

MASTER PLAN

BROWN CITY, SANILAC COUNTY, MICHIGAN

DRAFT MARCH 22, 2018

Prepared with the assistance of

McKenna Associates

Community Planning and Design

235 East Main Street, Suite 105 · Northville, MI 48167

(248)596-0920 · www.mcka.com



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Planning Commission

Todd Vandewarker, Chiarman

Julie Miller, Mayor

John Bell

Jay Berry

Bradley Bissett

Mike Frey

Robert Jacobson

Keith Redlin

Ross McIvar

City Council

Julie Miller, Mayor

Gerald Kosal

Alecia Parks

William Walters

Ross McIvor

Patricia Jacobson

Christine Lee

City Administration

Clinton Holmes, City Manager

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WELCOME

In July, 2001 Brown City initiated preparation of a Master Plan to guide decisions affecting future development and redevelopment in the community. The previous Plan was adopted in 1979. The new Master Plan, contained in this document, is the result of data collection, field surveys, many meetings and discussions with community residents and leaders. This document's primary objective is to set forth the goals that are conceived by the community. In addition, this plan responds in a comprehensive manner to current and future development concerns of the City and to additional issues which have arisen over the past years.

Located in the southwestern portion of Sanilac County and occupying a portion of Lapeer County, Brown City developed as a station at the intersection of the Port Huron and Northwestern Railroad line and what is now M-90. It is a relatively small community in the heart of Michigan's agricultural region known as "The Thumb". Agricultural uses surround the City, shaping its character and making it a commercial and educational center for the immediately surrounding area. Over a century ago, the City was founded by Robert and John Brown, and built on Robert's farm.

Established in 1879, Brown City is a mature community that has experienced recent growth after a period of stagnation. The result of this growth process is the need for planning and implementation strategies which not only provide guidance for growth but also address strategies for preservation, rehabilitation, and redevelopment of the built and natural environments. That guidance is provided in the form of goals and objectives, policies and guidelines, and the maps included in this plan.

Environmental, social, political and economic conditions which affect the natural and built environments are continuously changing. Therefore, the planning process, which seeks to anticipate the impacts of those changes, must remain a useful guide for community change and effectively respond to important issues. The projections, guidelines and recommendations included in the Master Plan extend to the year 2020. A comprehensive review and revision should be conducted periodically.

Basis for the Master Plan and Purpose

The Michigan Planning Enabling Act (P.A. 33 of 2008, as amended) allows Cities to plan and zone. The Act allows the Planning Commission to develop and adopt a master plan that, at a minimum, addresses certain specific issues. This document, then, is the Master Plan that has been developed and adopted by the Brown City's Planning Commission pursuant to the Michigan Planning Enabling Act. In addition to the Michigan Planning Enabling Act, this plan has been developed in accordance with the Sanilac County Hazardous Mitigation Plan and the Michigan Economic Development Corporation's Redevelopment Ready Community (RRC) principals. The RRC principals are based on the following:

- The Plan reflects the community’s desired direction for the future.
- The Plan identifies strategies for priority redevelopment areas.
- The Plan addresses land use and infrastructure, including complete streets elements.
- The Plan includes a zoning plan.
- The Plan incorporates recommendations for implementation, including goals, actions, timelines, and responsible parties.

The 2018 Brown City Master Plan (the Plan) presents the City’s vision for the future. It serves as a policy guide for the community, and informs the decisions of City officials and administrators, governmental agencies, organizations, and private individuals. It is designed to provide a flexible roadmap for future development and to ensure that new growth is consistent with the City’s goals and objectives.

This 2018 Master Plan is long range in that it examines past trends and makes projections for the next five to 20 years. This allows the City to plan ahead and anticipate future needs. It should be noted, however, that projections are most accurate in the short term, and many factors that will shape the future cannot be anticipated. For this reason, every three to five years, a joint meeting between the City Council and Planning Commission should be held to review the Plan and any amendments that may become necessary.

One of the most important functions of the Plan is to provide a solid foundation for future land use decisions. The recommendations presented in the text and shown graphically will provide a legal basis for zoning and other land use controls utilized by the City.



BROWN CITY YESTERDAY


The following sections correspond to historic natural, topographical and environmental conditions of the City and should be used to gain an understanding of foundations on which the City grew. The City must ensure careful preservation in order to assure a sustainable future for the current and future residents.

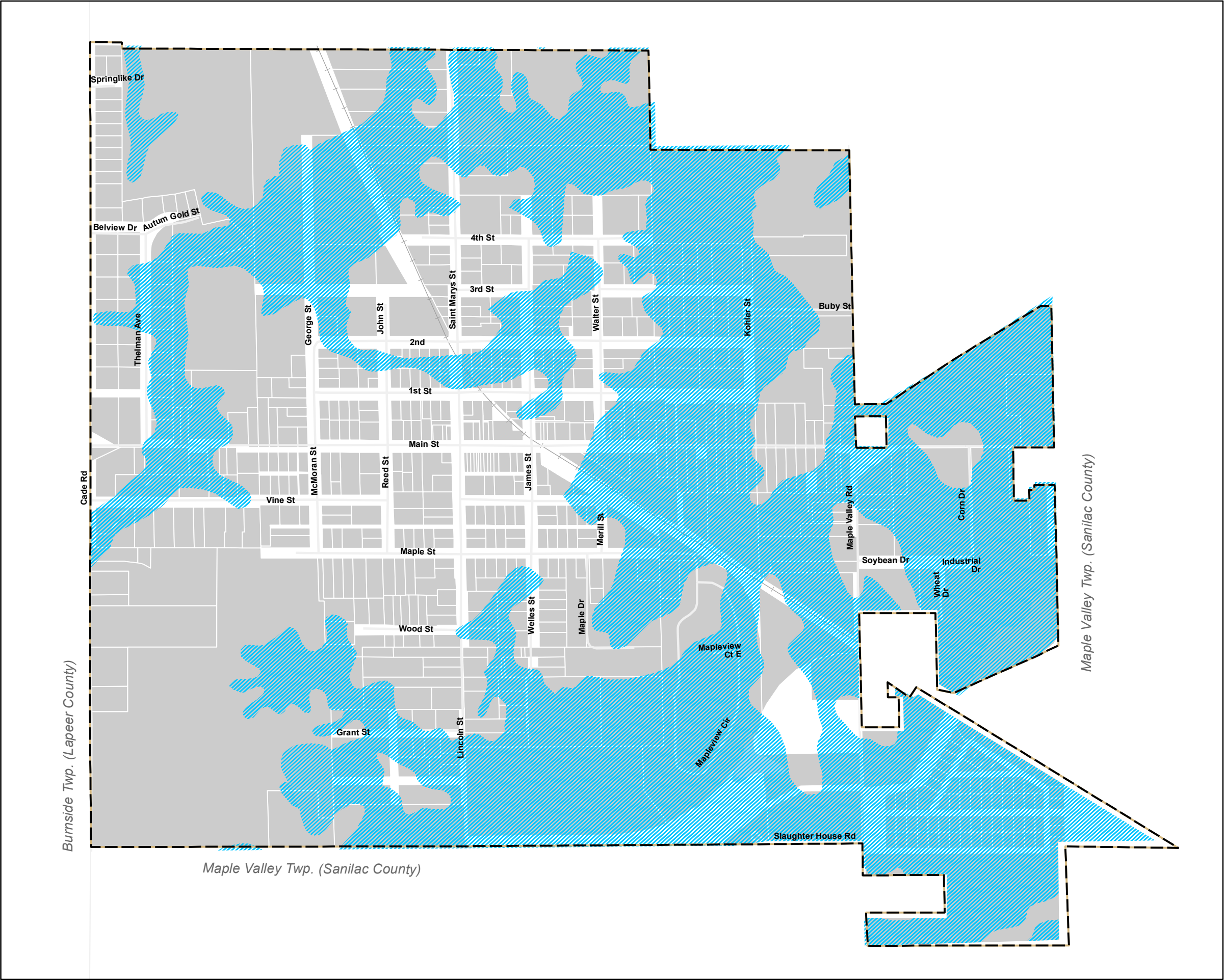
Map 1: Wetlands

City of Brown City Sanilac County, Michigan

June 26, 2017 **DRAFT**

Legend

 Sanilac County DEQ Wetlands Inventory



Base Map Source: Sanilac County
Data Source: McKenna Associates, 2017

Soils

Soils play an important role in the quality of the City's natural environment. Some soils are particularly sensitive, either because of their association with an important landform, or because they possess a particularly sensitive characteristic, such as the concern for erosion that soils on steep slopes create.

Based upon United States Department of Agriculture Sanilac County Soil Survey, four soil series are present within Brown City. Soils series are groups of soils formed from the same material with similar characteristics. These soils and their characteristics include the Capac, Marlette, Iosco-Croswell, and Parkhill series.

Soils located within the City contain some limitations for building site development and sanitary facilities. However, since much of the City is currently developed with residential, industrial, commercial and recreational uses these limitations can be and have been overcome. The soil composition will not be a limitation for future development in much of the City as long as public utilities are available and proper engineering techniques are utilized.

Woodlands and Forests

Although much of Michigan, as well as Brown City, was once covered in dense forest, logging through the 1800's and agricultural cultivation has left only fragments of woodland. Brown City has several areas of woodland as well as mature tree lined streets. Preservation and replacement of these natural features should be encouraged.

Water

Several riparian corridors (streams and drains) and associated wetland types comprise the City's natural lowland and surface water drainage network. One of the primary functions of this network is the drainage and collection of runoff from stormwater and snow melt. Wetland areas play a particularly important role in the management of stormwater. Several drains traverse through and adjacent to Brown City, including the Setter Drain and the Lapeer and Sanilac Drain. The City should ensure new development within and around the drainage areas will be designed so as to not adversely affect the established drainage network.

Climate

Sanilac County's latitude, longitude, and proximity to Lake Huron help to create the local climate. The climate is defined as "humid continental". This climatic term simply means moist air masses prevail aloft and greater fluctuations in daily and seasonal temperature are experienced due to the City's interior continental position. It is characterized by four distinct seasons and a relatively short summer. Summers are influenced by warm moist air masses from the Gulf of Mexico. In winter, cold, dry air masses cross the warmer Great Lakes and pick up moisture. This moisture can fall in the form of rain or "lake effect" snow.



BROWN CITY TODAY

The following sections correspond to existing conditions, trends, and factors that make Brown City what it is today. These sections will seek to establish an understanding of the relationship between Brown City and the surrounding region, existing land use patterns, the local economy, availability of public utilities, transportation, demographics, and housing. Understanding the existing conditions facing the community today will form a starting point for determining where the community wants to be in the future.

Regional Context

Brown City is a regional activity center and community in a rural setting in the southwest portion of Sanilac County. As of the 2010 U.S. Census, the City has a total population of 1,325 in an area of one square mile. Brown City is adjacent to Maple Valley Township, which has a population of 1,221. The City is located in Sanilac County, which has a population of 43,114.

Brown City is also easily accessible from all communities throughout Sanilac County and across the "Thumb" area. The principal access to the City is provided by M-90 which travels from east to west as Main Street through the City, connecting to Lexington on the east and North Branch on the west. M-90 also intersects with M-53 about four miles west of the City. M-53 runs from Port Austin in the north to Detroit in the south, and serves as a link to M-46, I-69, and the Detroit Metropolitan Area. Brown City lies approximately 24 miles from the Lake Huron shoreline, 50 miles from Port Huron, 55 miles from Canada, 55 miles from Flint, 65 miles from Saginaw, and 75 miles from Detroit. Also, the City enjoys connection with the U.S. railroad network via the Huron and Eastern Railway.

SANILAC COUNTY

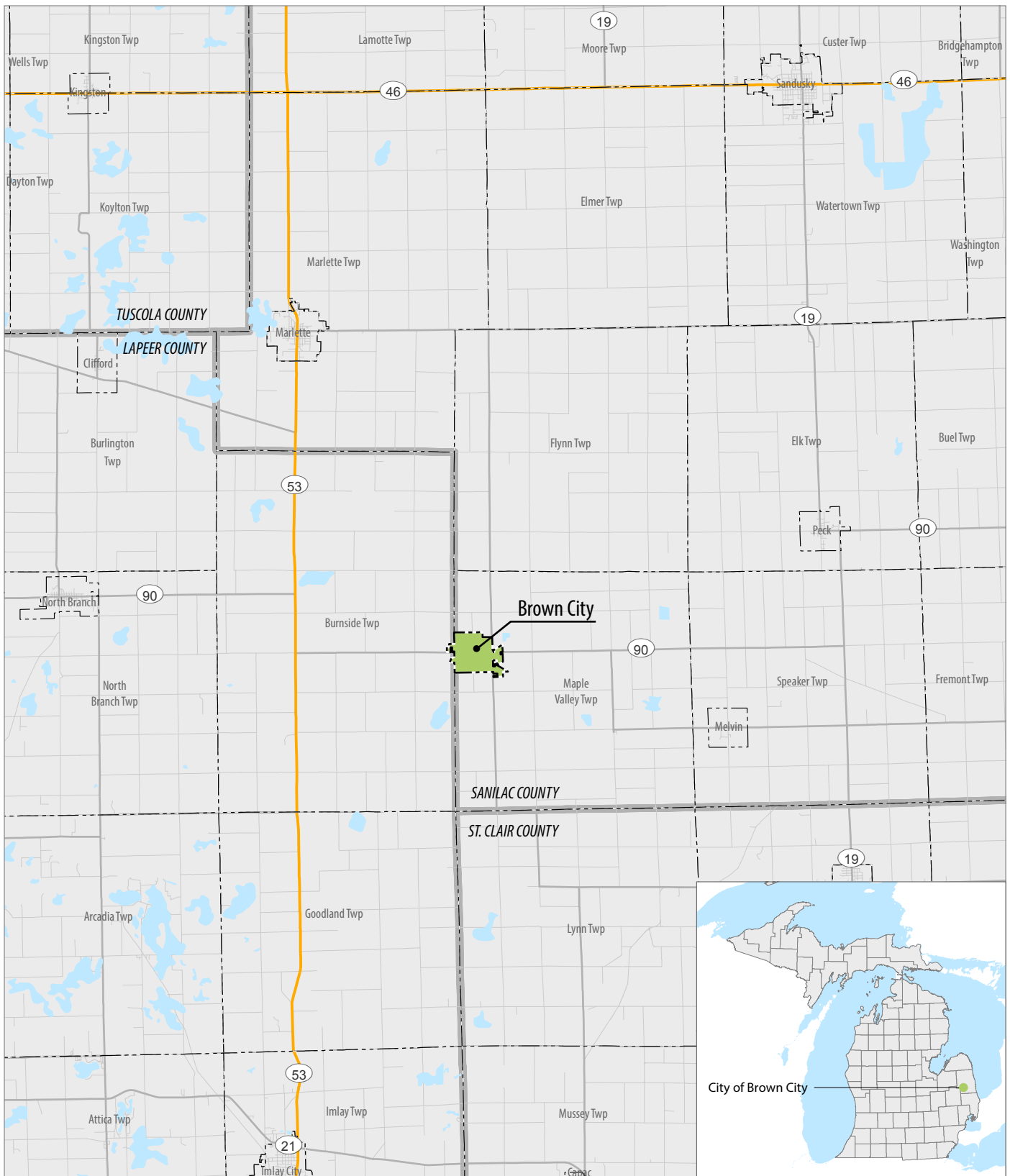
Brown City is located in Sanilac County in the Thumb region of Michigan. The county seat of Sanilac County is Sandusky. Sanilac County provides a variety of services to its municipalities and residents. The County has a Planning Commission and prepares a county-wide master plan, which was recently updated in 2011. The County also prepares a Hazard Mitigation Plan, which was updated in 2017.

EAST MICHIGAN COUNCIL OF GOVERNMENTS

Sanilac County is within the East Michigan Council of Governments (EMCOG) service area. EMCOG is one of the 14 regional planning and development agencies in Michigan. These regional commissions were established by executive order in 1968 by the Governor of Michigan. EMCOG is recognized as Region 7 and it is responsible for communities in Arenac, Bay, Clare, Gladwin, Gratiot, Huron, Iosco, Isabella, Midland, Ogemaw, Roscommon, Saginaw, Sanilac, and Tuscola Counties, and the Saginaw Chippewa Indian Tribe. The main function of EMCOG is to assist public and private entities within its geographic area by offering technical assistance for federal, state, and local programs and projects.

REGIONAL PROSPERITY INITIATIVE

Sanilac County is also located within Prosperity Region 6 as part of the Michigan Regional Prosperity Initiative (RPI), created by Governor Rick Snyder in 2013. The purpose of the RPI program is to offer communities within a region the opportunity to collaborate on economic development projects and to determine how each community has a role within a prosperous region. The Region 6 partnership is also known as the I-69 Thumb Region, and includes Genesee, Huron, Lapeer, Sanilac, Shiawassee, St. Clair and Tuscola counties.



Map 2:
Regional Location

City of Brown City, Sanilac County, Michigan

LEGEND

County Boundaries	Michigan Highways
Surrounding Municipalities	State Highways
City of Brown City	

6.28.17 Miles 0 1 2

McKenna
ASSOCIATES

Base Map Source: Michigan Geographic Framework,
Michigan Center for Geographic Information, Version 12a

Existing Land Uses

An existing land use survey was completed in July, 2017. This survey utilized field research and the existing Master Plan to establish land uses for all parcels within the City, and provides the basis for an existing land use analysis.

