LAND USE ANALYSIS

PARKS & RECREATION

HOUSING

TRANSPORTATION & LAND USE

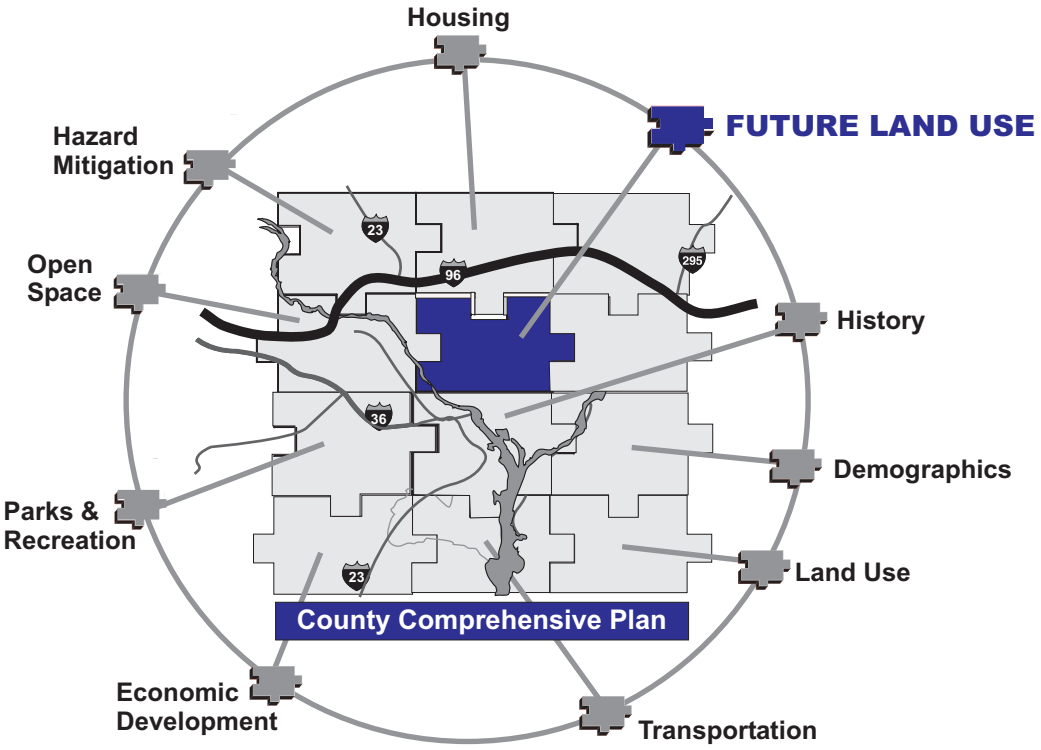
HAZARD MITIGATION

ECONOMIC DEVELOPMENT

DATABOOK & COMMUNITY PROFILES

COUNTY COMPREHENSIVE PLANNING

Livingston County Comprehensive Plan Summary



A publication of the
Livingston County Department of Planning

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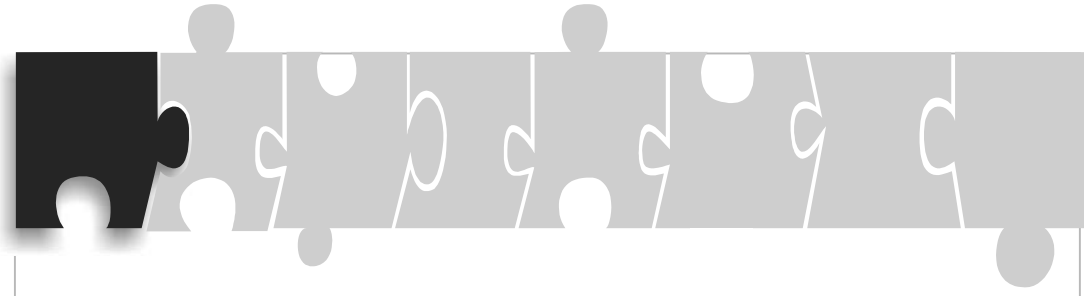

Comprehensive Plan Summary
LIVINGSTON COUNTY, MICHIGAN

December, 2002

This plan was prepared by the Livingston County Department of Planning
and made possible through the support of the
Livingston County Board of Commissioners.

Livingston County Department of Planning
Administration Building
304 E. Grand River Avenue
Howell, Michigan 48843-2323
Office hours are 8:00 a.m. to 5:00 p.m.
Call (517) 546-7555 for more information or assistance.

A Resolution of the Planning Commission
of the County of Livingston, Michigan
to adopt Livingston County's first Comprehensive Plan

Whereas, the County Planning Act, Act 282 of the Michigan Public Acts of 1945, as amended, requires the Livingston County Planning Commission "to make a plan for the development of the county;" and

Whereas, the County Planning Commission has prepared a *Comprehensive Plan*, including maps, charts, and descriptive and explanatory matter detailing the commission's recommendations for the future development of the county; and

Whereas, in the preparation of the first *Livingston County Comprehensive Plan*, the County Planning Commission has made careful comprehensive surveys and studies of present conditions, and future needs of the County: and

Whereas, in the adoption of the first *Livingston County Comprehensive Plan*, the County Planning Commission adopts the following comprehensive plan descriptive and explanatory matter: *Land Use Analyses*; *Economic Development*; *Hazard Mitigation Plan*; *Transportation & Land Use*; *Housing Element*; *2000 Census Chronicle*; *Parks and Recreation*; *DataBook and Community Profiles*; *Greenways*; *Strategic Thinking*; *Open Space Planning*; *Applied Strategic Thinking*; *Emergency Management*; and the *Partnership in Planning Manual*;

Now therefore be it resolved:

That, the Planning Commission for Livingston County, Michigan hereby adopts the *Livingston County Comprehensive Plan*, dated December 2002, in its entirety, including all comprehensive plan descriptive and explanatory matter noted above.

