and Township
Commercial Land Use				
Objective: Maintain the Village of Manchester as the central place for commerce within the area.				
Review the list of permitted and special land uses within the CBD; ensure that the CBD is flexible in permitting mixed uses.		✓		Village

Recommendations	Priority			Jurisdiction
	Short-Range	Mid-Range	Long-Range	
Objective: Preserve and strengthen the existing character of Downtown Manchester as a historic, pedestrian-scaled community, with traditional site and architectural design.				
Adopt design guidelines and standards for the CBD		✓		Village
Permit and promote innovative uses in the CBD that capitalize on the downtown's riverfront location, including paddle-sport rentals, recreational opportunities, and outdoor dining.		✓		Village
Establish joint overlay district to create an attractive gateway between the Village and the Township and to complement the character of the CBD.			✓	Village and Township
Objective: Promote the planned development of limited commercial uses in appropriate locations outside of the Growth Transition Area (GTA).				
Review list of permitted and conditional uses within OS District to ensure that the zoning district meets the intent of the Local Commercial and Office future land use designation		✓		Village
Review list of permitted and conditional uses within C-2 and RC Districts to ensure that the zoning districts meet the intent of the General Commercial future land use designation		✓		Village
Create a "Local Commercial and Office" zoning district to meet the intent of the Local Commercial and Office future land use designation.		✓		Township
Industrial Land Use				
Objective: Promote the development of light industrial uses in appropriate areas of the Growth Transition Area while maintaining the character of existing residential neighborhoods.				
Create a "Research and Light Industrial District" to meet the intent of the Research and Light Industrial future land use designation.		✓		Township
Natural Features				
Objective: Protect the Township's surface and groundwater resources				
Encourage and explore the development of an overlay protection zone for areas adjacent to the River Raisin			✓	Village
Objective: Protect the Township's natural landscape, including topography, wildlife habitat, and woodland areas				
Establish woodland ordinances to encourage the preservation of existing significant woodland areas and mature trees, and establish replacement tree calculations.		✓		Village and Township

Recommendations	Priority			Jurisdiction
	Short-Range	Mid-Range	Long-Range	
Community Facilities and Services				
Objective: Establish a Growth Transition Area (GTA) to carefully guide growth towards the Village while preserving farmland, woodland and open space.				
Create a joint Growth Transition Area expansion ordinance based on the objectives and guidelines contained within this Master Plan.			✓	Village and Township
Transportation				
Objective: Maintain and expand the community's road network for safe and efficient vehicular circulation				
Adopt design standards for Village roads and private roads that are compatible with those of WCRC and MDOT standards.			✓	Village and Township
Other				
Modify sign ordinances to comply with recent Supreme Court case, <i>Reed v. Town of Gilbert, AZ</i> .	✓			Village and Township
Reformat list of permitted and conditional uses into user-friendly land use matrices.			✓	Village and Township
Add conditional rezoning submittal and review standards to Zoning Ordinance.	✓			Township

Tracking Implementation

Although the MCJPC is responsible for writing the Joint Master Plan, the Village and Township Planning Commissions will be the primary bodies responsible for the implementation of the Plan. In order for the Master Plan's policies to have "teeth," the individual planning commissions and the MCJPC must keep track of progress with regards to the implementation schedule above. The Village and Township Planning Commissions should measure progress annually by completing a "benchmark" report, compiling zoning changes and marking whether or not they meet the implementation tasks. This benchmark report should be forwarded to the MCJPC, who can then modify the Joint Master Plan as needed.

Continuous Planning and Plan Updates

The Joint Master Plan should not become a static document. The Manchester Community Joint Planning Commission should attempt to re-evaluate and update portions of the Plan on a periodic basis. In accordance with Michigan Public Act 33 of 2008, the MCJPC is required to review the Master Plan every five (5) years to determine whether to commence the procedure to amend or adopt a new Plan. However, the MCJPC should meet and set goals for the review of various sections of the Master Plan on a yearly basis.

Coordination with Adjacent Communities

As a part of the Master Plan adoption process, and in accordance with Michigan Public Act 33 of 2008, the MCJPC notified neighboring jurisdictions, Washtenaw County, regional agencies, and registered public utility companies, railroads, and other governmental entities of its intent to create a Joint Master Plan. Subsequent to the notification and eventual completion of the draft, the noticed entities were asked to review and make comments on the proposed Plan. The comments were compiled and taken into account by the MCJPC. Upon receipt of the comments from adjacent communities and other entities, a public hearing was held, and the Plan was eventually approved by the Village Council and Township Board separately.