A fundamental procedure prior to the formulation of a community Master Plan is an analysis of existing land uses. This analysis will not only identify what and where particular uses are, but it will also highlight where future development might occur and where land use conflicts may exist or develop.

The land uses analysis performed delineates nine land use categories including: Single Family Residential, Multiple Family Residential, Mobile Home Park, Public/Quasi-Public/Institutional, Industrial, Commercial/Office, Vacant, Public Recreation, and Rights-of-Way. Existing land uses are shown below with categories explained on subsequent pages. Land uses are summarized in Table 1 below.

Table 1: Existing Land Uses










Land Use	Acres	Percent
Single Family Residential	189.23	29.56%
Multiple Family Residential	7.01	1.09%
Mobile Home Park	39.18	6.12%
Public/ Quasi-Public/ Institutional	67.69	10.57%
Industrial	100.13	15.64%
Commercial/ Office	23.44	2.6%
Vacant	107.18	16.74%
Rights-of-Way	35.41	5.53%
Public Recreation	70.94	11.08%
TOTAL	640.22	100.00%

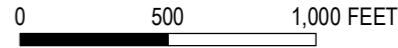
Map 3: Existing
Land Use

City of Brown City
Sanilac County, Michigan

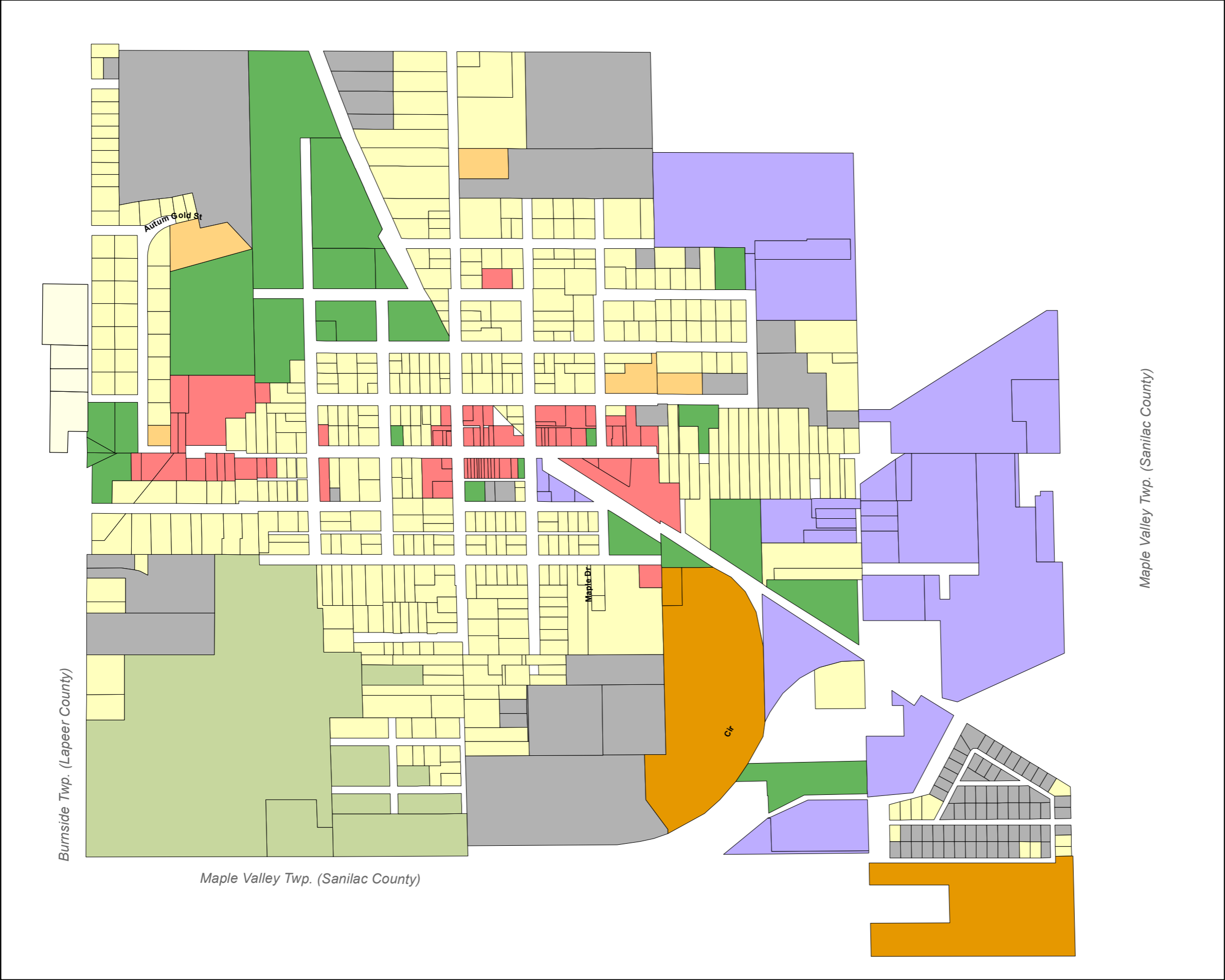
July 24, 2017 **DRAFT**

LEGEND

	Single Family Residential
	Multiple Family Residential
	Mobile Home Park
	Commercial/ Office
	Industrial
	Public Recreation
	Public/ Quasi-Public/ Institutional
	Vacant
	City of Brown City Boundary



Base Map Source: Sanilac County
Data Source: McKenna Associates, 2017



Land Use Categories

Single-Family Residential. Improved single land parcels or portions of parcels with single detached homes.

While the City has only seen a few new residential developments within the past 10 years it is a primarily residential community.

There are two types of residential development patterns that characterize the City:

- Small lot, traditional neighborhood pattern
- Large lot, suburban/rural neighborhood pattern

Many of the residents of the City live in houses on smaller lots. These houses are clustered in blocks around the town center (Main Street) and are generally located in the north-central area along First, Second, Third, Fourth, St. Mary's, Vine, Maple, and Walter streets. Because these housing units are generally of older construction, this pattern has not changed significantly in recent years. The scarcity of large lots within this area indicates that this pattern will continue in the future. To ensure that new construction is compatible with the older buildings, the regulations of the City should encourage minimum setbacks and lot sizes based upon the established pattern.

The large lot residential pattern can be found on the periphery of the City and south of Maple Street. Larger lots associated with more conventional subdivisions are located on the western border of the City along Cade Road, Thelman Avenue, and Belview Drive.

Multiple Family Residential. Land area that is occupied in whole or in part by attached dwelling units. This form of housing could include apartments or attached condominiums.

Just a handful of multiple family housing units exist in Brown City and are intermingled among existing single family residential developments. The following types of multiple family residential land uses have evolved in the City.

- Apartments. Apartment complexes are located at the corner of Thelman Avenue and Main Street, Walter Street and First Street, and Thelman Avenue and Autumn Gold Drive.
- Senior housing. A senior housing development is located in the northeast corner of the City north of the St. Mary's Street and Fifth Street intersection.
- Duplexes. One duplexes exist west of Cade Road and north of Main Street on the far west side of the City.

Mobile Home Park. Development that contains movable manufactured housing units.

A large concentration of mobile homes exist in newly developed park in the southeast portion of the City. This mobile home park with access off of Maple Street has a build-out of 111 units. Another mobile home park, located in the east side of Maple Valley Drive, south of Industrial Drive, has a build-out of 142 units.

Commercial/Office. Includes a cross section of retail and service establishments, including professional and medical office buildings.

Commercial and office uses are concentrated in two areas along Main Street. The area near the railroad crossing represents Brown City's traditional town center. City Hall, the library, and the post office are located here. In addition, there are several small shops and boutiques that consist of zero setback lines, on-street or rear yard parking, sidewalks and storefront windows.

The commercial and office uses to the west are separated from the town center by a string of residential, institutional, and park uses. Commercial uses here are designed to better facilitate the automobile and consist of front yard parking, larger square footage, and larger signage. Uses here include Ben's Supercenter, a gas station, Subway, a medical office, and a bank with drive-through access. Other sporadic commercial uses exist at the intersection of Maple Valley Road and Main Street, and at the eastern end of Maple Street.

Public/Quasi-Public/Institutional. Land area and facilities that are privately or publicly owned and available to be used by the public. Uses include public schools, government buildings, and churches.

Public/Quasi-Public/Institutional uses are scattered throughout the City. The Brown City School property occupies more land than any other public use. The property consists of facilities for kindergarten through twelfth grade, a track and football field, and additional vacant land to the north of the high school. Additional properties in this category include a significant amount of the City such as, the City Hall, the library, the post office, the fire hall, the historic Old City Hall, and churches.

These types' uses are generally seen as an asset to the Community. They offer residents many recreational, cultural, and educational opportunities.

Industrial. Improved land parcels devoted to assembling, fabricating, manufacturing, packaging, warehousing or treatment of products.

Industrial uses are concentrated on the eastern edge of Brown City, on Maple Valley Road. These are generally older industrial areas that consist of businesses that have been in operation for many years. Industrial businesses include Salvo Tool and Engineering, Llink Technologies, Bluebird Enterprises, Brown City Machine Products, and Michigan Agricultural Commodities (MAC).

Public Recreation. Land set aside that is in a natural state or is used for public enjoyment and could include: parks, woodlands, or indoor recreational facilities.

The primary public recreational use is the Brown City Community Park, located at the southwest corner of the City. The large park includes public pavilions, tennis and basketball courts, and baseball/softball diamonds. Another small park is located on Main Street between John and St. Mary's streets.

Rights-of-Way. Predominantly used for transportation, including public roadways, thoroughfares, local streets and alleys, and those drainage, utility, walkway or communication uses which are contiguously related to the transportation use.

Vacant. Land not used for any of the above-defined uses. This includes open, uncultivated, undeveloped, uninhabited, and unused space.

Demographic Analysis

The U.S. Census Bureau, within the U.S. Department of Commerce, is the source of the demographic data cited in this section. Every ten years, the U.S. Census Bureau conducts a census of population for the United States, and the thousands of political subdivisions within it. The demographic data in this section is gathered from the 2010 Census and the 2011-2015 American Community Survey 5-Year Estimates (a statistically accurate survey product of the U.S. Census Bureau) and ESRI, a private data provider that summarizes census data.

POPULATION

Between 2010 and 2015 the population of Brown City decreased 10.0 percent, from 1,325 to 1,193 people. The surrounding townships of Maple Valley and Burnside each experienced slight increases in their populations. Both Sanilac County and Lapeer County saw slight decreases in population, reflecting the lack of population growth in the state. Michigan only saw a 0.2% increase in population over the same time frame.

Table 2: Total Population, 2010-2015

Community	2010 Population (Census)	2015 Population (Estimate)	Percent Change 2010-2015
Brown City	1,325	1,193	-10.0%
Maple Valley Township	1,221	1,300	+6.5%
Burnside Township	1,864	1,945	+4.3%
Sanilac County	43,114	42,014	-2.6%
Lapeer County	88,319	88,235	-0.1%
State of Michigan	9,883,640	9,900,571	+0.2%

Source: 2010 Census and the 2011-2015 American Community Survey 5-Year Estimates

Brown City is not the only community experiencing a decrease in population and many communities around the state have seen a decrease in population as an effect of the Great Recession. However, the community can also use this as a way to promote new opportunities, attract new residents, and encourage entrepreneurship and reinvestment.

RACE AND ETHNICITY

The population of Brown City is relatively homogenous in terms of race and ethnicity. In 2010, 97.3% of the total population reported being white, 0.2% black, 0.3% American Indian, and 2.2% identified as two or more races. Of the 1,193 persons living in Brown City, 2.7% reported being Hispanic. Persons identifying as Hispanic may be of any race.

Table 3: Population by Race and Ethnicity, 2010

Population by Race & Ethnicity	Number	Percent
Total	1,193	100.0%
Population Reporting One Race	1,167	97.8%
White	1,161	97.3%
Black	2	0.2%
American Indian	4	0.3%
Asian	0	0.0%
Pacific Islander	0	0.0%
Some Other Race	0	0.0%
Population Reporting Two or More Races	26	2.2%
Total Hispanic Population	32	2.7%

Source: 2010 Census

AGE STRUCTURE

As of the 2010 Census, the median age of Brown City residents is 40.2 years, slightly lower than the Sanilac County median age of 42.8 years. This low median age may be attributed to factors such as turnover in housing occupancy and the presence of young families.

In 2010, 23.3% of the population in the City was under the age of 20, whereas in Sanilac County this number was 26.0%. However, Brown City had a higher percentage of their population in the 20-44 year age bracket, with 33.7% compared to 26.9% for Sanilac County. This indicates that Brown City currently has a proportion of children within their population comparable to the surrounding area. However, the large percentage of young families may indicate that a future spike in the school age population could occur. With demographics that skew towards younger age groups, the City may want to consider planning for services that cater to younger demographics. Such services include safe routes to school, public parks, youth recreation and employment, and daycare.

In 2010, 15.4% of people in Brown City was 65 years and older compared to 17.6% for Sanilac County. Nationally, this proportion of the population is expected to increase based on the large size of the Baby Boomer generation, the relatively high average life expectancy, and lower birth rates among younger generations.

Table 4: Age Structure, 2010

Age Group	Brown City	Sanilac County	Brown City Percentage	Sanilac County Percentage
Under 5 Years (Infants)	65	2,513	5.4%	5.8%
5 to 19 Years (School Age)	213	8,701	17.9%	20.2%
20 to 44 Years (College, Career & Family Forming)	402	11,580	33.7%	26.9%
45 to 64 Years (Empty Nesters)	329	12,741	27.6%	29.6%
65 years and older (Seniors & Retirees)	184	7,579	15.4%	17.6%
Total Population	1,193	43,114	100.0%	100.0%
Median Age (Years)	40.2	42.8	—	—

Source: 2010 Census

EDUCATIONAL ATTAINMENT

The educational attainment for people 25 years and older in Brown City is shown in the table below. Within the City, 91.8% have attained a high school diploma or higher compared with 87.8% of Sanilac County. Brown City has had 18.5% of all residents earn an associate's degree, bachelor's degree, or a graduate degree, compared with 21.3% of Sanilac County residents.

The nearest post-secondary educational institution to the City is St. Clair County Community College (SC4), based in Port Huron. SC4 has several learning centers in nearby communities including Peck, Imlay City, and Yale. At the kickoff meeting, some people expressed a desire for SC4 to establish a new learning center in Brown City, which would give the community access to additional resources. In any case, land uses that promote places where learning occurs (including neighborhood schools and other learning centers) should be encouraged so that the opportunities are abundant for both adults and children.

Table 5: Educational Attainment for Residents 25 Years and Older, 2011-2015

Educational Level	Brown City Percentage	Sanilac County Percentage
Less than 9 th Grade	0.8%	3.5%
9 th to 12 th Grade, No Diploma	7.4%	8.7%
High School Graduate (includes equivalency)	54.2%	45.1%
Some College, No Degree	18.9%	21.4%
Associate's Degree	10.0%	9.1%
Bachelor's Degree	5.4%	7.8%
Graduate or Professional Degree	3.1%	4.4%

Source: 2011-2015 American Community Survey 5-Year Estimates

Housing Analysis

The quality, affordability, and availability of a community's housing stock has a significant impact on overall community vitality. The following analysis of trends relating to the number of housing units, new construction, the amount of owner-occupied, rental, and vacant units, housing values, monthly rent, and the age of housing helps evaluate the health of the City's housing stock.

As of 2015, Brown City had approximately 582 total dwelling units, while according to the 2010 U.S. Census the City had 587 total dwelling units. Dwelling units indicate all types of residential property including houses, apartments, condominiums, and other types.

HOUSING TENURE

Housing tenure describes how each dwelling unit is occupied whether by owner, renter, or whether it is vacant. Table 6 shows that the dwelling units within the City lean towards owner-occupied over renter-occupied housing units, however the City has a higher rate of renter-occupied units than the surrounding municipalities or Sanilac County. Also, Brown City has a lower rate of vacant units than the surrounding communities or the County. The lower vacancy rate for Brown City implies that the housing market is relatively healthy, especially when compared with Sanilac County overall.

Table 6: Housing Tenure, the Brown City and Comparison Communities, 2015

Municipality	Total Occupied Dwellings	Owner-Occupied		Renter-Occupied		Total Vacant		Total Units
		Units	Percent	Units	Percent	Units	Percent	
Brown City	532	309	53.1%	223	38.3%	50	8.6%	582
Maple Valley Township	398	357	79.3%	41	9.1%	52	11.6%	450
Burnside Township	659	591	76.0%	68	8.8%	118	15.2%	777
Sanilac County	16,280	13,009	57.6%	3,271	14.5%	6,318	28.0%	22,598
Lapeer County	32,682	27,156	74.9%	5,526	15.2%	3,556	9.8%	36,238
Michigan	3,841,148	2,728,815	60.1%	1,112,333	24.5%	698,690	15.4%	4,539,838

Source: 2011-2015 American Community Survey 5-Year Estimates

MEDIAN HOME VALUE

The value of homes in Brown City is one measure of community quality of life and the overall health of the economy. As of 2015, the median home value in Brown City was \$80,700. Table 7 includes the median housing value for owner-occupied units and the median gross rent for rental units.

Table 7 shows that Brown City has a lower median housing value than the surrounding communities and counties. This may be attributable to the types of housing units available. Brown City has small lots and traditional neighborhoods emblematic of small towns, whereas the surrounding townships and Sanilac County have large lots and farms as typically found in rural settings.