That, this resolution of adoption and a copy of the *Livingston County Comprehensive Plan* be presented to the Livingston County Board of Commissioners, wherein the county planning commission respectfully requests the support of the Board of Commissioners for the first *Livingston County Comprehensive Plan*.

December 18, 2002

County Planning Commission

Reid Krinock, Chair
Sylvia Kennedy-Carrasco — *Bethany Hammond*
Scott Hoeft — *James Sparks*
Ronald VanHouten — *Alice Wyland*, Vice-Chair

County Planning Department

William D. Wagoner, Director
Kathleen Kline-Hudson — *Kellie Prokuda*
Brian Shorkey — *Robert Stanford*
Ryan Tefertiller — *Jill Thacher*

RESOLUTION **NO: 103-006**

LIVINGSTON COUNTY **DATE: January 6, 2003**

RESOLUTION TO ENDORSE THE RECENTLY ADOPTED LIVINGSTON COUNTY COMPREHENSIVE PLAN - Planning Department

WHEREAS, the County Planning Act, Act 282 of the Michigan Public Acts of 1945, as amended, requires the Livingston County Planning Commission "to make a plan for the development of the county;" and

WHEREAS, the Livingston County Planning Commission has prepared and adopted a *County Comprehensive Plan* including maps, charts, and descriptive and explanatory matter detailing the planning commission's recommendations for the future development of the county; and

WHEREAS, the County Planning Commission has transmitted a copy of the newly adopted *County Comprehensive Plan* to the Livingston County Board of Commissioners respectfully requesting the support and endorsement of the Board of Commissioners for the first *Livingston County Comprehensive Plan.*

THEREFORE BE IT RESOLVED that the Livingston County Board of Commissioners hereby endorses and supports the first duly adopted *Livingston County Comprehensive Plan.*

BE IT FURTHER RESOLVED that the Livingston County Board of Commissioners hereby expresses its deep appreciation for the dedicated work of the County Planning Commission in the development of Livingston County's first *County Comprehensive Plan*.

County Board of Commissioners
John E. LaBelle, District 9, Chairman

Katie L. Chrysler, District 1 — *Martin F. Belser*, District 2 — *Linda L. Palazzolo*, District 3
Richard P. Andersen, District 4, Vice Chairman — *Donald S. Parker*, District 5
David J. Reader, District 6 — *William C. Rogers*, District 7 — *Dennis L. Dolan*, District 8

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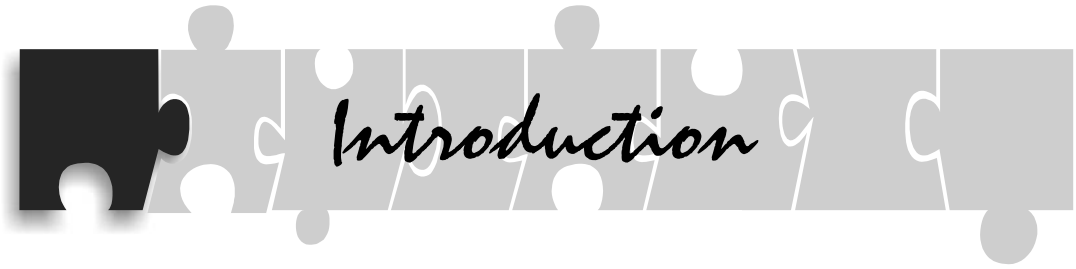


What is a Comprehensive Plan?

A comprehensive plan, also called a master plan, is a blueprint for the future. The plan looks at the current state of a unit of government, where it has been, and where it would like to go in the future. That unit of government, whether local, county, or regional, uses the plan to guide decisions affecting land use, such as infrastructure improvements or the preservation of open space, to name two of many.

Preparing a comprehensive plan is always a lengthy process requiring input and information from many people, groups, and sources.

Why We've Prepared a County Comprehensive Plan

Livingston County's population is booming. At 35.7%, Livingston had the largest percentage change in population among Michigan counties between 1990 and 2000. The County is forecast to grow another 25% by 2010, and 80% by 2030. With this growth will come new pressures on the environment, roads, public services, farmland, ground and surface water, and schools, to name only a few. The purpose of this Plan is to guide the coordinated, orderly, and well-balanced development of the County that is a result of new growth, and to advise the County's twenty local units of government of Countywide interests and goals.

This Plan is also intended to assist local units of government in the preparation of their own plans and ordinances by providing a broader perspective and clearly stating the goals and policies of the County. The Livingston County Planning Commission will use this Plan while reviewing local text and map changes, and encourages the local units to do the same.

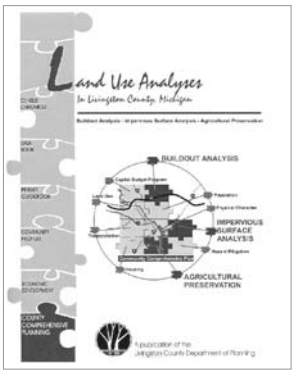
This Plan and all related documents were prepared by the Livingston County Planning Commission and the staff of the Livingston County Department of Planning.