Table 7: Median Value, Brown City and Comparison Communities, 2015

Municipality	Owner-Occupied	Median Gross Rent
Brown City	\$80,700	\$496
Maple Valley Township	\$111,000	\$900
Burnside Township	\$117,200	\$913
Sanilac County	\$94,800	\$612
Lapeer County	\$132,300	\$781
Michigan	\$122,400	\$783

Source: 2011-2015 American Community Survey 5-Year Estimates

The monthly rent for all areas is based on the rents seen in rental homes, apartments in homes, and apartment complexes. As of 2015, Brown City has a lower median gross rent than the surrounding communities and counties. This is likely attributable to the types of rental units available in each of these places. Brown City has apartment complexes and other small rental units available, whereas the townships and Sanilac County would more likely have large rental properties than apartments.

For both owner-occupied and rental housing, Brown City is closer to Sanilac County overall than the surrounding townships. Sanilac County's data takes into account other communities that are similar in size to Brown City such as Sandusky, Croswell, Marlette, Peck, and Lexington.

AGE OF HOUSING

The age of the housing stock can provide important insights for a community, as the condition of the housing stock may be related to its age. Older housing stock can also provide a sense of character to the community. Traditionally, major repairs or rehabilitation is needed when housing reaches an age of 30 years. Communities where a substantial proportion of the housing stock is more than 30 years old typically initiate programs to encourage reinvestment. Further, since the 1960s, the demand for more energy efficient houses and additional amenities has increased. Older homes also tend to lack features that support barrier free access and may be unsuitable for aging in place without significant retrofits or other reinvestment.

As shown in Table 8 approximately 70% of Brown City's housing stock was constructed prior to 1980 and is considered older than 30 years. The City should encourage reinvestment in the older housing stock to preserve the historical character of the community. Notably, the data indicate that no new homes have been built in Brown City since 2010. The American Community Survey 5-Year Estimates contain five years of data going back to 2011. This time period encompasses ongoing recovery from the Great Recession, so it is anticipated that as the economy continues to recover more new homes will be constructed.

Table 8: Age of Housing, Brown City 2011-2015

Year Structure Built	Number	Percent
2014 or later	1	0.0%
Built 2010 to 2013	0	0.0%
Built 2000 to 2009	56	9.6%
Built 1990 to 1999	84	14.4%
Built 1980 to 1989	35	6.0%
Built 1970 to 1979	89	15.3%
Built 1960 to 1969	43	7.4%
Built 1950 to 1959	78	13.4%
Built 1940 to 1949	35	6.0%
Built 1939 or earlier	162	27.8%
Total Housing Units	582	100.0%

Source: 2011-2015 American Community Survey 5-Year Estimates

TARGET HOUSING ANALYSIS

To determine the households that Brown City could attract with new housing development, the type of households currently living in Brown City, and the type of development that would be attractive to all these households, this Master Plan includes a Target Housing Analysis. Unlike a traditional market analysis, which looks simply at supply and demand for housing units, a Target Housing Analysis looks to match the types of households currently looking for housing with the types of housing units they want, and to determine how these housing unit types can be provided in Brown City.

The intention of the Target Housing Analysis is to determine the types of people that will be looking for housing across the region over the next 5-10 years (or longer), examine the types of housing and neighborhoods that they prefer, and then compare that to the existing built environment within the City and the Overall Housing Market. The Overall Housing Market represents the communities that will compete with Brown City for its potential new residents. By finding the “gaps” between supply and demand, this analysis will determine the types of neighborhoods that potential new Brown City residents are seeking, and will help the City develop its Future Land Use plan.

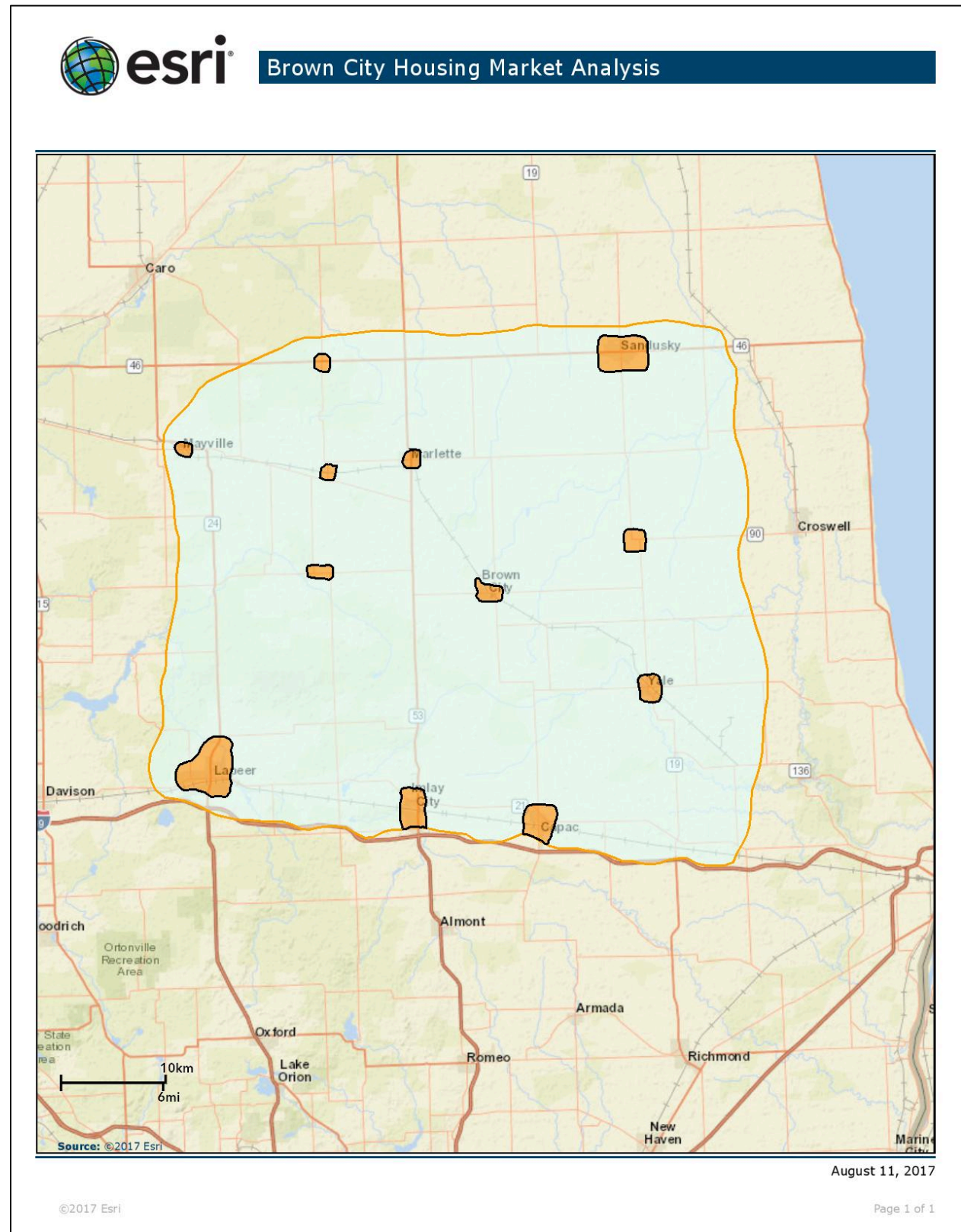
Overall Housing Market

In order to conduct the analysis, an Overall Housing Market was estimated for the area surrounding Brown City. This area was estimated based on the natural commuting and transportation corridors for the region. It carries some assumptions about where people will generally choose to locate and where is the estimated boundary of this area. For instance, people living south of Interstate 69 are generally tied to Macomb County and the Metro Detroit area. West of Lapeer, people are generally tied to Flint. Along Lake Huron, the lakefront communities are generally tied to Port Huron. Taking into account these factors, the Overall Housing Market is roughly defined as an area within a 15-mile radius around Brown City. People could move to or from Brown City from much of the market area without changing jobs.

Two types of housing are defined for this housing market area: Small Towns and Rural. The Thumb Region is home to many small towns each with a character and an identity. These communities are similar in that their overall size and housing types are comparable. Someone looking for housing in the region who wants to live in this type of community would feasibly be able to choose from all of the Small Towns in the region. The Small Towns in the Overall Housing Market area are Brown City, Capac, Clifford, Imlay City, Kingston, Lapeer, Marlette, Mayville, North Branch, Peck, Sandusky, and Yale. These areas are indicated on the map on the following page.

The rest of the Overall Housing Market area is comprised of rural areas. Typical rural housing units include farms or other large lot “rural estate” housing development. The age of the housing stock can vary dramatically, from 100+ year old farmhouses to modern homes built since 1990. Some lots are heavily wooded and include creeks or ponds. People looking for this type of housing may look anywhere within the rural areas to find what they are seeking.

Map 4: Overall Housing Market Area



Economic Analysis

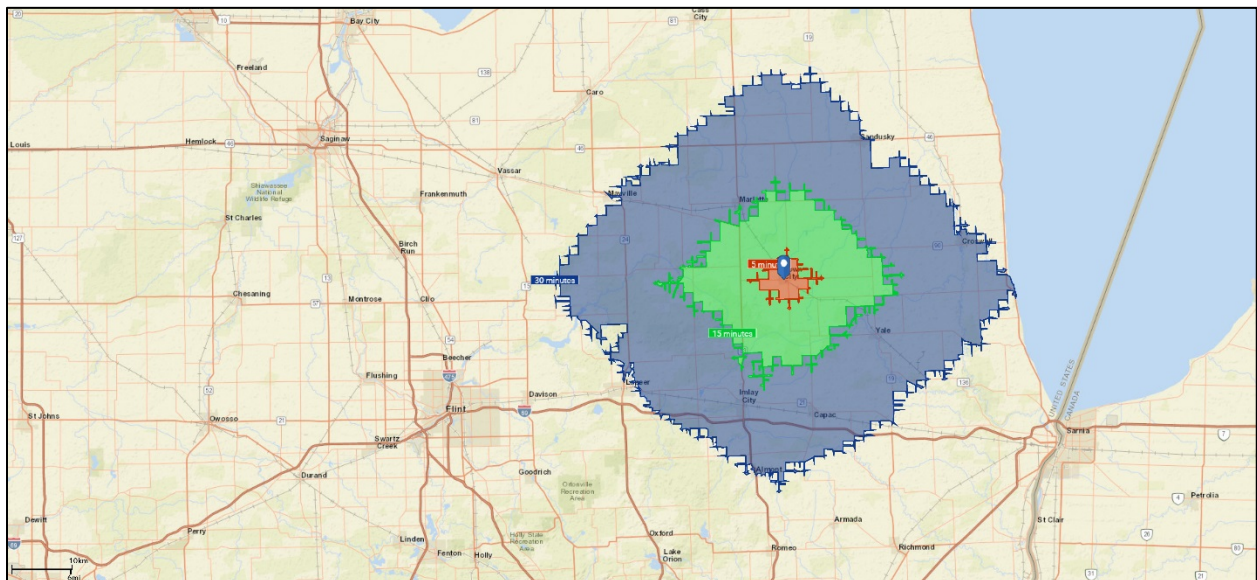
RETAIL MARKET GAP ANALYSIS

This section analyzes the market potential of different retail uses for their viability in Brown City, by conducting a gap analysis. A gap analysis is performed by defining a “trade area” for a community, and identifying the supply and demand for different types of retail uses. The supply consists of the total amount of a good or service of a particular type sold by businesses within that trade area. The demand consists of the total amount of a particular type good or service purchased by residents of the trade area. If the supply exceeds demand, then people are entering the trade area to purchase that particular good or service, but it could also indicate an oversupply. If demand exceeds supply, then people are leaving the trade area or shopping online for that good or service, but it could also indicate the potential for a new retail location within the trade area.

Demand is subtracted from supply to calculate a market gap for each retail type. Using an estimate of average sales per square foot, and an estimate of average square feet per store, a market gap is converted to an estimated number of new stores demanded within the designated trade area.

The following section describes the retail market gap analysis for Brown City. The designated trade area for this analysis is shown on Map 5.

Map 5: Retail Market Gap Analysis Trade Area



Source: ESRI Business Analyst 2017

The trade area is defined by drive time from Downtown Brown City, at regular intervals of 5, 15, and 30 minutes. The 5-minute drive time represents people living generally within the City and anybody who lives close enough that Brown City is a regular shopping destination. The 15-minute drive time represents people who live in surrounding townships and communities that may conduct shopping in Brown City but who also may go primarily to other places. The 30-minute drive time represents a large area of people who could choose to come to Brown City, but who also may choose the other regional retail centers for this area such as Imlay City and Lapeer. The following charts describe the retail gap, as a percentage, and the number of new stores demanded in the Brown City trade area.

Table 9: Percentage of Unmet Retail Demand

Category	5-Min. Drive	15-Min. Drive	30-Min. Drive
Automobile Dealers	100.0%	80.5%	28.1%
Other Motor Vehicle Dealers	100.0%	55.9%	-59.1%
Auto Parts Stores	26.8%	33.0%	20.7%
Furniture Stores	100.0%	81.3%	75.0%
Home Furnishings Stores	100.0%	71.8%	20.1%
Electronics and Appliance Stores	28.6%	89.6%	85.8%
Building Materials and Supplies Dealers	55.6%	80.7%	67.5%
Lawn and Garden Equipment Stores	100.0%	-13.0%	-86.8%
Grocery Stores	-467.3%	0.8%	19.6%
Specialty Food Stores	100.0%	-100.5%	-32.4%
Food and Beverage (Including Beer, Wine, and Liquor Stores)	-66.7%	9.7%	38.5%
Health and Personal Care Stores	-5.2%	77.0%	39.4%
Gas Stations	-180.2%	-55.3%	-12.6%
Clothing Stores	100.0%	90.6%	95.5%
Shoe Stores	100.0%	100.0%	93.7%
Jewelry or Luggage Stores	100.0%	100.0%	73.9%
Sporting Goods, Hobby, and Music Stores	100.0%	71.6%	53.2%
Book Stores	100.0%	100.0%	100.0%
Department Stores	100.0%	100.0%	59.9%
General Merchandise Stores	-28.3%	59.1%	60.5%
Florists	-214.6%	-84.2%	5.5%
Office Supplies Stores	100.0%	73.2%	68.5%
Used Merchandise Stores	-1515.2%	-160.3%	-2.0%
Special Food Services	100.0%	100.0%	85.8%
Bars	-44.8%	28.3%	51.7%
Restaurants / Other Eating Places	19.0%	74.7%	42.3%

Source: ESRI Business Analyst 2017

Table 10: Demand for New Stores in Brown City Trade Area

Category	5-Min. Drive	15-Min. Drive	30-Min. Drive
Automobile Dealers	0	0-1	1-2
Other Motor Vehicle Dealers	0	0	0
Auto Parts Stores	0	0	2-3
Furniture Stores	0	0	1-2
Home Furnishings Stores	0	0	0
Electronics and Appliance Stores	0	0	2-3
Building Materials and Supplies Dealers	0	0	2-3
Lawn and Garden Equipment Stores	0	0	0
Grocery Stores	0	0	1-2
Specialty Food Stores	0	0	0
Beer, Wine, and Liquor Stores	0	0	0-1
Health and Personal Care Stores	0	0-1	3-4
Gas Stations	0	0	0
Clothing Stores	0	0-1	8-9
Shoe Stores	0	0	1-2
Jewelry or Luggage Stores	0	0	0-1
Sporting Goods, Hobby, and Music Stores	0	0	2-3
Book Stores	0	0	1-2
Department Stores	0	0-1	5-6
General Merchandise Stores	0	0-1	6-7
Florists	0	0	0
Office Supplies Stores	0	0	1-2
Used Merchandise Stores	0	0	0
Special Food Services	0	0	0-1
Bars	0	0	0-1
Restaurants / Other Eating Places	0	1-2	7-8

Source: ESRI Business Analyst 2017

The data for the 5-minute drive time shows that while most of the categories have unmet demand, there is not sufficient unmet demand to generate new stores. This means that Brown City will not likely grow its retail base by relying only on customers living in the City. However, in the categories where there is no unmet demand, such as grocery stores and gas stations, people living in the City are well-served by the existing establishments. Also, creative business owners and entrepreneurs may attempt to house multiple types of retail under one roof or operate a smaller store, in order to capture the unmet demand within the 5-minute drive time area.

The data for the 15-minute drive time area reveal some retail categories that may be able to support the opening of a new store. These categories include automobile dealers, health and personal care stores, clothing stores, department stores, general merchandise stores, and restaurants. Although the data show that the area can support these businesses, it is important to understand how these businesses might compete. The 15-minute area includes customers that are located closer to other communities and may choose to shop there. Businesses in Brown City would need to be unique to distinguish from similar businesses in nearby communities.

The data for the 30-minute drive time area show that there are several categories that may be able to support a new store or several new stores. The most potential for new stores are shown in the categories of clothing stores, restaurants, general merchandise stores, and department stores. The 30-minute drive area captures more demand, but also includes more places where this demand can be met. Department stores tend to locate in malls or major shopping centers, such as in Lapper, or this type of shopping is done online. Any new businesses in Brown City would need to be unique to distinguish from similar businesses in nearby communities.

CREATING ADDITIONAL DEMAND

It is important to understand that the above data describe existing conditions. Additional demand may be created using aggressive marketing, community events, attracting new residents, or other strategies. Any strategies should build on the strengths of the community and may come from the existing events and resources in the City. The community park has been identified as an underused resource, and if more events were held there it could potentially attract new customers to the City. Another potential strategy to encourage is “economic gardening,” which focuses on fostering the long-term and sustainable growth of small businesses and entrepreneurs.