Enabling Legislation

Public Act 282 of 1945 (MCL125.104 et seq) COUNTY PLANNING requires that the County Planning Commission make and approve a plan for the development of the County. The act reads "If the county has not adopted a zoning ordinance under the county zoning act...the land use plan and program may be a general plan with generalized future land use maps."(Sec.4(2)) Livingston has not adopted a county zoning ordinance, that is a local home-rule issue.

Plan Composition

The Livingston County Comprehensive Plan consists of seven documents: the ***Plan Summary*** (this document) plus six working papers.



- *Land Use Analyses*
- *Transportation & Land Use*
- *Economic Development: A Primer*
- *Housing*
- *Hazard Mitigation*
- *Parks & Recreation*

Each of these seven documents is described below. An *Executive Summary* of the Plan is also available.

The *Plan Summary* is divided into chapters which group together related topics and policy statements. Six of the chapters correlate to the six working papers. There is a large amount of overlap between chapters, and policies from any one should not be considered exclusive: they may also apply to other planning topics, just as policies from other chapters on other planning topics may apply to them. Each chapter contains subject information, funding sources, references to other documents for further information, and a set of goals and strategies (see box at right).

Definition:

Goals	Broad conceptual statements of what the county would like to achieve and accomplish, over time, in this Plan.
Strategies	Statements that support and work toward achieving the goals, and which will be adhered to by the Livingston County Planning Commission in its review and decision making process.

The working papers are an integral part of the Plan, and serve as a foundation for the formulation and execution of this Plan's Goals and Policies. They are:

- *Land Use Analyses In Livingston County, Michigan* - Three County-wide reports are contained in this informative document prepared by the Livingston County Department of Planning. The Residential Buildout Analysis contained within the document calculates the number of housing units allowed under each community's future land use plan. The Impervious Surface Analysis within the document determines the amount of surfaces that prevent the infiltration of water into the soil. The third report included in the document focuses on Agricultural Preservation and looks at farmland trends, policies and methods that communities can use to foster the preservation of agriculture and farmland.

- *Transportation & Land Use: Livingston County, Michigan* - This report is the third in a series of working papers that provide background information for the formation of the Livingston County Comprehensive Plan. This Livingston County Department of Planning report focuses on the County's transportation system, land use issues, and the relationship between them. Raising awareness of the effects of one community's land use issues and policies on neighboring communities is a central theme of the report. Several zoning and master planning situations and conflicts are observed from a County-wide perspective, such as "downstream" issues where a problem spills over from one community into the next, like water pollution or traffic.

- *Economic Development in Livingston County, Michigan: A Primer* - This report, published in 1999, provides basic economic development information that may serve as a guide and stimulus for future economic development efforts in Livingston County. It is a companion and introduction to the Comprehensive Economic Development Strategy (formerly the Overall Economic Development Program),which the County completes to remain eligible for federal aid available through the Economic Development Administration of the U.S. Department of Commerce. The report contains an overall economic development evaluation, a description of economic development programs in the County, a development strategy, and evaluation and implementation plans.

- *Housing in Livingston County, Michigan* - This 2002 report provides comprehensive information on the state of housing opportunities in Livingston County. It includes an analysis of the current housing demographics, land use and zoning, and examines the projections, forecasts, and future land use plans that shed some light on what the housing climate will look like in the future. The report also covers practical information like local, regional, state, and federal housing programs, and strategies that may be implemented in the County to improve housing opportunities for all residents.

- *Hazard Mitigation Planning in Livingston County, Michigan* - The ability of a community to respond effectively to disasters depends largely on actions taken before the disaster. These types of actions are known as mitigation measures. This report, completed in 2002, explains the relationship between planning and hazard mitigation and how they complement each other. The report explains the mitigation strategy process and how to integrate hazard mitigation into comprehensive planning. It also goes through the steps of performing a hazard vulnerability analysis, including identification of the natural hazards that may occur in Livingston County and the possible risk associated with each.

- *Parks & Recreation In Livingston County, Michigan* - This is a joint publication of the Livingston County Board of Commissioners and the County Department of Planning. The information collected in this report is designed as a guide to assist future County and local-level decision making on park, recreation, and open space issues. It provides the basic framework necessary to understand the direction in which the County is expected to grow, and existing conditions in the County through comprehensive analysis of existing parks and recreation facilities. This report identifies resident perceptions on existing and desired parks, recreation, and open space opportunities, the existing park, recreation, and open space inventory in the County, and parks and recreation spending by neighboring and comparable counties in Michigan. The information is intended to help assess the feasibility of County government's involvement in fulfilling current or future recreation needs.

In addition, the *2001 Livingston County Databook and Community Profiles* supplies demographics, facts, and figures for this Plan, and should be consulted for additional data and demographic information. Whenever possible, data from Census 2000 was used. Some data were not yet available, however, at the time of publication.

Supporting Documents

In addition to the six working papers, a variety of other documents written and produced by County Planning support the information found in this Plan. Each chapter of this Plan Summary has a section called *For More Information* which lists relevant Plan and reference documents. See the Supporting Documents section at the end of this Plan for a complete list.

How this Plan will be Used

The Comprehensive Plan will serve as a guide to the Livingston County Planning Commission. When the commission makes recommendations on such matters as local rezoning applications or township zoning or master plan text changes, they will use the goals and policies of this Plan to shape their decisions.

This Plan is also intended to be used by local cities, village, and townships during the formulation or revision of their own plans, maps, and ordinances, as well as by neighboring units of government outside of Livingston County.

Relation Between Local, County, and Regional Plans

Michigan's home-rule structure places the vast majority of land use decision making at the local level. Cities, villages, and townships are responsible for their own planning and zoning, including producing and carrying out their own local comprehensive plans.

The County Comprehensive Plan in no way replaces or usurps local comprehensive plans. Rather, the County Plan looks at Livingston's twenty individual cities, villages and township as one large community, and considers the effects of land use decisions on the County as a whole. When preparing this Plan, the County Planning Commission took into account local comprehensive plans within the County, citizen opinions and comments, regional plans addressing water quality, transportation, and other topics, and state plans and programs.

Comprehensive Plan Milestones

Summer 1999: *Economic Development* working paper published

Winter 1999-2000: *Land Use Analyses* working paper published.

Spring 2001: *Transportation & Land Use* working paper published.

Summer 2001: Parks and recreation opinion survey distributed.

Winter 2001-2002: *Parks & Recreation* working paper published.

July 24, 2002: Northwest Livingston workshop.
Cohoctah, Conway, Handy, Howell Townships, City of Howell, and Village of Fowlerville

July 31, 2002: Southeast Livingston workshop.
Brighton, Genoa, Green Oak, Hamburg Townships and City of Brighton

August 7, 2002: Northeast Livingston workshop.
Deerfield, Hartland, Oceola, Tyrone Townships

August 14, 2002: Southwest Livingston workshop.
Iosco, Marion, Putnam, Unadilla Townships and Village of Pinckney

October 31, 2002: Draft *Comprehensive Plan Summary* published.

December 4, 2002: *Comprehensive Plan* public hearing held.

December 18, 2002: *Livingston County Comprehensive Plan* adopted by the Livingston County Planning Commission.

History

Early Inhabitants
The area that comprises Livingston County has been inhabited by humans for centuries, perhaps even thousands of years. Evidence suggests that a number of Native American tribes including the Oddawa (Ottawa), Chippewa, and Potawatomi all spent time in the Livingston County area. These populations were the first to hunt, fish and actively manage the land through agricultural practices and controlled burning to manage wildlife habitat. The Native Americans also established numerous foot and horse trails that traversed the Livingston County area. Many of these trails were transformed over time to today's major transportation routes.

European Settlement
The area began to be explored and settled by Europeans in the early and mid 1800s. It was during this time that the US government negotiated treaties with tribal members to gain ownership of the land. The area currently contained within Livingston County was transferred to US government ownership through a treaty conducted in 1807 in the City of Detroit (Livingston History, pg. 17). The first permanent residents of Livingston County settled in the south and southeastern regions due to the relative ease of reaching them from the Detroit area. The first European settler in the County was Colonel Solomon Peterson who settled on Portage Creek (Honey Creek) in 1828 in what is now Putnam Township.

The County Courthouse
Livingston County was officially established in1836 after Governor George B. Porter approved an act to establish its official boundaries. For the next thirteen years, Howell and Brighton fought to become the County seat. Howell eventually won, when the State Legislature passed a bill in 1846 empowering the Board of Commissioners (who wanted the County seat in Howell)to erect County buildings and levy taxes to pay for them. In 1847 the first County building was completed on donated land in downtown Howell where the courthouse now stands, and several other buildings followed. By the 1880's the buildings were dilapidated, and the County building was condemned in the winter of 1889. Excavation for the current County courthouse started six months later, and the building was dedicated on April 16, 1890.

Road Building
Livingston County was squarely in between Detroit and the new state capital in Lansing. The first plank road was completed between the two in 1850, allowing travel between Lansing and Detroit in twelve hours. Tolls along the route remained until 1880, although most of the road was gravel by then.

Agriculture
Farming has always been one of the County's leading industries. In 1850, the County ranked sixth in agricultural land in the state, although their population was ranked only around twentieth. After the turn of the century, farming continued to be important, and Livingston was one of the largest dairy centers in the United States, according to a 1923 Michigan Bureau of Soils field report. After World War II, agriculture began slipping as population increased dramatically (nearly tripling from 1960 to 1980). Farming remains important to the County, and in 1997 26% of the area of the County was in farm acreage, according to the 1997 Census of Agriculture.

To the Present...
The County's population, which dropped from 22,251 in 1880 to 17,522 in 1920, crept up to nearly 27,000 in 1950. From there, the population exploded, increasing 43% to 1960, 54% from 1960 to 1970, and another 70% from 1970 to 1980. A *Lansing State Journal* article in 1973 called Livingston County's population boom a "frenzied threat of mad disarrangement on the glacial moraine." From the 1980 population of 100,289, we've added over 60,000 new residents, to an estimated 160,738 in 1991.

For More Information

Ellis, Franklin, *History of Livingston County*, 1880.

Jamieson, Lynne, *Of Wolves, Taxes, and Courthouses*, Michigan History Magazine, July/August 1978.

Jaehnig, David L., ed., *The Howell Bicentennial History*, Howell, Michigan 1976.

Michigan's 83 Counties: Livingston County, Michigan History Magazine, January/February 1986.

Demographics

This section is a demographic snapshot of Livingston County, covering population, the economy, and housing. Much more detailed information is available, but this section provides a basic understanding of where the County stands today.