Public Facilities and Utilities

The City operates a public water system and a public sanitary sewer system, but it does not operate storm drains as they are under the authority of the Sanilac County Public Works Commission. It also does not regulate private natural gas supply, the electricity network, or telephone system. The City does however, partly regulate cable television.

ELECTRICAL SERVICE AREA

Electrical service is provided to residents and businesses of the City by Detroit Edison, also known as DTE Energy. Such service meets the current needs of the City. Future improvements to the existing infrastructure capacities may be warranted and can be implemented as needed.

PUBLIC WATER SERVICE

Public water service is offered by the Brown City Water Department. The water tower is located on the north side of Third Street, east of Walter Street. Most developed areas within Brown City have access to public water. Those residents without access to public water utilize private wells for their water supply. Brown City should continually evaluate the demand for additional water service areas. Providing adequate utility infrastructure for future development areas is an essential component of attracting such development.

PUBLIC SANITARY SEWER SERVICE

Public sewer service is provided by Brown City. Sanitary sewer service is available within much of the developed areas northern portion of the City, while a limited capacity is available within the southern portion of the City. Properties without access to this service must utilize individual septic fields. The City should ensure and encourage expansion of the existing sanitary service areas to accommodate the planned growth of the City. The availability of sanitary sewer service will allow Brown City to be attractive for future development.

STORM DRAINAGE

The storm water within Brown City is drained over land by a network of improved drains and natural drainage areas. State and federal regulations have significantly transformed storm drainage design parameters in the past several years. Enforcement of clean water laws has mandated control of soil and sediment in surface waters. Any soil erosion and sedimentation permits should undergo routine review by the County or City before construction work within the City. Storm drainage retention or detention ponds are now a part of most new development.

CABLE, PHONE, AND BROADBAND SERVICE

Residents and business owners in the City are currently serviced by optic fiber connectivity and phone improvements. However, much of the existing phone infrastructure is outdated and will require sizeable upgrades in order to accommodate businesses and industries that are dependent on technology. High speed internet access and broadband access continues to increase.

Connect Michigan is a nonprofit organization working to improve broadband access throughout the State, especially in rural Michigan communities.

SCHOOL FACILITIES

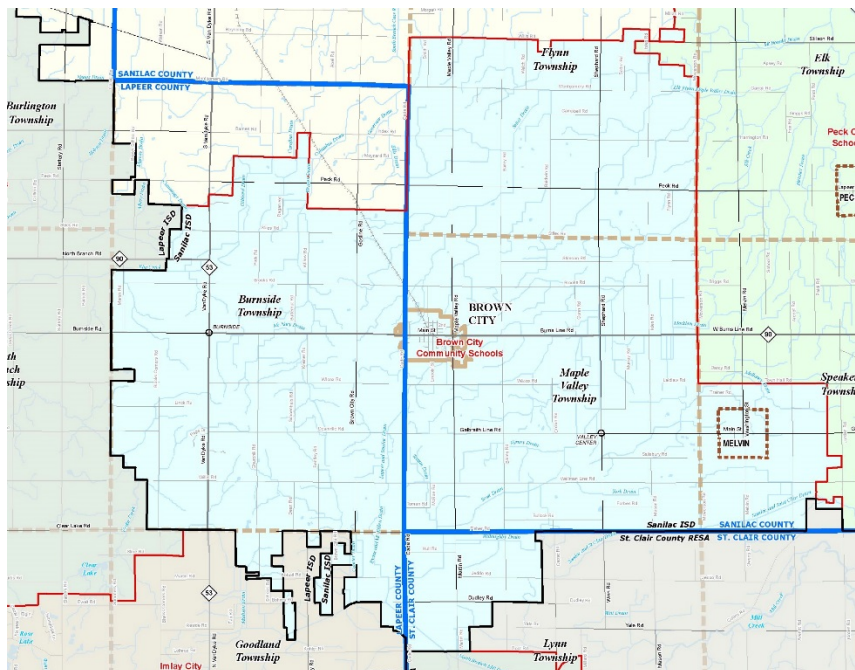
The school district servicing the City is Brown City Community Schools (BCCS). The main campus for the school district is located in the city limits on Second Street at the north end of St. George Street, housing the preschool, an elementary school, and the junior/senior high school.

In addition to Brown City, BCCS also provides service to Burnside Township (Lapeer County), Maple Valley Township (Sanilac County), Speaker Township (Sanilac County), the Village of Melvin (Sanilac County), Flynn Township (Sanilac County), Lynn Township (Sanilac County), and Goodland Township (Lapeer County).

As of the 2016-17 school year, the district had a total enrollment of 847 students and it employed 51 teachers. Brown City Community Schools, like many school districts in Michigan, has experienced a trend of decreased enrollment over many years. Part of this is attributable to the differences in the generations of school-age children, as today's school-age generation is much smaller than previous generations such as the baby boomers.

The main campus includes the athletic facilities for the school district. Brown City competes as part of the Greater Thumb Conference against other schools and communities of similar size in the area, including Harbor Beach, Marlette, Memphis, Sandusky, and Ubyly.

Map 6: Brown City School District



Source: Michigan Center for Geographic Information

CITY HALL AND LIBRARY

City Hall and the Brown City Library are located at 4205 and 4207 Main Street, on the corner of Main and Welles. The library is open during regular business hours on Tuesdays, Thursdays, and Fridays, business and evening hours on Wednesdays, and weekend hours on Saturday mornings.

COMMUNITY PARK

Brown City Community Park is located at the southwest corner of the City, with access from Maple and McMorran Streets and Cade Road. Facilities include a playground, baseball fields, and a basketball court.

Parks and Recreation Facilities

CITY PARK AND FACILITY INVENTORY

For planning and management purposes, recreation professionals classify park and recreation facilities based on the type of facility and expected usage. The National Recreation and Park Association (NRPA) has developed a five-tier classification system typically used is as follows:

Table 11: Parks and Recreation Inventory

Classification	Description	Recommended Standard
Mini - Park	small, specialized parks, usually less than an acre in size, that serve the surrounding neighborhood	0.25 acres per 1,000 residents
Neighborhood Park	multi-purpose facilities, usually 15 acres or more in size, which typically contain ballfields and playlots as well as areas for quiet recreation activity.	2.0 acres per 1,000 residents
Community Park	contain a wide variety of recreation facilities to meet the diverse needs of residents from several neighborhoods, typically 25 acres or more in size	5.0 acres per 1,000 residents
Regional Park	typically located on sites with unique natural qualities which are particularly suited for outdoor recreation, such as picnicking, boating, fishing, swimming, and trail use; generally exceed 200 acres in size	10.0 acres per 1,000 residents
Private and Special Use Facilities	typically single-purpose recreation facilities, such as golf courses, nature areas, canoe launching facilities, etc.	None

Brown City Park is located in the southwest corner of the City and is the most significant public open space in the City. The Brown City Park provides several recreational facilities including little league fields, softball fields, tennis courts, three pavilions, picnic area, restrooms, a small fishing pond containing panfish, and a batting cage.

Transportation and Circulation Analysis

The road system is of vital importance for the overall well-being of the City and its residents. At its most basic level, the road system provides the means of moving people and goods within and through the City. The road system serves many other functions, however.

Roads and road rights-of-way provide locations for public utilities, such as water, sewer, gas, electric, and telephone lines. Roads provide the means by which emergency and public services are delivered to residents. Roads provide access to parcels of land, thereby increasing the development potential of vacant and agricultural lands. Most important, the road system establishes the basic form of the City.

Because of the many functions of the road system, transportation has a significant impact on the economy, environmental quality, energy consumption, land development, and the general character of the City. Accordingly, it is prudent to identify and understand deficiencies in the road system and to prepare alternatives to address those deficiencies.

Brown City is served by a substantial range of transportation lines and amenities. The City is serviced by a Michigan highway, M-90 (Main Street), two county primary roads, Cade and Maple Valley Roads, and a stable network of local roads, many of which play an important role in the City's neighborhood character, walkability, and residential development. This road network links Brown City's neighborhoods and districts, and links Brown City to other regional communities.

As the center of a rural area, many people travel through Brown City. Every effort should be made to enhance the experience of drivers going through the City of Brown City. With M-90 being the main east-west road within the City, a large number of vehicles travel through Brown City. Such vehicles can be a major detraction for the residents trying to get from their home on the opposite side of town to the City Park or High School.

A more complete, fleshed-out network of local roads should be developed with alternative north-south and east-west routes. Platted roads that are not yet built should be developed, and undeveloped lands should incorporate roads that connect to and allow access through the existing system. Cul-de-sacs and dead end streets should be discouraged. These local roads should be designed to carry local traffic, no trucks and slow speeds. These roads, along with the sidewalks that will be on either side of them, will also allow people to walk from one neighborhood to the next in a pleasant environment.

Rail America's Saginaw Valley railroad line traverses the City and serves as a rail connection to Port Huron, Saginaw, and statewide and nationwide networks beyond. This rail line was an important part of the City's growth providing a necessary linkage to markets for the industrial and agricultural products of Brown City.

ROAD CLASSIFICATIONS

The purpose served by each road or highway in the circulation system is best described through classification of the roads. Road classifications identify the type and volume of traffic that are appropriate for each segment of the road network. The classifications establish expectations among residents, City officials, and transportation engineers concerning the operational characteristics of each road.

For the purposes of transportation planning, a functional classification of roads has been developed. This system includes the following road classes:

Freeways are designed to handle large volumes of traffic moving at high speeds over long distances or between urban areas. The principal freeways within close proximity and serving Brown City are I-75 and I-69.

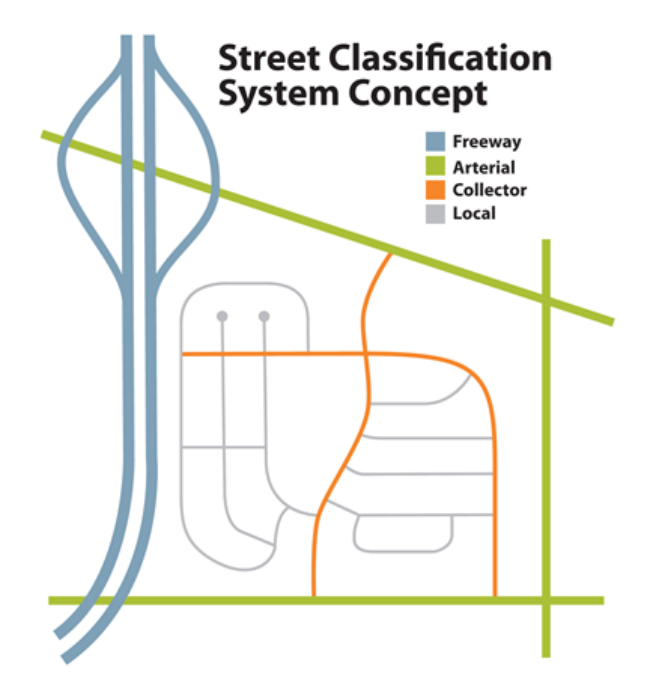
Principal arterial roads and highways serve the major centers of activity, the highest traffic volume corridors, and the longest trips. Principal arterials serve major traffic movements within the City. Brown City has one principal arterial, M-90.

Minor arterial roads interconnect with the principal arterial system and provide trips of moderate length with a lower level of traffic mobility. Minor arterial roads place more emphasis on land access than do principal arterials. Minor arterials in Brown City include Maple Valley Road and Cade Road.

Collector roads provide access to abutting properties and traffic circulation within residential, commercial, industrial, and agricultural areas. The purpose of a collector road is to collect traffic from throughout the City and channel it to the arterial system. Generally, in the design of new road systems, efforts are made to discourage direct residential access onto collector or arterial roads, since the added curb cuts increase traffic conflicts and congestion.

Local roads primarily provide direct access to abutting land and to collector and arterial streets. Movement of through traffic is usually discouraged on local roads. Examples of local roads in Brown City include local neighborhood streets like Maple Street.

Another road classification system is used by the County to establish funding priorities in accordance with Michigan Public Act 51 of 1951. The Act requires county road commissions to classify roads as either Primary or Local roads. In comparing the two classification systems, principal and minor arterials



are generally classified as County Primary roads, and collector and local roads are generally classified as County Local roads.

The existing road system has sufficient capacity to serve the existing population of the City without persistent or excessive congestion. As might be expected, the main east-west route is well-developed, providing access to the main north-south corridors along the Lake Huron lakeshore and to M-53, which leads to the Warren, Imlay City, and Romeo areas for daily commuters these employment centers.

COMMUNITY GATEWAYS

Gateway designations generally correspond to the intersection of prominent roads at points of entry into the City. Brown City has two primary gateway areas within the City. These points of entry are at the intersection of Cade Road and Main Street and Maple Valley Road and Main Street.

Gateways and the corridors between them are significant because of the influence they have on the character and the appearance of the community. The first and most significant visual image of a community is established upon entering the City. Visually strong and attractive gateway and image corridors have a positive influence on the character and quality of public and private development along the corridor. The City should seek ways to improve the existing gateway areas within the City by means of landscaping, signage, street lights, etc.

ACCESS MANAGEMENT

The capacity of a highway or road and traffic safety can quickly deteriorate if development is allowed to occur without proper attention to access control. Access management is a particular concern along Main Street where most of the non-residential development within the City has occurred. Other areas that should be carefully evaluated include Cade and Maple Valley Roads. As developments are proposed, attention must be focused on minimum lot widths, spacing between driveways, driveway design, potential for shared access, number of driveways per site, sight lines, and similar considerations.

Access management can benefit properties on all types of roads within the community. The need for good access management will be most obvious within the western “strip” commercial area of the City, however, there is also a need within the downtown commercial area of the City. Often times too many driveways serving a particular area results in a large number of turning movements and conflict points, increasing the potential for traffic crashes. Encouraging good access management design will reduce potential congestion on streets, reduce vehicle-pedestrian conflict points, and reduce on-site congestion, as well as provide more room on lots for landscaping and parking areas.

PEDESTRIAN NETWORKS AND NON-MOTORIZED TRAFFIC

As more businesses, jobs and families move into the City there may be more bicyclists and pedestrians. Bicycles can almost be considered a necessity for children, since most recreational facilities are located in the City beyond walking distance. As the number of cars, bicyclists, and pedestrians increases on local roads, the potential for conflict exists. For the purposes of public safety, several alternatives to

accommodate non-motorized traffic can be encouraged by the City: conventional sidewalks, paved shoulders that are dedicated and marked for bicycle use, or separate bicycle pathways adjacent to the road. In any case, any new pedestrian improvements should be connected and planned in accordance with the City's existing pedestrian network. Pedestrian connections to and from neighborhoods, commercial corridors, and schools should be encouraged.

Map 6: Community Facilities and Traffic Circulation Plan

City of Brown City
Sanilac County, Michigan

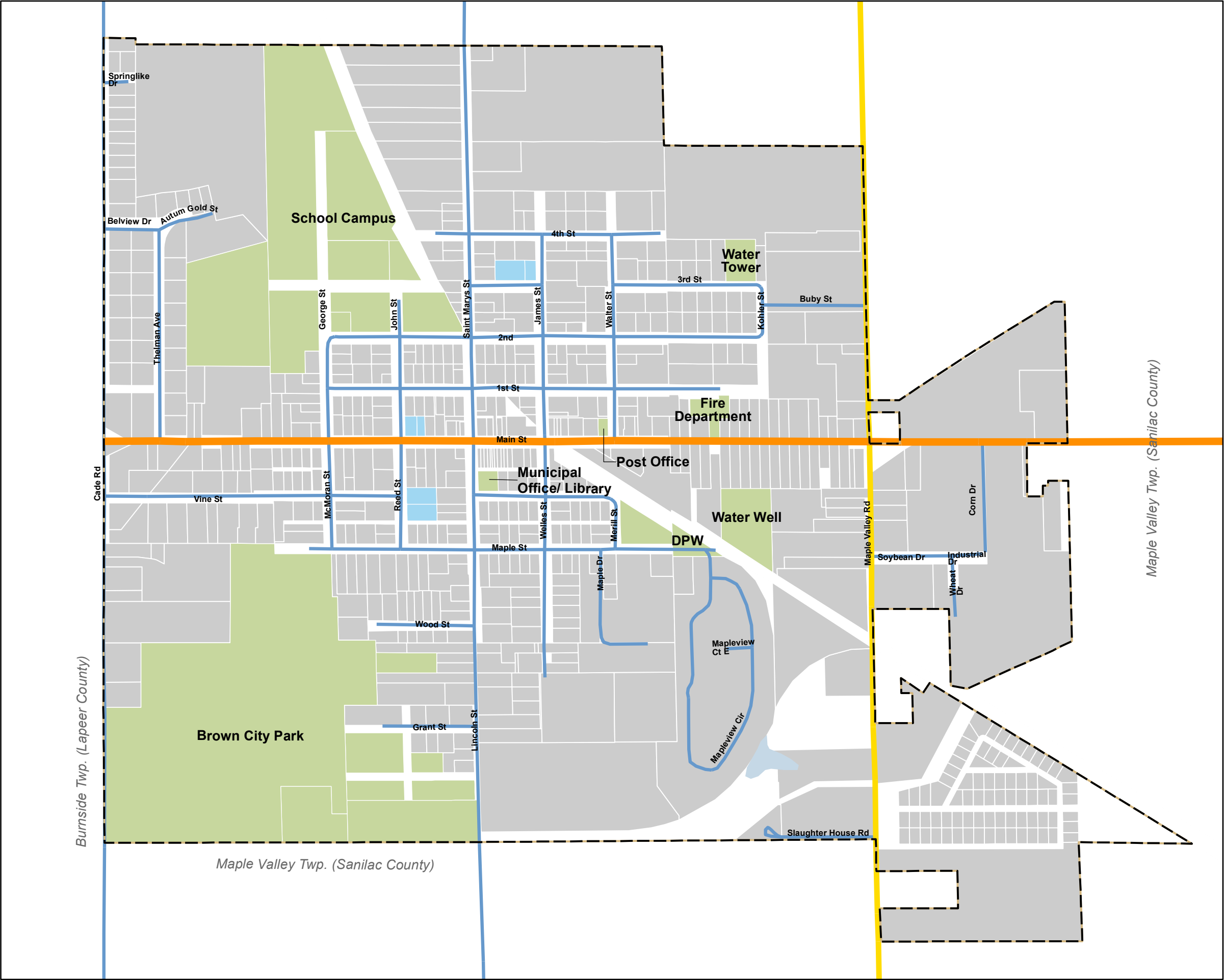
July 24, 2017 **DRAFT**

LEGEND

- Religious Institutions
- Community Facilities
- Rural Minor Arterial Raod
- Rural Major Collector Road
- Local Road
- City of Brown City Boundary



Base Map Source: Sanilac County
Data Source: McKenna Associates, 2017





BROWN CITY TOMORROW

The following sections correspond to where the City is going, its goals and objectives, opportunities for redevelopment and the future land use plan. McKenna Associates worked closely with elected and appointed officials, City staff and residents and community members. While some of the statements listed in the Public Participation section may represent existing conditions, they are included here because they are assets, facts and observations the community would like to fix, keep and aspire to create “tomorrow.”