Population

Growth

Population growth in Livingston County was relatively slow and incremental from 1870 to 1940. The decade of the 40's was the first to experience growth of more than a few thousand people. The fifties, sixties, and seventies experienced explosive growth of 43%, 54%, and 70%, respectively. The eighties saw another 15,000 new residents, and during the nineties, Livingston County was the fastest growing county in the state in terms of percentage population growth for five years in a row (1995-1999). It was also the fastest growing county of the decade, with a 35.7% overall increase. See page 13 for a 2000 population density map.

Livingston County Population Growth: 1870 - 2000

1870	19,335	*1940*	20,863
1880	22,251	*1950*	26,725
1890	20,858	*1960*	38,233
1900	19,664	*1970*	58,967
1910	17,736	*1980*	100,289
1920	17,522	*1990*	115,645
1930	19,274	*2000*	156,951

Population Forecasts

The Southeast Michigan Council of Governments (SEMCOG) forecasts that the Livingston County population will continue to grow over the next thirty years at approximately 18-26% per decade. The largest population gain is expected between 2020 and 2030, when 43,636 new residents are expected. SEMCOG projects that the County will grow by a total of 125,601 people between 2000 and 2030 (an increase of 80%).

Race and Age
Census 2000 showed that 97.1% of Livingston County residents reported that they were White. 1.1% reported two or more races, 0.6% reported Asian, and 0.5% reported that they were Black or African American.

The median age of residents was 36.2 in 2000. This number is quite a dramatic increase from 1980 when the median age was 28.2. In 2020, the median age is projected to be 39.0. These numbers are in keeping with national averages that show the population getting older, especially the "baby boomer" generation.

In 1980, 38% of the population was age 0 to 19. This percentage shrank to 31% in 2000, and is projected to continue to decrease, to 26% in 2020. While the population of children age 19 and under is still projected to increase in actual numbers (an increase of about 4000 children age 19 and under is expected between 2000 and 2020), it is the senior population that is expected to see the biggest changes. In 1980, 8% of Livingston's population was age 65 or over. In 2000, it grew to 9%, and in 2020 the senior population is expected to reach 13% of the entire population. Between 2000 and 2020 the senior population is expected to grow 124%, from13,037 to 29,215.

Households
In 2000, there were 55,384 households in the County, and 78.6% of them were family households. 39.8% of all households had children under age 18, and 6.8% of all households were female headed. 16.4% of all households had an individual 65 or over living there, and 5.4% of all households were headed by a senior aged 65 years or over.

Housing

Housing Characteristics
The 2000 Census reported 58,919 housing units in the County. 94% of the units were occupied, and of the unoccupied units 2.6% were vacant for seasonal or recreational use. 88% of all units were owner occupied, and 12% renter occupied. The average household size was 2.89 persons per owner occupied unit and 2.16 persons per renter occupied unit.

2000 Livingston County
Frequency of Housing Sale Price

Sale Price	Units Sold
$0 to $100,000	33
$100,001 to $200,000	1018
$200,001 to $300,000	697
$300,001 to $400,000	177
$400,001 +	94

Sale Price[9]
The median selling price of single-family housing units in the County was $210,000 in 2001, and the average was $230,000. These numbers were up from 2000, when the median was $196,900 and the average $220,097. A decade earlier, in 1990, the median sale price was $103,000 and the average $114,222. The 2000 figures were even higher for newly constructed homes. Sales of homes in 2000 that were built in 2000 were $211,596 median and $241,249 on average. Sales of homes in 2000 that were built in 1998 or 1999 were even higher – a median sale price of $218,000 and an average of $245,821.

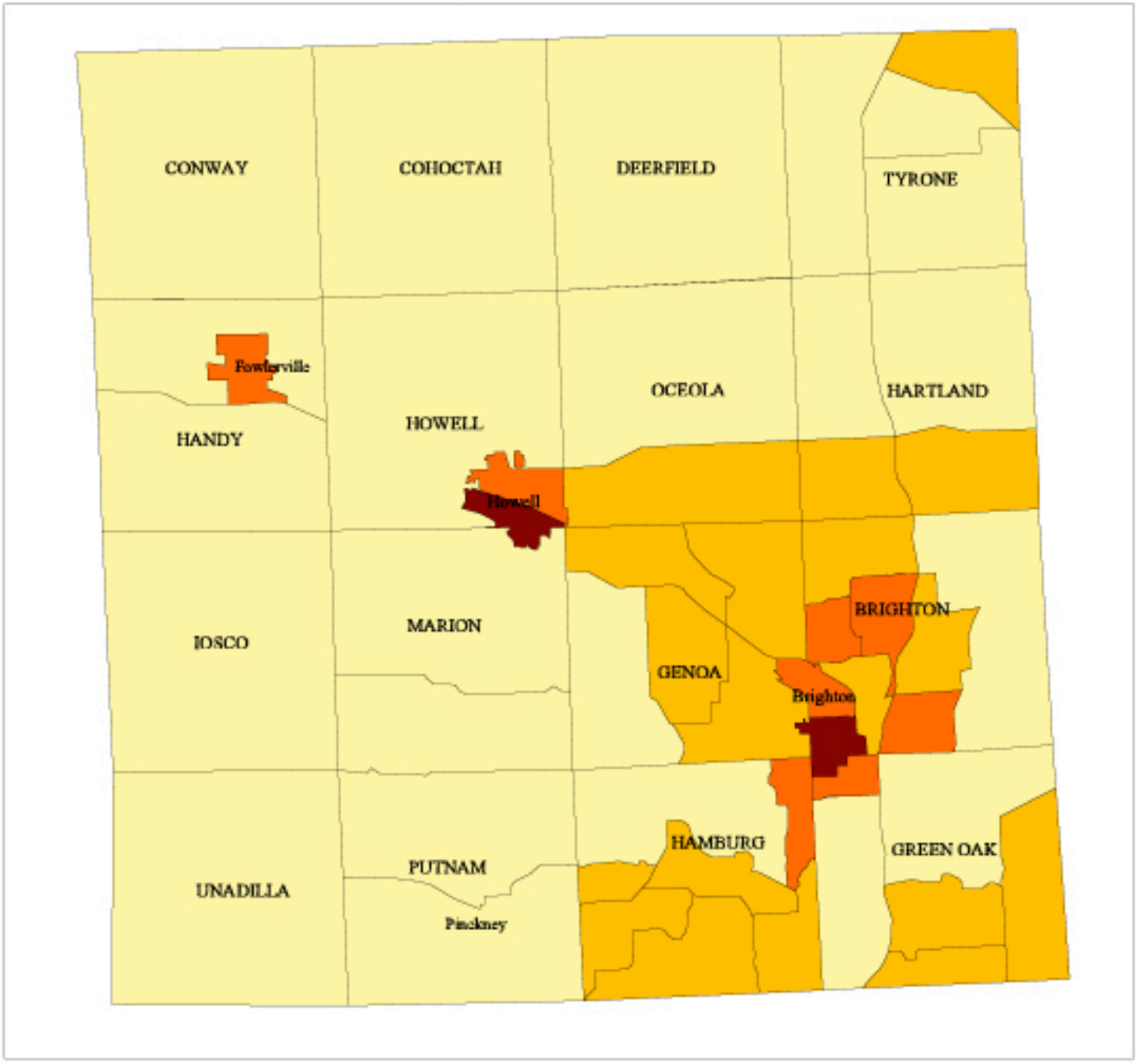
Economy

Occupations
Occupation describes the kind of work a person does on the job. From the 2000 Census it is no big surprise, given the County's high median household income, that the majority of the County's employed civilian population, age 16 and over, is engaged in management, professional, and related occupations (36.8% or 29,816 people). The next largest categories were sales and office occupations (26.0% or 21,103 people) and production, transportation, and material moving occupations (13.9% or 11,236 people). Others were employed in service occupations, construction, extraction, and maintenance occupations, and farming, fishing, and forestry occupations.

Income
Livingston County had the highest 1999 median household income in the state ($67,400) and the second highest 1999 median family income ($75,284). The County's 1989 median income was $45,439.

[9]Data limitations: single family home sales only. Does not include sales of homes in manufactured housing parks, attached condominiums, or multiple family units. Does not include sales made through non-participating realtors or individuals. Does not include sales by realtors outside of Livingston County.

Livingston County Census
Tract Population Density: 2000



Census Tract Population Density
- 0 - 0.5 People Per Acre
- 0.5 - 1.5 People Per Acre
- 1.5 - 3 People Per Acre
- > 3 People Per Acre

N

3 0 3 6 Miles

Prepared by: Livingston County Planning Department
November 2002
Source: Local Communities, U.S. Census

Introduction

Land use patterns across the County vary considerably and are influenced by local government decision making, geography, topography, existing infrastructure, population growth, and many other factors. An example of one type of land use that has affected most of the County is low density residential growth. This is usually an inefficient form of growth that increases the cost of public services, adversely affects traffic congestion and air and water quality, decreases vacant and agricultural acreage, and changes the character of the County – the very character that attracted many people to the County in the first place. A participant in one of the County Comprehensive Plan Workshops provided this sentiment: "People leave other counties to be in 'rural' Livingston, but then want all of the things they had in their previous County. They'll end up making Livingston like the county they left."

Improving undesirable land use trends will not be easy, but it is also not impossible. The first steps are to understand the County's current situation and the pressures it faces, listen to residents' concerns and ideas, and acknowledge that future growth is going to happen and plan for it. Below is a brief description of the current land use profile, followed by a discussion of several unique land use issues important to residents and local governments that were identified during the comprehensive planning process. They are followed by goals and strategies designed to address these issues and set County Planning policies to work toward a healthy, sustainable Livingston County.

Current Land Use

The following land use data were provided by the Southeast Michigan Council of Governments in their *1995 Land Use Update* publication. The tables on the following two pages present a summary of the number of acres and the percent of all acres for each of the County's communities.