Public Participation

Survey

Brown City conducted a survey of the public in advance of the Public Visioning Session in November 2017. The survey was mailed out to all residents and people had the option of mailing the survey to City Hall, returning the survey to City Hall in person, or completing it online. The survey was open to community members for about one month. Full results are included in the appendices.

There were 128 total responses to the survey. The majority of respondents were single-family home owners, lived in Brown City for more than 11 years, were over 51 years old, and had zero school-age children in their household. The demographics trended toward specific types of responses, such as the lack of feedback about school programs or commuting patterns.

Survey respondents visit Main Street mostly for shopping at small retail stores or going to personal service businesses. People cited several major priorities for Downtown including more small stores and shops, entertainment options, events, educational opportunities, new marketing and branding, increasing tourism, improved landscaping, and extended hours for businesses. Besides Brown City, people also regularly shop in Lapeer, Port Huron, Imlay City, and Sandusky. People like shopping in Brown City for the convenience but don't like the limited store variety.

In terms of transportation, people cited maintaining the existing roads and sidewalks, including the sidewalks in the neighborhoods, as the top priorities. There were mixed responses regarding speed on Main Street, with some that say reducing speed is a high priority and others that say speeding is not a problem. Of those that think speeding is a main issue, better enforcement and conversion of Main Street from 4 to 3 lanes were cited as preferred strategies.

People visit Brown City Community Park for a variety of reasons including for the playground, picnic areas. Little League baseball, and many other reasons. In general, people feel that there should be more events in the community, especially kid and youth events. Respondents described a variety of reasons for choosing to live here but generally agreed that Brown City is a safe, secure, and friendly community where people look after each other. For housing, people cited the need for new senior housing and independent living facilities, along with single family homes.

Because of the demographics of the responses, most people were retired and so did not commute to work. Of those that do, just over 20% of respondents said they work in Brown City.

Public Visioning Session

On Thursday November 2, 2017 at 7:00 pm, Brown City held a public visioning session for the Master Plan during their regularly scheduled Planning Commission meeting. About 20 people attended the session. McKenna began by giving an overview of the Master Plan process including why the City is updating their plan. McKenna also provided an overview of the survey results as described above.

The visioning session included three activities. First, people were asked to write ideas for what they wanted to “Fix” about Brown City, what they wanted to “Keep,” and what they “Aspire” to see in their community in the future. This exercise is similar to a “Big Idea” or brainstorming session. The second exercise asked people to identify what resources or improvements were needed at specific places in the City. This exercise let people place stickers indicating specific resources on the overall maps of both the City and Community Park. The third exercise was a visual preference survey. This exercise asked people to choose their preferred design elements from several categories including low-impact development, wayfinding signs, road diets, pedestrian bump-outs, medians, and designs for on-street parking.

The most participation was during the “Fix” “Keep” “Aspire” exercise. The responses generated in this exercise are as follows:




FIX
Consistent street names and signs
Repave streets
Streets and sidewalks
Play equipment in park
Park pavilions and gazebo
Fix and maintain side streets
Clear sidewalks in winter instead of filling them in
Keep kids off the streets all hours of the night
Park playground equipment
Park playground equipment
Park playground
Streets

KEEP
Keep low taxes
Nice looking park
Small town atmosphere
Small town atmosphere
Small town look
Small town look

ASPIRE
Improve appearance of empty storefronts
Draw in new businesses to fill empty storefronts
Make use of already existing manufacturer buildings
More community events
Senior citizen services
Splash pad
More activities in the park on a regular basis
A regular maintenance schedule for streets and sidewalks
Regular enforcement of blight and weed ordinances
Regularly scheduled park trail maintenance
Attract tourism
More use of the City Park to draw people
Golf course or a driving range
Camping site for trailers in the park
Frisbee golf
Concert in the park
Fishing contest
Improve campsites
Trees and flowers downtown
Community sports center
Splash pad @ park

Things to fix in the City include streets, sidewalks, and park playground equipment. People want to keep the things that make Brown City enjoyable, including the small town atmosphere, nice looking park, and low taxes. People shared several aspirations for the City include more community events, parks and recreation activities, senior citizen activities, and new businesses.

The visual preference survey also generated a large response, which is described in the tables below:

Preferred Images	Category / Results
	<p><u>Bump Out</u></p> <p>The preferred image shows a bump out with sidewalk and extensive landscaping. People appeared to vote for the bump out feature that would provide the best aesthetic value to the downtown.</p>
	<p><u>Median</u></p> <p>People preferred the signalized crosswalk with no median, but there were also many votes for the median with a clock tower in the middle. The fewest votes were for the concrete median, indicating that people did not want a median that did not match the aesthetic of the community.</p>
	<p><u>On-Street Parking</u></p> <p>Parallel on-street parking with a buffered bike lane was preferred to parking with no buffer. Angled parking was not preferred.</p>



Low-Impact Development

The preferred low-impact development technique was the landscaping along the sidewalks. This treatment is also highly visible and would bring a great aesthetic value to the downtown.



Wayfinding

The preferred wayfinding signage was the example from Imlay City. Of the examples for this exercise, this sign had a relatively simple design and had more information than any of the others.



Road Diet

The existing scenario with no road diet was most preferred, but the example with a 4-3 lane conversion received almost as many votes. The road diet with parking received the least support.

Goals and Objectives

The goals and objectives of the Master Plan will provide a framework that will guide future land use decisions.

The community outreach, analysis, and research identified several issues which will impact the future development of Brown City. The following goals, each with their respective list of objectives, provide guidance on how Brown City should direct future development, broken down by planning theme.

Goal statements are general in nature and represent land use related ideals toward which the City wishes to strive. They represent the ultimate purpose of an effort stated in a way that is broad and immeasurable. Goals express a consensus of community direction to public and private agencies, groups, and individuals.

Following each general goal is a set of objectives. Objectives are more specific and are intended to provide a means to attain the stated goal. Objectives are measurable and identify the way in which the goal can be attained. In some instances, they are specific statements which can be readily translated into detailed design proposals or actions.

Strategies and priorities for implementing the goals and objectives are included in the Action Plan presented in Brown City Tomorrow: Implementation.

Residential Development

GOAL 1

The City of Brown City will continue to provide a high quality residential environment with a range of housing options and the services necessary to support strong neighborhoods.

OBJECTIVES

- 1a Encourage the construction of new residential development that is consistent in scale and character with the existing residential neighborhoods in the City.
- 1b Promote a residential environment designed to fulfill basic needs with special attention focused on senior housing located in residential neighborhoods.
- 1c Require residential development to be visually attractive, and environmentally acceptable.
- 1d Allow for a variety of dwelling unit types and sizes for all age groups and income levels.
- 1e Encourage appropriate transitions between incompatible non-residential uses and residential neighborhoods.
- 1f Discourage uses that would increase traffic on residential streets beyond that which the street was designed or intended to carry.

Commercial Development, Retention and Revitalization

GOAL 2

The City of Brown City will continue to encourage a conducive environment for commercial development that serves its residents as well as other users from beyond the City's boundaries. Commercial development will be channeled in ways that are consistent with the physical characteristics of a neighborhood based small town.

OBJECTIVES

- 2a Encourage the retention of a viable downtown with adequate parking which serves the convenience needs of the population within the trade area.
- 2b Encourage owners of businesses and structures within the Main Street corridor to improve and maintain their properties in a manner which promotes the aesthetic appearance of the district.
- 2c Provide limited areas along Main Street for commercial development outside the downtown area for those types of commercial uses serving the regional market
- 2d Maintain and improve the public infrastructure within the commercial areas of the City such as sidewalks, lighting, municipal parking, and other amenities.
- 2e Encourage the continuation of smaller, specialty type retail shops in the City's downtown.
- 2f Encourage service type businesses to locate on the fringe of the downtown were such businesses currently exist.
- 2g Promote the downtown as an important destination point for Brown City and the region, encourage new businesses and uses, including offices and commercial businesses, in the district to minimize storefront vacancies.
- 2h Encourage attractive streetscape improvements within the downtown in order to preserve the areas distinctive identity.
- 2i Provide for the development, utilization, and conservation of natural resources in the City including structures and land having historical, archaeological, architectural, scenic or similar significance.

-
- 2j Require site improvement standards for all commercial growth. Provide standards within the zoning ordinance for landscaping and screening consistent with the City's character, number of vehicle access drives, signage, lighting, underground utilities, and noise control.
 - 2k Encourage the development of businesses that offer employment for youth and seniors.

Parks, Recreation, and Open Space

GOAL 3

The City is committed to providing a variety of recreational opportunities for its residents as well as others from adjacent communities. A wide range of recreational opportunities will be available from city-owned facilities.

OBJECTIVES

- 3a Provide public and private sites for year-round recreation together with a variety of facilities to accommodate City residents.
- 3b Provide for the development, utilization, and conservation of natural resources in the City including structures and land having historical, archaeological, architectural, scenic or similar significance.
- 3c Promote the development of recreational and/or tourist facilities that will attract tourists, taking advantage of the Thumb area's drawing power.
- 3d Seek, promote and develop partnerships to update and put existing park facilities to use.
- 3e Encourage citizen involvement within the recreation planning process.

Community Facilities

GOAL 4

The City of Brown City will continue to develop a complete network of community facilities that meet the needs of residents of the City and throughout the County. Community facilities will be developed in a manner that is consistent with their service area

OBJECTIVES

- 4a Build on the strong, existing system of community facilities designed around education, recreation, health care, and police-fire protection, locating new facilities so as to balance convenience to users, cost efficiency, and compatibility with surrounding areas.

Industrial and Research & Development

GOAL 5

The City of Brown City will continue to enhance its position as the regional employment center by providing expansion opportunities and other incentives for high quality light industrial and distribution facilities

OBJECTIVES

- 5a Recognizing the importance of the agricultural industry, promote related industry that adds value within the County to products grown in the County.
- 5b Provide a stable and diversified economy and employment base by emphasizing an industrial mix minimally affected by fluctuations.
- 5c Provide manufacturing and services capable of serving the needs of the residents and businesses in the area and the region.
- 5d Make available cost-effective, adequately sized, industrial sites that are compatible with the surrounding area.
- 5e Consistently strive to improve public utilities, roads and transportation facilities to service existing and planned industrial areas.
- 5f Provide adequate buffering of industrial uses from adjacent residential uses and improve development standards for industrial developments
- 5g Require future industrial developments to provide adequate on-site off-street parking facilities.
- 5h Ensure that future industrial development does not emit excessive amounts of noise, fumes, smoke, or other pollutants.
- 5i Strive to create, update, expand and maintain a telecommunications infrastructure, including the update of phone and cable systems, partner with industry and service providers to gain access to regional telecommunications infrastructure.

Infrastructure

GOAL 6

Infrastructure including roads, water, and sewer will only be expanded in a way that promotes compact and orderly development.

OBJECTIVES

- 6a Develop an infrastructure and utility plan that encourages compact growth within a designated service boundary.
- 6b Encourage roads that can provide truck access to the identified industrial areas and around residential areas and principal shopping districts.
- 6c Relocate overhead powerline and utilities underground where appropriate.
- 6d Invest in the expansion and maintenance of existing water and sewer utilities to allow for the development of new industrial, commercial, and residential sites, partner whenever possible with land development companies to ensure new development will be adequately served by utilities without overloading the system at the expense of existing residents and business owners.

Potential Intensity Change Areas

As an extension of the future land use categories, specific redevelopment districts have been identified for the City. Brown City's position on M-90 and the bisection of Rail America's Saginaw Valley line presents several constraints regarding redevelopment. It is clear that many of the City's options are defined and fixed by regional forces over which the City has limited control. However, the purpose of this Plan is to identify those areas where the City can realistically affect change. In considering the various redevelopment options presented, the City needs to take into account the relative difficulty of an option and the ability of an option to be supported by the market alone, or whether financial and administrative assistance will be required. It must also be acknowledged that in order for the City to effectively address the underlying fundamental issues that are associated with redevelopment, options must extend beyond traditional, status quo approaches.

Today, Brown City is at an important "life" stage. It is vital that redevelopment occurs in a planned fashion that addresses these factors to meet the needs of both existing residents and also to attract additional populations. The redevelopment or reuse of underutilized areas, which often have a detrimental effect on surrounding areas, has the potential to increase local economic benefits with reuse. The main areas targeted for such redevelopment are considered "Potential Intensity Change Areas" and are defined below.

DEFINING A POTENTIAL INTENSITY CHANGE AREA

A Potential Intensity Change Area is any spatial area that is a candidate for a "change in intensity" within the planning period of five, 10, or 20 years. PICAs can be large in size, spanning an entire corridor or neighborhood or smaller, such as a collection of a few parcels or even a single parcel.

The change in intensity of an area can be based on one or several of the following:

- Future competitiveness;
- Physical or economic patterns;
- Conditions or the arrangement of land, buildings, lots, or blocks;
- Land use of adjacent parcels; and/or
- Existing inappropriate intensity of use.

PICAs are critical to identify during the master planning process because they suggest places for more or less intensity of use, which impacts factors such as density, the environment, traffic, infrastructure, and so on.

IDEAS FOR PICAS IN BROWN CITY

The following is a list of PICAs in Brown City where changes in intensity are recommended or expected to occur within the next 20 years. Each PICA is characterized by its existing conditions, challenges, opportunities and future land conditions.

1. Main Street;
2. Brown City Industrial Zone; and
3. Community Park.



Existing Conditions

Main Street/M-90, is the focus of commercial activity in Brown City. Traffic mostly passes through town in part to the lack of a sense of place. There are a number of vacant tenant spaces that could be redeveloped for neighborhood commercial uses.

Potential Redevelopment Opportunities

Placemaking. One way to help increase the occupancy of the downtown buildings is through placemaking. Placemaking is creating public spaces that draw people to an area. There are many ways to accomplish this, but two ways are through public art and green spaces. Art installations in downtown Brown City are encouraged. Sculptures and murals, can greatly accentuate the transportation network and improve the value of a place. Art can be effective traffic calming and can be substituted for gateway signs and wayfinding signs to reduce sign clutter. Public green spaces can provide an attraction and gathering spot for people in the downtown. As more people visit downtown Brown City, they will be able to enjoy and support the local businesses.

Traffic Calming. Another way to encourage travelers to stop in Brown City is through traffic calming measures. Techniques such as angled parking and bumps outs help create an attractive environment that naturally reduces vehicle speeds and increases safety. Reduced speeds and easy access to parking can create an inviting environment for travelers to stop in downtown Brown City.

Wayfinding. Signs are an effective way to welcome, alert, inform and direct users, especially at transition points. Sign branding for downtown Brown City should be used to enhance the character of the downtown and its regional recognition. Distinctive directional signs, monument signs and banners will provide user information and convey a sense of local identity.



Existing Conditions

The area south of M-90 and east of Maple Valley Road within the City limits and zoned for heavy industrial has both vacant property and existing developments that is an outstanding location for new industry.

Potential Redevelopment Opportunities

The City of Brown City Industrial District Objectives

The City of Brown City in an effort to proactively enhance the well-being of City residents has developed a set of general goals. These goals provide a framework for planning, and implementation is a continuous process tailored to current needs. City goals supported by our Industrial District include:

- Site all future residential, commercial and industrial growth developments in the City, while discouraging linear or random development patterns.
- Develop a strong, diversified economic base for the City, which will provide for full utilization of the area's resources.
- Adhere to a development pattern that will allow provision of public services in the most efficient and effective manner possible.
- Promote community facilities in a manner that will support the development of agricultural, commercial, industrial, and service activities.
- Reduce duplication and coordinate the development of activities in the provision of necessary public services (water supply, sanitary sewers, fire, law enforcement, transportation, et cetera) through cooperative agreements.
- Maintain close and effective coordination, communication, and cooperation with neighboring units of government and their agencies through sharing of data and other planning resources, awareness of the plans of neighboring units and those of the state, and to evaluate local decisions in light of their impacts on neighboring units of government and their agencies.