LIVINGSTON COUNTY LAND USE COVERAGE, BY COMMUNITY:1995

Community	Acreage												
	Agriculture	SF Residential	High Density Residential	Commercial/ Office	Industrial	Public	Recreation	Woodlands	Wetlands	Water	Major Roadways*	Vacant/ Undeveloped	Total
Brighton Township	1,752	6,340	77	227	1,428	227	153	2,427	2,606	1,095	576	5,190	22,098
Cohoctah Township	12,039	1,580	5	6	0	45	245	3,186	3,169	160	0	4,167	24,602
Conway Township	15,757	1,007	0	6	0	60	0	1,883	3,451	26	0	1,948	24,138
Deerfield Township	9,659	1,741	5	2	7	14	33	3,997	2,987	892	0	4,738	24,075
Genoa Township	4,084	4,168	404	221	304	211	812	2,657	2,930	1,483	339	5,679	23,292
Green Oak Township	2,999	4,106	139	92	1,249	283	253	3,558	3,612	1,545	278	5,374	23,488
Hamburg Township	1,250	4,922	98	65	78	108	487	4,377	3,681	2,280	0	5,714	23,060
Handy Township	12,654	1,297	40	12	70	113	0	955	3,678	53	325	1,863	21,060
Hartland Township	5,660	3,776	32	112	17	110	955	2,873	3,630	899	245	5,539	23,848
Howell Township	8,045	2,733	14	56	323	187	149	2,081	2,459	124	277	4,322	20,770
Iosco Township	12,296	1,017	2	2	8	12	10	2,222	4,490	91	0	2,524	22,674
Marion Township	9,365	2,679	0	53	62	55	0	2,180	4,305	548	95	4,026	23,368
Oceola Township	8,062	2,880	26	19	14	32	195	2,306	3,452	382	0	6,180	23,548
Putnam Township	4,597	2,156	13	20	24	40	48	4,244	4,533	812	0	5,326	21,813
Tyrone Township	4,830	4,154	4	5	186	133	289	3,886	2,227	741	252	6,785	23,492
Unadilla Township	10,143	1,179	122	9	25	7	44	2,653	5,276	404	0	2,347	22,209
City of Brighton	40	556	148	187	154	151	0	116	105	92	69	706	2,324
Village of Fowlerville	125	236	55	65	27	122	36	10	101	0	0	248	1,025
City of Howell	126	728	136	158	214	397	23	55	48	126	12	452	2,475
Village of Pinckney	149	285	2	21	22	28	0	37	86	61	0	263	954
Livingston County	123,632	47,540	1,322	1,338	4,212	2,335	3,732	45,703	56,826	11,814	2,468	73,391	374,313

* Major roadways are I-96 and US-23
Data Compiled by Livingston County Department of Planning
Source: Southeast Michigan Council of Governments, *1995 Land Use Update*.

LIVINGSTON COUNTY PERCENT COVERAGE, BY COMMUNITY: 1995

Community	Acreage												
	Agriculture	SF Residential	High Density Residential	Commercial/ Office	Industrial	Public	Recreation	Woodlands	Wetlands	Water	Major Roadways*	Vacant/ Undeveloped	Total
Brighton Township	7.9%	28.7%	0.3%	1.0%	6.5%	1.0%	0.7%	11.0%	11.8%	5.0%	2.6%	23.5 %	100.0%
Cohoctah Township	48.9%	6.4%	0.0%	0.0%	0.0%	0.2%	1.0%	13.0%	12.9%	0.7%	0.0%	16.9%	100.0%
Conway Township	65.3%	4.2%	0.0%	0.0%	0.0%	0.2%	0.0%	7.8%	14.3%	0.1%	0.0%	8.1%	100.0%
Deerfield Township	40.1%	7.2%	0.0%	0.0%	0.0%	0.1%	0.2%	16.6%	12.4%	3.7%	0.0%	19.7%	100.0%
Genoa Township	17.5%	17.9%	1.7%	0.9%	1.3%	0.9%	3.5%	11.4%	12.6%	6.4%	1.5%	24.4%	100.0%
Green Oak Township	12.7%	17.5%	0.6%	0.4%	5.3%	1.2%	1.1%	15.1%	15.4%	6.6%	1.2%	22.9%	100.0%
Hamburg Township	5.4%	21.3%	0.4%	0.3%	0.3%	0.5%	2.1%	19.0%	16.0%	9.9%	0.0%	24.8%	100.0%
Handy Township	60.1%	6.2%	0.2%	0.1%	0.3%	0.5%	0.0%	4.5%	17.5%	0.3%	1.5%	8.8%	100.0%
Hartland Township	23.7%	15.8%	0.1%	0.5%	0.1%	0.5%	4.0%	12.1%	15.2%	3.8%	1.0%	23.2%	100.0%
Howell Township	38.7%	13.2%	0.1%	0.3%	1.6%	0.9%	0.7%	10.0%	11.8%	0.6%	1.3%	20.8%	100.0%
Iosco Township	54.2%	4.5%	0.0%	0.0%	0.0%	0.1%	0.1%	9.8%	19.8%	0.4%	0.0%	11.1%	100.0%
Marion Township	40.1%	11.5%	0.0%	0.2%	0.3%	0.2%	0.0%	9.3%	18.4%	2.4%	0.4%	17.2%	100.0%
Oceola Township	34.2%	12.2%	0.1%	0.1%	0.1%	0.1%	0.8%	9.8%	14.7%	1.6%	0.0%	26.3%	100.0%
Putnam Township	21.1%	9.9%	0.1%	0.1%	0.1%	0.2%	0.2%	19.4%	20.8%	3.7%	0.0%	24.4%	100.0%
Tyrone Township	20.6%	17.7%	0.0%	0.0%	0.8%	0.6%	1.2%	16.5%	9.5%	3.1%	1.1%	28.9%	100.0%
Unadilla Township	45.7%	5.3%	0.6%	0.0%	0.1%	0.0%	0.2%	11.9%	23.8%	1.8%	0.0%	10.6%	100.0%
City of Brighton	1.7%	23.9%	6.4%	8.0%	6.6%	6.5%	0.0%	5.0%	4.5%	4.0%	3.0%	30.4%	100.0%
Village of Fowlerville	12.2%	23.0%	5.4%	6.3%	2.6%	11.9%	3.5%	1.0%	9.9%	0.0%	0.0%	24.2%	100.0%
City of Howell	5.1%	29.4%	5.5%	6.4%	8.7%	16.0%	0.9%	2.2%	1.9%	5.1%	0.5%	18.3%	100.0%
Village of Pinckney	15.6%	29.9%	0.2%	2.2%	2.3%	2.9%	0.0%	3.9%	9.0%	6.4%	0.0%	27.6%	100.0%
Livingston County	33.0%	12.7%	0.4%	0.4%	1.1%	0.6%	1.0%	12.2%	15.2%	3.2%	0.7%	19.6%	100.0%

* Major roadways are I-96 and US-23
Data Compiled by Livingston County Department of Planning
Source: Southeast Michigan Council of Governments, *1995 Land Use Update*.