In order to continue the pursuit of our development goals, the City's approach is highlighted by continued close contact with those organizations involved with business development. These include

the Michigan Economic Development Association (MEDA), Sanilac County Community/Economic Development, and Economic Development Consultants such as those associated with Detroit Edison. Further, are informal contacts made when City officials attend professional trade shows, such as that sponsored by the Michigan Municipal League at their annual convention.

The above benefits remain true regardless of the industry that elects to join the Brown City family. However, while transportation, raw material and employee availability are critical to deciding where to locate, we understand that assistance in the establishment of a new facility is crucial.

Increase economic opportunity and expansion

The City's strategic plan identifies increased industrial and commercial development as the cornerstone for continued positive growth. The number of employment options within the City remains limited. Attracting new industry, and the increased number of jobs it would bring, would increase the ability of residents, particularly young people, to remain in the City rather than being forced to move elsewhere in search of meaningful employment.

Facilitate Infrastructure

The site selected for development was carefully reviewed as part of the process for creating a Master Plan for City development. The site is located on the east side of the City just north of the two Class A roads (Maple Valley Road and M-90). Utilities, (electric, gas, sewer, and water) are readily available, and the area is well drained. Prevailing winds blow toward the east.

BROWN CITY COMMUNITY PARK



Existing Conditions

Brown City Park is located in the southwest corner of the City and is the most significant public open space in the City. The Brown City Park provides several recreational facilities including little league fields, softball fields, tennis courts, three pavilions, picnic area, restrooms, a small fishing pond containing panfish, and a batting cage.

Potential Redevelopment Opportunities

The Brown City Community Park is a major asset to the City, but it is isolated from downtown. People come from all over to utilize the park for sporting events and gatherings but are often unaware of the businesses on Main Street. The Community Park can serve as a destination for visitors to Brown City and help spur redevelopment across the whole City. The incorporation of wayfinding signage to direct people back to Main Street and the City's other amenities will be a benefit to the community as a whole.

Future Land Use Plan

GROWTH STRATEGY AND SUSTAINABLE DEVELOPMENT

The Brown City Master Plan is intended to guide the future growth and development for the City of Brown City. The basis for the development of this new master plan is the City's desire to allow the community to continue to evolve while maintaining its small town character. The key to achieving this balance is to encourage sustainable development. Many conventional planning and zoning philosophies have resulted in an undesirable pattern of development consisting of isolated residential developments and strip shopping areas along major thoroughfares. The separation and isolation of these uses has perpetuated our reliance on the automobile for even the most basic daily activities and diminished any sense of community identity.

Sustainable development encourages the integration of uses into compact areas or neighborhoods. The City of Brown City already has the framework for sustainable development. The commercial and residential areas of Brown City, particularly those close to the central business district, have attributes which can best be defined as small town character. Single family homes with small setbacks from the road, a fully-grown tree canopy in the residential neighborhoods and a downtown with various neighborhood services are some of the characteristics that define the town character of Brown City. Through the orderly expansion of infrastructure, traffic and circulation design, and efficient land use arrangement, the City can accommodate development well into the twenty-first century and continue to enjoy the small town character of Brown City.

It is essential to note that while the City does want to grow, attract new development, and provide a variety of housing options for its residents, it should, in the interest of sustainable, compact development, access to and maintenance of utilities, and good planning principles, concentrate first on the infill of these potential development and redevelopment sites within the existing City limits.

Once existing available land has been utilized within the current boundary, acquiring land outside of the existing municipal boundary should be considered. It is the strategy of the City to limit expansion to Sanilac County, and expand in two primary directions, north and east. Expansion to the north would build upon and extend the current neighborhood residential area that characterizes the northern section of town. Expansion to the east would involve primarily industrial development, where it can capitalize on the availability of large assemblages of land and close proximity to the railroad.

While it must be stressed that expansion into these areas should not occur until the existing City limits are utilized, the following standards should apply to future annexation areas to the north and east of Brown City:

- Every effort must be made to extend existing road networks in a similar pattern into newly annexed areas. In neighborhood residential areas to the north, this involves the extension north of existing north-south local roads, such as St. Mary's, James, and Walter Streets, and the creation of new east-west local roads designed to continue the grid pattern already established in the City.

- Utilities must be available and extended to these areas.
- Lots sizes, architectural and site design characteristics, and permitted uses of new areas should be compatible with and complimentary to the established development pattern within the City.
- Prior to any formal annexation, should the City enter into any agreement, such as a PA 425 agreement, which involves shared responsibility for and benefits of new development in adjacent areas under the jurisdiction of the border township, standards of this future land use plan must be applied as if the land had been formally annexed into the City. This includes, but is not limited to, site and architectural design, land use, and treatments of road networks, streetscapes, and frontage. The City should reserve the right within any agreement to review and approve any such development.

CHANGES TO FUTURE LAND USE

The 2018 Brown City Master Plan Future Land Use Plan is found on the following page. Below is a summary of areas in which this plan deviates from the 2002 Master Plan.

- Additional area has been identified for industrial use including the property south of Buby St, west of Maple Valley Road.
- The Estate Residential classification has been removed as it is similar to the Neighborhood Residential classification.

Zoning Plan

Per the requirements of Michigan Planning Enabling Act, Public Act 33 of 2008, as amended, below is the Brown City Zoning Plan, which describes the relationship between the City's Future Land Use categories and their corresponding zoning districts.

Table 12: Zoning Plan

Future Land Use Category	Corresponding Zoning District
Single Family Residential	Estate Residential, Neighborhood Residential
Single Family Attached Residential	Single Family Attached Residential
Multiple Family Residential	Multiple Family Residential
High Density Single Family Residential	High Density Single Family Residential
Central Business District	Central Business District
Neighborhood Commercial	Neighborhood Commercial
Industrial	Industrial
Mixed Use	Mixed Use
Public/ Semi Public	Public/Semi Public

Map 7: Future Land Use

City of Brown City
Sanilac County, Michigan

February 21, 2018 **DRAFT**

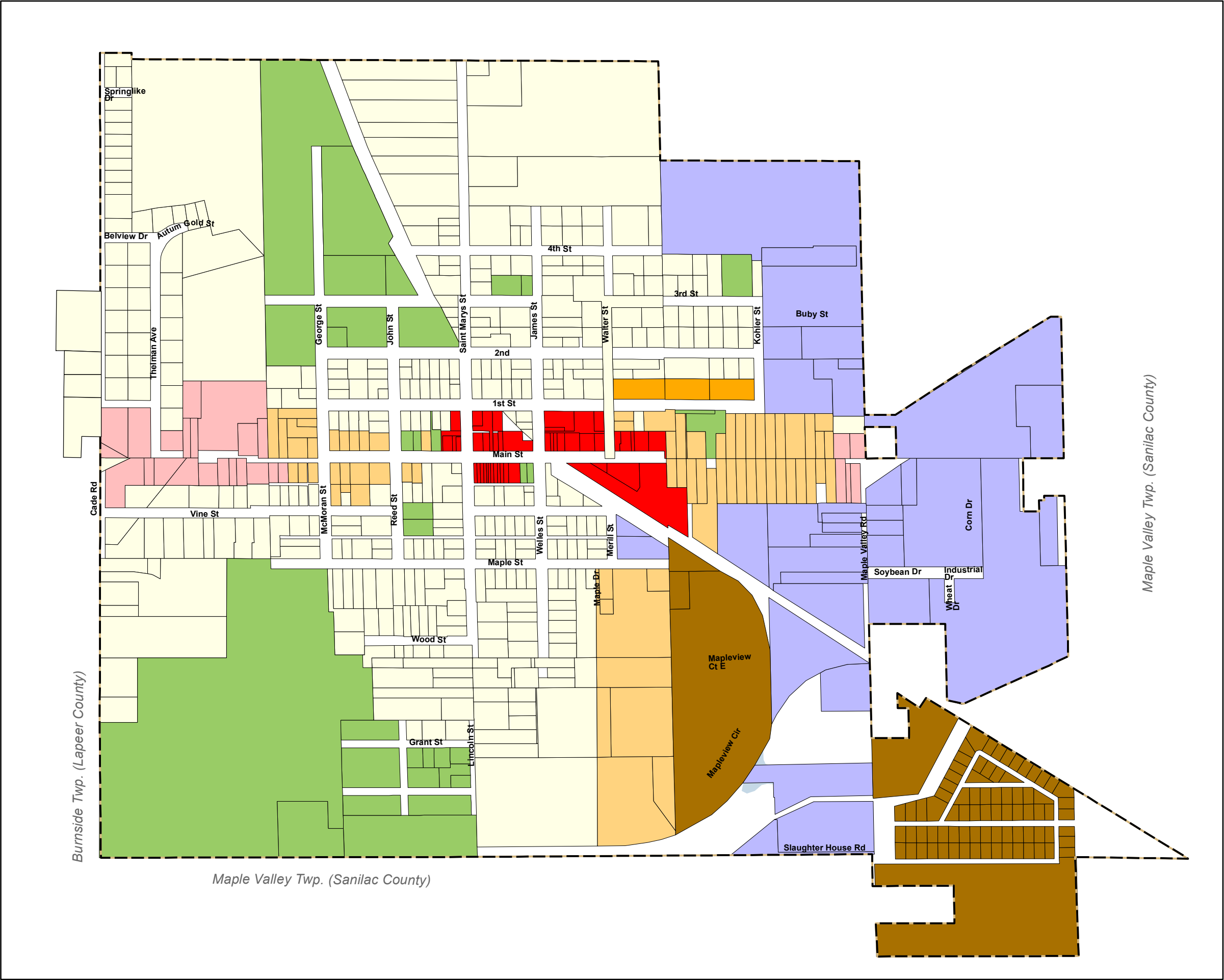
LEGEND

- Neighborhood Residential
- Estate Residential
- Single Family Attached Residential
- Multiple Family Residential
- High Density Single Family Residential
- Neighborhood Commercial
- Central Business District
- Industrial
- Public/Semi-Public
- Future Improved Road
- City of Brown City Boundary

0 500 1,000 FEET



Base Map Source: Sanilac County
Data Source: McKenna Associates, 2017



Future Land Use Designation Descriptions

Nine land use designations are included in this Future Land Use Plan. The description of the planned uses sometimes includes design characteristics and site amenities that have been identified as desirable for future new development and redevelopment – walkability, high quality architectural design and materials, and a greater emphasis on urban form in the public rights-of-way being the main objectives. The design characteristics and site amenities called out in this Future Land Use Plan invite the creation of Zoning Ordinance regulations or planned unit development agreements to assure the resulting sites will be consistent with the descriptions envisioned in this Master Plan Amendment.

Only the Future Land Use designations that are represented in the Master Pan are described below.

FUTURE LAND USE CATEGORIES

DESIGN GUIDELINES

LOT DIMENSIONS

Minimum Lot Area

0.2 acres

Minimum Lot Width

80 feet

BUILDING SETBACKS

Minimum

30 feet

Maximum

None, provided rear setback can be met

Side

10 feet (one side)

20 feet (both sides)

Rear

25 feet

BUILDING HEIGHT

Minimum

Consistent with the surrounding buildings

Maximum

35 feet (main building)

18 feet (accessory)

STREET FRONTAGES

Front porch / stoop

Lawn / green space

Neighborhood Residential

General Characteristics. Neighborhood Residential describes the most stable and traditionally designed neighborhoods in Brown City. This designation is used to describe residential areas on local streets, which strive to be within walking distance of neighborhood commercial and community facilities. Homes in existing and future Neighborhood Residential areas should be compatible with adjacent residential uses. Such homes are typically located on lots 8,000 to 10,000 square feet in area. Other uses that may be permitted in this category include schools, churches, and other public facilities.

Land Use Designation. The Neighborhood Residential classification has been used throughout the City to describe the most established, stable residential areas in the City. These neighborhoods are the residential mainstay of the community and are characterized by smaller lots, a variety of architectural styles and little or no vacant area. The majority of existing and future areas planned for residential uses are classified as Neighborhood Residential for its flexibility of design, compactness and sustainable nature, and in order to maintain continuity on residential areas. Neighborhood residential accounts for 91.32 acres of the City and an additional 129.38 acres is planned in for potential future annexation areas.

Building Type. Single Family detached, detached garages/accessory buildings.

Site Design. Open setbacks, 15 to 25 feet on average from the road, preserve existing vegetation, include street trees in new construction, curb and gutter, sidewalks and front porches should be included. New construction should strive to address the street, have detached, rear or side yard garages, and be 1-2 stories in height.

DESIGN GUIDELINES

LOT DIMENSIONS

Minimum Lot Area

0.2 acres

Minimum Lot Width

80 feet

BUILDING SETBACKS

Minimum

25 feet

Maximum

None, provided rear setback can be met

Side

10 feet (one side)

20 feet (both sides)

Rear

25 feet

BUILDING HEIGHT

Minimum

Consistent with the surrounding buildings

Maximum

35 feet (main building)

18 feet (accessory)

STREET FRONTAGES

Front porch / stoop

Lawn / green space

Single Family Attached Residential

General Characteristics. Single Family Attached Residential (SFAR) areas are intended to permit developments planned as a transitional land use between higher intensity uses and single family residential uses. New SFAR developments should be constructed by means of cluster attached single family housing, senior housing, or townhouses. Such developments should front on a public street and have sidewalks and public utility amenities.

Land Use Designation. The Single Family Attached Residential classification has been planned as a transitional use between medium and low density single family detached areas and more intense commercial, high density single family, and industrial uses. These areas are planned for the northwest corner of the Cade Road and Main Street intersection, east of Walter Street on the south side of First Street to transition the neighborhood from the CBD and on the south side of Maple Street as a transition between the Neighborhood Residential to the west and the High Density Single Family to the east. There are 11.59 acres of SFAR in the City.

Building Type. Townhomes, 2 to 2.5 stories in height, garages loaded in rear through alley. Other forms may include duplexes one to two stories in height, which should be compatible with and complimentary to any adjacent single family detached area.

Site Design. Entrances facing the street, street trees and landscape buffer (lawn area) 10-15 feet in depth between home and street, curb and gutter, pedestrian amenities, short decorative street fences, on-street parking encouraged.

DESIGN GUIDELINES

LOT DIMENSIONS

Minimum Lot Area

Consistent with the surrounding area

Minimum Lot Width

Consistent with the surrounding area

BUILDING SETBACKS

Minimum

25 feet

Maximum

None, provided rear setback can be met

Side

20 feet (one side)

40 feet (both sides)

Rear

25 feet

BUILDING HEIGHT

Minimum

Consistent with the surrounding buildings

Maximum

30 feet (main building)

Consistent with the surrounding buildings (accessory)

STREET FRONTAGES

Welcoming entrances

Front porch

Yards / greenspace

Preserved trees

Multiple Family Residential

General Characteristics. This land use category is intended to accommodate multiple family residential uses. New multiple family developments should be constructed by means of 2 to 3 story apartments, attached single family housing or townhouses. Senior housing developments are also intended to be accommodated within this category. Such developments should front on a public street and have sidewalks and public utility amenities.

Land Use Designation. Similar to the Single Family Attached Residential classification, Multiple Family Residential uses have been planned as a transition between residential land uses and more intense industrial land uses. Multiple Family Residential has been planned for approximately 4.10 acres of land within the City located on the east and west sides of Kohler Street.

Building Type. Apartments, 2 to 3 stories in height should have pitched roofs, garages or carports not facing the public street, and high quality building materials.

Site Design. Entrances facing the street, street trees and landscape buffer, curb and gutter, pedestrian and recreational amenities, parking in rear of buildings encouraged.

DESIGN GUIDELINES

LOT DIMENSIONS

Minimum Lot Area

As existing

Minimum Lot Width

As existing

BUILDING SETBACKS

Minimum

As existing

Maximum

As existing

Side

As existing

Rear

As existing

BUILDING HEIGHT

Minimum

One story

Maximum

One story

STREET FRONTAGES

Front porch

Yards / green space

Preserved trees and landscaping

High Density Single Family Residential

General Characteristics. The Mobile Home Park area includes the existing mobile home park on the east side of the city with access to Maple Street. This community is planned to remain in place. Additional mobile home park construction is discouraged by this Plan.

Land Use Designation. Mobile home units and accessory uses such as clubhouses, swimming pools, or management offices.

Building Type. High quality mobile home park construction is encouraged.

Site Design. Streets in mobile home parks should resemble streets in other neighborhoods as closely as possible. Streets should have a safe, high-quality design and should have sidewalks. Connections to parks and recreation amenities and bicycling and walking paths is encouraged.

LOT DIMENSIONS

Minimum Lot Area
0.2 acres

Minimum Lot Width
70 feet

BUILDING SETBACKS

Minimum
Consistent with the surrounding area

Maximum
None, provided rear setback can be met

Side
Consistent with the surrounding area

Rear
Consistent with the surrounding area

BUILDING HEIGHT

Minimum
Consistent with the surrounding buildings

Maximum
35 feet (main building)
18 feet (accessory)

STREET FRONTAGES

Front porch / stoop
Lawn / green space

High Density Single Family Residential

General Characteristics. This category describes high density residential development with lot sizes typically between 4,000 and 5,000 square feet. New homes in these areas are intended to be constructed within subdivisions or site condominiums with paved streets, sidewalks, and public water and sewer.

Land Use Designation. The High Density Single Family designation has been reserved for existing high density residential areas within the City. These areas are located in the south central and southeastern sections of town. There are a total of 37.73 acres of High Density Single Family area in the City.

Building Type. Single family detached, manufactured homes or traditional homes on lots less than 4,000 square feet in area, garages detached, recessed, or no garages.

Site Design. Entrances facing the street, street trees and landscape buffer (lawn area) 10-15 feet in depth between home and street, curb and gutter, on-street parking encouraged. New development in these areas must provide adequate screening and buffering from surrounding uses.

LOT DIMENSIONS**Minimum Lot Area**

Consistent with the surrounding area

Minimum Lot Width

Consistent with the surrounding area

BUILDING SETBACKS**Minimum**

Consistent with the surrounding area

Maximum

Consistent with the surrounding area

Side

Consistent with the surrounding area

Rear

0 feet (when abutting public alley, otherwise consistent with the surrounding area)

BUILDING HEIGHT**Minimum**

Consistent with the surrounding buildings

Maximum

Consistent with the surrounding buildings

STREET FRONTAGES

Retail storefronts

Welcoming office entrances

Front porch / archway

Lawn / green space

Landscaped buffering

Neighborhood Commercial

General Characteristics. Neighborhood commercial uses provide for the sale of convenience goods and personal/business services for the day-to-day needs of the City. In general, neighborhood commercial land uses are located in one or two-story structures that require land area not typically found in the CBD. Examples of these types of uses include restaurants, supermarkets, dry cleaners, beauty shops, book stores, clothing boutiques, convenience stores, household goods-repair shops.

Land Use Designation. This classification is primarily utilized at the intersections of Main Street with Cade Road and Maple Valley Road. These regional pathways are the most heavily traveled in the City and are commonly located along way to home or work. Thus, these areas are planned to carry the majority of uses which service the City on an everyday basis. The Neighborhood Commercial area is planned to maintain compact and centered on these two primary intersections, to allow for more sustainable development and efficient use. Neighborhood Commercial areas comprise 9.11 acres of the City.

Building Type. Pitched/gable end roofs, 1-2 story, compatible with adjacent residential uses.

Site Design. Buildings at front property line, sidewalks, pedestrian scale lighting, benches, curb and gutter, trash receptacles, street trees, on street parallel parking encouraged. Off street parking should be located at side or rear of buildings. New development in these areas must provide adequate screening and buffering from surrounding uses. A minimal number of curb cuts or access points to these facilities should be encouraged.

LOT DIMENSIONS**Minimum Lot Area**

Consistent with the surrounding area

Minimum Lot Width

Consistent with the surrounding area

BUILDING SETBACKS**Minimum**

0 feet

Maximum

0 feet or consistent with the surrounding buildings

Side

0 feet

Rear

0 feet (when abutting public alley, otherwise consistent with the surrounding area)

BUILDING HEIGHT**Minimum**

Consistent with the surrounding buildings

Maximum

35 feet

STREET FRONTAGES

Retail storefronts

Windows and displays

Awnings and canopies

Outdoor patio / seating areas

Central Business District

General Characteristics. The Central Business District (CBD) is a central, focal point of the community. It contains places of work, shopping, and commercial services, and provides space for ceremonies, fairs, civic functions, and casual meetings among neighbors. The CBD should permit multi-use buildings, including office, residential, and commercial that cater to pedestrians.

Land Use Designation. This classification is reserved for Downtown Brown City and its immediate environs. The Central Business District (CBD) is bordered to the north by First Street and to the south by Vine Street. The CBD starts at its western edge halfway between Reed and Lincoln Streets to its eastern border, just east of Merrill Street. The majority of the CBD is comprised of the City's stock of 1 to 2 story commercial buildings, forming a pronounced streetscape along both the north and south side of Main Street. This classification is not intended for use outside of the traditional town center of Brown City. The CBD is 4.6 acres in area.

Building Type. Attached (no side setback) retail or commercial at grade, high percentage of front facade dominated by windows, upper floors residential or office/commercial.

Site Design. Buildings at front property line, sidewalks, pedestrian scale lighting, benches, curb and gutter, trash receptacles, street trees, on street parallel parking is encouraged and should be consistent in appearance throughout the district. Canopy, projecting, or window signs should be encouraged. Large, freestanding signs should be discouraged.

DESIGN GUIDELINES

LOT DIMENSIONS

Minimum Lot Area

1/5 acre

Minimum Lot Width

132 feet

BUILDING SETBACKS

Front

25 feet

Side

10 feet

Rear

6 feet

BUILDING HEIGHT

Minimum

Consistent with the
surrounding buildings

Maximum

35 feet

Mixed Use District

General Characteristics. The Mixed Use District (MUD) is provides an opportunity for flexible development in the City. It allows for both commercial and residential development, taking into consideration the design of the development as much as the use.

Land Use Designation. This classification is reserved for the area around the west side of Maple Valley Road south of the residential property along M-90. This classification is not intended for use outside of the traditional town center of Brown City. The MUD is 28.73 acres in area.

Building Type. The Mixed Use District is intended to allow flexible design and development. Building types should be compatible with the character of Brown City.

Site Design. Site designs should take into consideration the surrounding areas and environment.

LOT DIMENSIONS**Minimum Lot Area**

Consistent with the surrounding area

Minimum Lot Width

Consistent with the surrounding area

BUILDING SETBACKS**Minimum**

30 feet

Maximum

None, provided rear setback can be met

Side

30 feet (one side)

30 feet (both sides)

Rear

60 feet

BUILDING HEIGHT**Minimum**

Consistent with the surrounding buildings

Maximum

35 feet

STREET FRONTAGES

Attractive entrances

Lawn / green space

Buffering landscaping

Industrial

General Characteristics. Industrial uses typically consist of small parts fabrication, research and development testing firms, gravel or excavation operations, agricultural processing, raw materials manufacturing, or cement plants. Industrial uses are generally conducted within a completely enclosed building with occasional outdoor storage areas.

Land Use Designation. Industrial land uses have been planned along the Maple Valley Road corridor. This area has an established industrial land use pattern. Industrial areas are intended to concentrate existing and new industrial development away from residential and commercial centers within the City. This area will contain the most intense industrial uses, and will allow the City to concentrate utilities and infrastructure for industrial uses in as compact area as possible. There are 62.72 acres of Industrial area in the current City limits, and an additional 41.66 acres is planned in the potential annexation area.

Building Type. Conventional, massive, “big box” buildings should be avoided, new buildings should complement the character of traditional architecture characteristic of Brown City. High quality materials should be utilized.

Site Design. Heavily landscaped buffer area 50-100 feet in depth for intense uses, pedestrian amenities, mature trees, monument style signage at the street. New development in these areas must provide adequate screening and buffering from surrounding uses. A minimal number of curb cuts or access points to these facilities should be encouraged.

DESIGN GUIDELINES

LOT DIMENSIONS

Minimum Lot Area

N/A

Minimum Lot Width

N/A

BUILDING SETBACKS

Minimum

Consistent with the surrounding area

Maximum

None, provided rear setback can be met

Side

Consistent with the surrounding area

Rear

Consistent with the surrounding area

BUILDING HEIGHT

Minimum

Consistent with the surrounding buildings

Maximum

Consistent with the surrounding buildings

STREET FRONTAGES

Lawn / green space

Public / civic space

Recreational amenities

Public / Semi-Public

General Characteristics. Churches, public schools, government buildings, utilities, and other public and semi-public uses comprise this classification. These land uses typically complement the surrounding land uses and provide necessary services and social opportunities for residents within and around Brown City. Parkland is also included within this category to provide for the preservation of the City's natural features as well as provide residents with an opportunity for recreation and may include public or private parks, outdoor driving ranges, bike paths or other pedestrian trails, and athletic fields.

Land Use Designation. This classification has been designated for existing churches, the Brown City School District campus, government buildings, and public utilities and are located throughout the City. These land uses tend to be compatible with their surroundings and provide a necessary service to the community. This classification has been planned for 49 acres of the City. Any future use of the property that is not of a public or semi-public nature should be consistent with the established development pattern in the area. The Brown City Park, located at the southwest corner of the City, is 67 acres in area and is also included within this designation. This area may remain in its current form, or be renovated, updated, or maintained according to the City's 1999 Parks and Recreation Plan.

Building Type. These types of uses are unique in that no one building type can be suggested. The City should ensure any new building is designed to complement the surrounding land use patterns.

Site Design. Site design should be based the established building pattern within the vicinity of the proposed use. New development should accommodate pedestrians and provide generous landscaping and buffering when necessary to protect the residential areas of the City.

Future Land Use Totals by Category

In this section, the future land use designations are presented by sub-area, with the sum and percentage total acres planned for each being shown. The largest planned land use categories by sub-area are:

Table 13: Future Land Use

Brown City		
Future Land Use Category	Sum Acres	% Acres
Neighborhood Residential	253.7	38%
Single Family Attached Residential	85.0	13%
Multiple Family Residential	3.3	.01%
High Density Single Family Residential	59.0	9%
Neighborhood Commercial	16.3	2%
Central Business District	20.3	3%
Industrial	93.37	13.75%
Mixed Use	28.73	4.25%
Public/ Semi Public	115.7	17%
Total	675.4	100.00%

Transportation

NON-MOTORIZED TRAVEL OPPORTUNITIES

Stronger efforts are needed to accommodate non-motorized travel, by constructing and linking sidewalks, bike paths, and greenways throughout the City. All new developments should include sidewalks that connect to existing sidewalks. These opportunities could lessen automobile use and raise the quality of life for local residents.

COMPLETE STREETS

The Federal Highway Administration (FHWA) Guidance (2000) stated that walking and bicycling facilities may be incorporated into some transportation projects. The creation and maintenance of facilities that effectively accommodate non-motorized travel can reduce the risk of injury by up to 30%.

Complete Streets is an inclusive context sensitive design framework and infrastructure that enables safe and convenient access for transportation users of all ages and disabilities, including pedestrians, bicyclists, transit riders, and motor vehicle drivers. Complete Streets are achieved when transportation agencies routinely plan, design, construct, re-construct, operate, and maintain the transportation network to improve travel conditions for bicyclists, pedestrians, transit, and freight in a manner consistent with, and supportive of, the surrounding community. Development of pedestrian, bicycle, and transit infrastructure offers long term cost savings and opportunities to create safe and convenient non-motorized travel.

Streets that support and invite multiple uses, including safe, active, and ample space for pedestrians, bicycles, and transit are more conducive to the public life and efficient movement of people than streets designed primarily to move automobiles. Increasing active transportation (e.g., walking, bicycling and using public transportation) offers the potential for improved public health, improved recreational and social activities, economic development, a cleaner environment, reduced transportation costs, enhanced community connections, social equity, and more livable communities.

The Michigan Legislature has passed Complete Streets legislation through Public Acts 134 & 135 that requires the Michigan Department of Transportation (MDOT) to consider all users in transportation-related projects and work with residents, townships, cities, and villages to include planning for Complete Streets in their transportation programming. Brown City should encourage the Sanilac County Road Commission (SCRC), other local road agencies, and other contracted agents in the county responsible for the construction or reconstruction of transportation facilities to do so in accordance with Complete Streets and Safe Routes to School principles. Brown City supports the adoption of Complete Streets policies and practices that consider all users in transportation related projects and recognizes the importance of street infrastructure and landscaping and modifications such as sidewalks, crosswalks, shared use paths, bicycle lanes, signage, synchronized signals and accessible curb ramps that enable safe, convenient and comfortable travel for all users.

Implementation

GETTING STARTED

This chapter of the Plan presents tools and techniques that citizens, community leaders, and City staff can use to implement the land use plan. These implementation measures are workable if there are people in the community with vision and tenacity who are willing to invest the time and effort required to make them work. Community improvement requires a compelling vision; persistence; the flexibility needed to respond to changing needs, opportunities, and circumstances; and an ability to achieve consensus.

The tools and techniques identified in this chapter are capable of being implemented under current enabling legislation. Legislation has been proposed in recent years that would give communities additional tools to implement land use recommendations, such as, regional impact coordination, impact fees, and tax incentives. Inasmuch as adoption of any such new legislation is uncertain, this chapter focuses on the tools that are available under current law.

POLICY AND PROGRAMMING

Public Information and Education

The success of the Master Plan depends to a great extent on efforts to inform and educate citizens about the Plan and the need for regulatory measures to implement the Plan. Successful implementation requires the support and active participation of residents, property owners, and business owners. A thoughtfully prepared public education program is needed that creates a sense of ownership by City residents.

For example, a series of hearings entirely dedicated to the Master Plan before the Planning Commission will enable the public to review and comment on the plan. A joint workshop should be conducted by the City Board and Planning Commission to discuss the implementation of this plan. Public input at this point should be focused on implementation, not revising the content. The hearing at which the adoption is scheduled should be well publicized to promote as much attendance as possible. Upon adoption of this plan, a second joint workshop should be conducted to update the residents as to the direction the City will take towards its future. Substantial advertisement is essential to draw residents to the meetings. The City must continuously keep its residents updated on progress of the plan. Citizens, business groups, and public agencies must all be involved in the implementation of this plan to make it successful.

Condensed Brochure

The City can produce a more reader-friendly form of the Plan. Most individuals will not take the time to read a one-hundred-plus page document. However, a small brochure with reduced versions of the Future Land Use Map combined with condensed versions of the Goals and Objectives and Implementation Plan sections would make an attractive alternative. These brochures could be

distributed to individuals at City Hall, on the website, or even mailed to residents and businesses in Brown City.

Maintaining the Plan

Another way for the general public to stay informed about the Master Plan is to keep the Planning Commission and City Council actively involved in maintaining it. The Plan should be an active document and continually reviewed and updated. An annual, joint meeting between the Commission and Board should be held to review the Plan and any amendments that may have become necessary. This will help ensure that the Plan is not forgotten, and that its strategies and recommendations are implemented. Then, every five years or earlier if the Commission feels appropriate; another full-scale Master Planning effort should be undertaken. These steps will not only help keep the public aware of the Plan, but they will also make certain the plan does more than “sit on a shelf and collect dust.”

Administrative Actions

COOPERATION BETWEEN UNITS OF GOVERNMENT

Implementation will require cooperation between governmental units. Maximum impact will be achieved only if the City is able to achieve cooperation from other units of government and agencies. For example, road improvements will affect quality of life, but decisions regarding some City roads are made by the Sanilac County Road Commission and Michigan Department of Transportation. Clearly, these other agencies must be aware of the City’s land use planning objectives.

LEAN ZONING

Lean Zoning is a concept of removing barriers from development and reducing red tape. The City can promote Lean Zoning practices by reviewing the development process and identify roadblocks that can delay or increase the cost of doing business in the City. For instance, the City could develop a set of criteria for development in the Town Center that when met, could reduce the number of meetings required for approval. Another option is that the required information for the reuse of an existing building may be reduced.

PRE-APPLICATION CONFERENCES

A pre-application conference consists of a meeting between a prospective developer or redeveloper of property and City representatives. During the meeting, the developer asks City staff their opinion on the approach being pursued, the style of architecture, building materials, general site layout, etc. City staff provides preliminary comments, and may even be in a position to inform a prospective developer how such a proposal would be received by City officials and the general community. Pre-application conferences can often help move projects through the development process much more smoothly, and permit a prospective developer to know when a particular proposal should be pursued, modified, or

removed from consideration. In the long run, pre-application conferences can save everyone time and money.

PUBLIC ENGAGEMENT

Public engagement is a way to gather meaningful, informed, actionable data from the community. It provides an opportunity for the government to build trust with the public. As technology changes, new methods of communication provide decision makers with low-cost, wide reaching ways of soliciting input. Social Media such as Facebook and Twitter can be utilized to seek meaningful input during the development phase of projects to identify potential issues and adjust plans accordingly.

CITY BEAUTIFICATION

Public Art

Public art can have a great impact on a community. It can create attachment and pride in one's community. Public art can act as an economic driver by providing employment for local artist and acting as a center for culture and tourism. The City may wish to include the promotion of public art as part of the Beautification Committee.

ESTABLISHING PRIORITIES

The Master Plan contains a multitude of recommendations. There may be insufficient staff or volunteer support to implement all of the recommendations in a carefully planned, deliberate manner. Consequently, a process for establishing priorities must be established as soon as the Master Plan is adopted. Participants involved in setting priorities should include City department heads and appropriate staff, the Planning Commission, and other City officials who should be involved in implementation of the Plan.

VACANT NONRESIDENTIAL BUILDINGS POLICY

Over the past several years, communities across Michigan have dealt with large retail and industrial buildings that sit vacant without much activity. These vacant buildings can impact the economic viability of the community as they appeal to the Michigan Tax Tribunal to have their tax assessments cut by 50 percent. The City should develop a strategy to address these properties before they become a problem. During the development phase, reuse opportunities should be taken into consideration as part of the design of the building. Code enforcement strategies should be developed to prevent existing buildings from becoming an eyesore.

REDEVELOPMENT READY COMMUNITIES PROGRAM

According to the Michigan Economic Development Corporation, the Redevelopment Ready Communities (RRC) program measures and certifies communities that integrate transparency, predictability and efficiency into their development practices with the goal of realizing a community-

supported redevelopment vision that is inviting to investors. The RRC has developed a set of Best Practices for communities to follow to build a clear and transparent development process. The six RRC Best Practices include:

- Community Plans and Public Outreach
- Zoning Regulations
- Development Review Process
- Recruitment and Education
- Redevelopment Ready Sites
- Community Prosperity

The RRC program may make the City more attractive for investors and help stimulate development.

Land Use Controls

ZONING REGULATIONS

Zoning is the primary regulatory tool used by the City to implement the Master Plan. Zoning regulations and procedures should be amended to reflect the recommendations identified in this plan.

CONVENTIONAL ZONING PROCEDURES

Rezoning to Implement the Master Plan

The land use classifications on the Future Land Use Map provide the basis for evaluating future rezoning requests. Zoning actions that are consistent with the Future Land Use Map usually receive deferential and favorable judicial review if challenged. The Master Plan should be the principal source of information in the investigation of all rezoning requests. The City may initiate rezonings necessary to place land in conformance with the Future Land Use Map, or they may wait for property owners to come forward.

Planned Development

Planned development involves the use of special zoning requirements and review procedures that provide design and regulatory flexibility, so as to encourage innovation in land use planning and design. Planned developments should achieve a higher quality of development than might otherwise be possible. Continued use of planned development is recommended to achieve development in accordance with the goals and objectives of this Plan.

Planned development can be used as the regulatory tool to permit open space zoning or cluster development and to facilitate mixed use development in the Town Center area.

Performance Standards

Rather than simply regulate development on the basis of dimensional standards, many communities are establishing performance standards to regulate development based on the permissible effects or impacts of a proposed use. Performance standards should be used to supplement conventional zoning standards. Performance standards can be developed to regulate noise, dust, vibration, odor, glare and heat, safety hazards, and environmental impacts such as air and water pollution. The complexity of the performance standards should be based in part on the capacity of City staff to administer the standards.

Performance standards can be particularly useful in achieving environmental and resource protection goals. If based on a strong body of research, standards can be developed that relate to critical environmental areas (such as floodplains, wetlands, lakes, woodlands, groundwater recharge areas, and unique wildlife habitats), and natural resource areas (such as forest lands).

Incentive Zoning

Incentive zoning allows a developer to exceed the dimensional limitations in the Zoning Ordinance if the developer agrees to fulfill conditions specified in the Ordinance. Incentive zoning should be considered to promote innovative land planning techniques identified in the Plan. For example, a possible increase in density can be used as an incentive for developments that implement open space zoning standards.

Nonconforming Uses

The Michigan Zoning Enabling Act of 2006, allows the creation of different classes of nonconforming uses. This allows a community to create a preferred class of nonconforming uses that meet a defined set of criteria. The City should consider amending the zoning ordinance to allow a preferred class of nonconforming uses. These uses would then be treated as an allowed use, granting them the ability to update and maintain their property in a manner beneficial to the City.

Transitional Use Zoning

When a zoning district with less intensive use is adjacent to a similar, but more intensive use zoning district, it may be appropriate to allow more intensive uses under certain circumstances. The City should review the allowed uses in their zoning districts, determine if transitional use zoning is appropriate, and develop criteria for their approval.

INNOVATIVE ZONING TECHNIQUES

Overlay Zoning

Overlay zoning allows the City to impose a new set of regulations on a special area within an existing zoning district. In an area where an overlay zone is established, the property is placed simultaneously in the two zones, and the property may be developed only under the applicable conditions and requirements of both zones. Thus, the overlay district regulations supplement the regulations of the underlying zoning district. Overlay zoning has been used in other communities to address special conditions and features, such as historic areas, wetlands, and other environmentally sensitive areas, without disrupting the underlying zoning plan.

Development Agreement

Although there is no explicit legislative authority for such agreements, many Michigan communities have used development agreements to achieve a mutual understanding between the developer and City

concerning the conditions under which development can occur. Development agreements are often negotiated as part of a planned development approval, allowing the community and developer to address complex issues that cannot be adequately addressed on a typical site plan. Development agreements might prove useful to achieve desired developments, especially if or when a mixed use development is proposed.

Complete Streets

A Complete Streets Plan addresses all facets of the transportation system in the City including roads, bicycle ways, pedestrian ways, public transportation, railroads, and freight facilities and routes. It describes the extent and character of the transportation system and its interconnections considering all legal users of the right of way. It can also address specific “fixes” for greater walkability and bikeability.

Low Impact Development

Low Impact Development (LID) is incorporating green infrastructure into project to manage storm water in an environmentally sensitive way. Utilizing LID strategies during the development design phase can improve water quality and aesthetics, and reduce costs. LID strategies include using permeable pavement, rain gardens, and bio-swales. The City may wish to amend the zoning ordinance to encourage Low Impact Development strategies.

Funding / Tools

Successful implementation of the Master Plan will depend on the ability of the City to secure necessary financing. Besides the general fund, the following sources of revenue are available to the City:

DEDICATED MILLAGE

Special millages can be used to generate revenues for a specific purpose. For example, one Michigan community has a special land acquisition fund that is supported by a one-quarter mill property tax. A land acquisition fund would be a useful tool to promote open space preservation in the City or assemble property for redevelopment. Millages can also be used to generate funds for capital improvements. Finally, a sidewalk millage could be used to address sidewalks gaps and streetscape improvements within the City.

SPECIAL ASSESSMENTS

Special assessments are compulsory contributions collected from the owners of property benefitted by specific public improvements (paving, drainage improvements, etc.) to defray the costs of such improvements. Special assessments are apportioned according to the assumed benefits to the property affected. Special assessment funding might prove useful to implement some of the recommendations for the TCD and adjacent commercial corridors. Special assessments are also useful in upgrading street lighting in residential areas, and street trees and streetscaping in highly visible areas. The most

important point regarding special assessments to keep in mind is that they must be supported by those in the area of the assessment, or they are doomed to failure. Therefore, before a special assessment is presented to the public, it must be well thought out, and the benefits versus costs well demonstrated.

BOND PROGRAMS

Bonds are one of the principal sources of financing used by communities to pay for capital improvements. General obligation bonds are issued for specific community project and are paid off by the general public through property tax revenues. Revenue bonds are issued for construction of projects that generate revenues. The bonds are then retired using income generated by the project (for example, water and sewer service charges). While bonding is a very common method of funding projects, it is important to remember that this is long-term debt, and that it is dependent on the growth in the tax base. Therefore, it is essential that property values are protected, and that the reputation of the community is well maintained to keep its bonds an attractive investment. It is also important to know how much debt a community can realistically afford. If a community is too heavily committed to paying off debt, its credit rating can be damaged. Bonds are useful; however, their use should be balanced with the other methods of funding available to a community.

TAX INCREMENT FINANCING

Tax increment financing is authorized by the Downtown Development Authority Act, Neighborhood Authority Act, Corridor Improvement Act, and the Local Development Finance Authority Act. When a tax increment finance district is established, the state equalized value of all properties in the district is recorded. Every year thereafter, the property tax revenue generated by any increase in the total state equalized value is "captured" by the authority to finance the improvements set forth in a development plan. Often, revenue bonds are issued to finance the improvements, and the tax increment revenues are used to repay the bonds.

MDNR RECREATION GRANT PROGRAMS

Michigan Natural Resources Trust Fund (MNRTF) grants are available for park development and land acquisition.

The City has effectively used this program in the past to finance park land acquisition and development. In the future, the City may wish to seek MNRTF funding for acquisition of land principally for open space and natural resource preservation purposes, and to implement its Recreation Master Plan.

COMMUNITY DEVELOPMENT BLOCK GRANTS (CDBG)

CDBG's can be used for numerous community improvement projects in addition to housing rehabilitation. Criteria, however, require that they be used primarily to improve housing opportunities, and recreational and social opportunities for distressed portions of the community. CDBG funds can also be used for community economic development. Therefore, those areas of Brown City where the lower income households live should be identified and targeted for projects needed to improve

conditions in those areas. Small area neighborhood plans would aid in identifying what types of projects would benefit areas in decline to stabilize those areas, and permit them to reverse the conditions which are negatively impacting them. By using CDBG funds in distressed portions of the community, funds that would have been spent in completing those improvements are freed up to be used elsewhere. Therefore, while the residents of a distressed portion of the community benefit directly from the CDBG program, the City in general benefits by having funds that would have been spent available for other improvements.

DONATIONS/ FOUNDATIONS

Businesses, corporations, private clubs and community organizations will often contribute to recreation and other improvement programs to benefit communities. Private sector contributions may be in the form of monetary contributions, the donation of land, the provision of volunteer services, or the contribution of equipment or facilities.

A foundation is a special non-profit legal entity that is established as a mechanism through which land, cash, and securities can be donated for the benefit of parks and recreation services.

LEASE OR CONTRACTUAL AGREEMENTS.

Contracts with private entrepreneurs to provide services at City-owned park facilities, such as recreation programming, food service, or facility maintenance should be considered. Typically, the privatization of services can increase recreation opportunities available to residents, while minimizing the City's administrative costs.

Action Plan

INTRODUCTION

This section presents tools and techniques that residents, community leaders, and City staff can use to implement this Master Plan. These implementation measures are workable if there are people in the community with vision and commitment who are willing to invest time and effort required to make them work. The tools and techniques identified herein are available for use by Michigan communities under current enabling legislation. This section also provides specific recommendations for implementing certain strategies set forth previously.

ACTION PLAN

The Brown City Master Plan and its goals and objectives recommend a future vision for the community. This vision is to build upon Brown City's existing assets and make the most of opportunities that can attract new development and residents to the community while protecting the City's natural beauty and resources. To put it simply, the plan for Brown City is to create an economically, socially, and environmentally sustainable community where people want to live, work, visit and play.

The goals and objectives of this plan should be reviewed often and be considered in decision making by the City. Successful implementation of this plan will be the result of actions taken by elected and appointed officials, City staff, the Downtown Development Authority, the Planning Commission, public agencies, and private residents and organizations.

This section identifies and describes actions and tools available to implement the vision created in this Plan. Broadly stated, the Plan will be implemented incrementally by working on strategies identified for the City's three primary goals.

The tables on the following pages present a detailed summary of all of the recommended implementation activities, including partners for completing the activity, and available funding resources for each activity.

Implementation Matrices

The charts on the following page summarize the recommended actions and strategies for Brown City. The charts present a detailed summary of all the recommended implementation activities, the responsible parties for completing the action and available funding resources for each activity.

KEY

Priority		Timeframe	
Most Important	A	1 – 5 Years	A
Very Important	B	6 – 10 Years	B
Important	C	Ongoing	C
		As Available	D

COLLABORATION

Collaboration with others is a key priority for the City, especially in regards to the redevelopment of its corridors and transportation projects as such developments impact the larger region. Regional planning efforts at the State and County level are particularly important to consider in conjunction with City efforts. For this reason, an additional column is added to each implementation matrix which, when marked with an “X”, indicates that the project should be a joint planning effort and accomplished with other entities.

Residential Development

The City of Brown City will Continue to provide a high quality residential environment with a range of housing options and the services necessary to support strong neighborhoods.

Project	Priority	Timeframe	Funding		Collaboration Opportunity
			Public	Private	
Enforce existing property maintenance codes through code enforcement to maintain the appearance and quality of life of residents.	A	C			
Neighborhood scale amenities, such as parks, schools, recreational facilities, and open space should be encouraged when new or redevelopment occurs.	A	C			
Design residential development standards to be directly related to the natural capacity of the land.	A	A			
Develop and/or enhance zoning standards which encourage innovative development patterns that result in open space buffers or other appropriate transitions between residential and non-residential uses.	A	A			
Promote Planned Unit Developments as a way to encourage residential development that meets the character of the City.	B	C			
Encourage the development of senior housing options for those 55 years and older to meet the needs of the growing senior population to allow residents to “age in place” by updating the zoning ordinance to provide incentives for quality development	B	A			

Commercial Development, Retention and Revitalization

The City of Brown City will continue to encourage a conducive environment for commercial development that serves its residents as well as other uses from beyond the City's boundaries.

Project	Priority	Timeframe	Funding		Collaboration Opportunity
			Public	Private	
Work with County, State and Federal agencies to identify programs and offer incentives to businesses looking to establish on Main Street.	A	A			X
Encourage innovative design in line with smart growth principles.	A	A			
Install wayfinding signage to help create a sense of place and to let visitors know they are in Brown City.	A	A	X	X	X
Work with the Michigan Department of Transportation to provide street elements to Main Street to reduce speed and create a sense of place for Downtown Brown City	A	A	X	X	X
Maintain the public infrastructure to provide a safe environment for Downtown	A	C	X		
Emphasize redevelopment of vacant commercial buildings for additional commercial instead of favoring new sites.	A	A			
Partner with the Schools and Brown City Community Park to direct visitors to the Downtown businesses after community events.	A	A			X
Encourage businesses to take an active role as members of the Brown City Community.	B				X

Parks, Recreation, and Open Space

The City is committed to providing a variety of recreational opportunities for its residents as well as others from adjacent communities.

Project	Priority	Timeframe	Funding		Collaboration Opportunity
			Public	Private	
Maintain and upgrade existing parks and recreational facilities as necessary.	A	C	X	X	X
Revise zoning ordinance to expand where public and private recreational facilities may be located including industrial and single family attached residential zoning districts.	A	A			
Develop year round recreation programming and facilities to accommodate the resident's needs.	A	A	X	X	X
Protect property that provides exceptional habitats for plants, fish and wildlife species or can be reclaimed to provide for biodiversity or other environmental needs.	B	A			
Provide space for active and passive recreation and encourage site development that is sensitive to the area's natural characteristics.	B	B	X	X	X
Provide incentives (density bonuses, creative design, clustering, etc.) to ensure quality open space is incorporated into private development.	C	A			
Develop a senior center to provide actives for the aging population.	B	B			
Renovate tennis courts	B	B			

Develop a skate park at Brown City Park	C	B			
Expand and repair park trail system and connect to sidewalks on Maple Street	A	A	X	X	
Resurface basketball court and promote tournaments.	B	B			

Industrial and Research & Development

The City of Brown City will continue to enhance its position as the regional employment center by providing expansion opportunities and other incentives for high quality light industrial and distribution facilities.

Project	Priority	Timeframe	Funding		Collaboration Opportunity
			Public	Private	
Develop design standards that seek high quality industrial design.	A	A			
Work with private property owners, County, and State agencies to market available land for development.	A	A	X	X	X
Confine future development to areas that have the appropriate infrastructure and access to public services.	A	D			
Partner with Sanilac County to redevelop existing brown fields.	A	A	X		X
Create infill development design guidelines that ensure that new development fits the existing community characteristics.	A	A			
Preserve rail access for future industrial development.	C	C			

Transportation and Public Space

Encourage an efficient and safe multi-modal transportation network that facilitates economic growth while integrating various modes of transportation to ensure a higher quality of life for Brown City's residents.

Project	Priority	Timeframe	Funding		Collaboration Opportunity
			Public	Private	
Work with MDOT to provide traffic calming measures such as bump outs, angled parking, and bio retention areas along Main Street to reduce traffic speed and create a sense of place for the Downtown	A	B	X		X
Based on the road network hierarchy, develop standards for each functional classification. Work with neighboring local, County and State jurisdictions to establish safe, attractive and equitable standards for public rights-of-way.	A	A			X
Establish sidewalks and pathways that support multi-modal access throughout the City.	A	A			X
Provide gathering areas for people of all age groups and physical abilities, including a diversity of settings to accommodate groups of various sizes. Provide accessible pathways to gathering spaces and public amenities. Where seating is provided, incorporate a variety of seating to accommodate a range of physical abilities. Ensure permanent ADA-compliant and – accessible seating every ¼ mile	C	B	X	X	X
When road construction occurs, include sidewalks, bicycle lanes/path, wider shoulders, street trees, and other low-impact	A	D	X	X	X

landscaping elements to complement the roadway.					
Provide well-designed crosswalks to increase motorist awareness and pedestrian safety.	A	C	X	X	X
Maintain residential streets to promote safety and aesthetics.	A	D	X	X	X
Accommodate increases in traffic volumes through road maintenance, intersection improvements, signalization improvements and upgrading the road network.	C	B	X		X

Infrastructure

Provide Brown City with the necessary facilities and services for a healthy and safe community.

Project	Priority	Timeframe	Funding		Collaboration Opportunity
			Public	Private	
Promote existing infrastructure such as access to natural gas, quality electrical service, and other utilities.	B	A			
Maintain and improve quality of life in the community by upgrading the aging infrastructure in the City.	B	A	X		X
Utilize Best Management Practices and Low-Impact Development Practices in new construction projects that minimizes/controls/diverts surface water runoff.	A	A			
Create a Capital Improvements Plan to identify necessary capital projects, provide a planning schedule, and identify options for financing projects.	A	A			
Expand Maple Valley lift station and add second sewer main from the lift station to the lagoon.	A	A			

Loop water system to improve water quality.	A	A			
Continue replacement of old cast iron and pitcast iron water mains.	A	A			
Continue Street renovation program.	A	C			

Community Facilities

Provide a safe community to live and work in by addressing the needs of the community and enhancing the quality of life.

Project	Priority	Timeframe	Funding		Collaboration Opportunity
			Public	Private	
Provide a safe secure environment with sound community support and quality in City Public Safety.	A	A	X		X
Brown City Police Department business programs – regular visits outside of working hours, Police / Citizen’s Academy.	A	A			X
Strengthen the bond between the public safety departments and the community.	A	A			
Promote Fire Prevention for both residential and commercial members of the community.	B	B			
Develop a senior center to provide activities for an aging population.	B	B			

APPENDIX