The County's two largest "human" (as opposed to naturally occurring) land uses were agriculture and single family residential development, according to 1995 SEMCOG data. Agriculture covered 33% of the County's land area, with the most dense agriculture generally along the western and northern boundaries.

Single family residential development covered almost 13% of the County in 1995. As would be expected, townships with the greatest percentage of agricultural land had the smallest percentage of single family development. The townships along the western boundary of the County had less than 6.5% single family land use, while the four townships in the southeast quadrant of the County had at least 17.5% of their land in single family development.

Natural Features

In order to better protect and preserve the County's natural features, the County has undertaken a fragile lands inventory (sometimes called a natural features inventory). For some time, this has been a priority for County Planning and its need has been established by numerous local governments and non-profit groups. A committee has been formed, the Livingston Natural Features Coalition, which is led by County Planning and includes public and private interests working to inventory the natural features of the County. By doing so, we hope to learn more about natural ecosystems and their significance, educate communities about their value, and preserve them for future generations.

Water Quality

Land use planning has lasting effects on water quality, whether positive or negative. Good planning practices can reduce runoff and non-point source pollution, affect septic and sewer issues, and educate and involve the public in the process. County planning, through its statutory and elective activities, will continue its commitment to encourage and assist with practices that improve water quality for the County and its three watersheds. See page 25 for a map of the County's wetlands, lakes, and streams.

Impervious Surfaces
A surface is impervious if it prevents water from reaching the soil. In general, when it rains in a natural or wooded area the rainwater will sink into the soil and then be absorbed by plants or move slowly underground toward a stream or aquifer. Impervious surfaces redirect water and cause it first to accumulate, and then to move rapidly to the closest lake, river, or

stream. These unnatural conditions create erosion and pollute surface waters with nutrients, sediment, and other pollutants. Roofs, roads, and parking lots are the most familiar examples. Stormwater that has moved across roads, for example, collects pollutants from automobiles which affect the health of aquatic plants and animals. It also raises water temperatures, which can have drastic affects on aquatic systems.

Stormwater detention ponds, drains, and storm sewers can quickly become overwhelmed when new impervious surfaces are introduced, even if they're a long distance away. Stream and wetland degradation occurs at levels of imperviousness as low as 10%.

Costs of Sprawl

Low density development that uses large quantities of land in rural or semi-rural areas is often referred to as "sprawl". Sprawl may have many negative effects on the community: increased costs of services, under-utilization of expensive infrastructure capacity in higher-density areas, negative environmental impacts, adverse effects on watersheds, and an increased demand for more rural development to service the new sprawl, to name a few.

Taxes vs. Services
A significant problem with sprawling land use patterns is the amount of taxes collected. Land is often less expensive in rural areas, and lower tax rates make it attractive to home buyers. The indirect costs are high, however. Large-lot residential housing patterns do not generate enough taxes to pay for themselves. Moving to "the country" to save money on municipal taxes may be a short-lived endeavor. New residents often demand the services they left behind in the place where they used to live. Those services take much more tax money to provide when residents are spread out in low-density housing patterns.

Not only will community services such as snow plowing, road maintenance, and school busing cost more, but the cost of housing in the County is skyrocketing. Many people prefer single family, low-density, owner-occupied homes, but many others are excluded for economic, racial, or social reasons when this is the community's predominant form of housing.

Large-lot Evolution
Large-lot zoning is generally not sustainable. Several townships in Livingston County are finding that areas historically zoned for ten acre minimum lots are under enormous pressure to allow more units on those

large parcels, even in very rural areas. Fitting in additional houses on lots intended for one home cause obvious design and access problems, not to mention the loss of "rural atmosphere" people tend to associate with large lots. As these pressures become more acute, local units of government must adapt or "evolve" their established policies to accommodate this new kind of growth.

Infrastructure

A better way to address where future growth in the County will go is by considering infrastructure. New growth in the County needs to be channeled to areas with adequate infrastructure including roads, utilities, sewer, water, and more. Roads are expensive to build and maintain, and many County roads were not designed for the volume of vehicles they're being forced to carry. Areas with sewer available should be developed at the maximum density allowed by the site and local zoning, in conformance with good planning practices which minimize impervious surfaces and their negative effects on water resources. Infill development in cities, villages, and settlements, or development contiguous to these areas, would help take pressure off rural areas and make services more efficient.

New commercial and industrial development requires a certain level of infrastructure. Good road or highway access is important, as is adequate water and sewer capacity. This is especially true in businesses that require a high level of water use or which dispose of large volumes of waste water that has been used in industrial processes.

Farmland Preservation

The loss of farmland is a hot topic in Livingston County. Agriculture is one of Michigan's most significant industries, and is still the largest land use (in terms of acres) in the County, although it has been declining. See page 25 for a map of 1995 agricultural land. Not only is agriculture important to the County's economy, but the open space and rural character it provides are major factors in attracting new residents to the County – bringing with them development demands that threaten the farms' existence.

Agriculture is one of the biggest losers in low density residential development. Encroaching homes make farming more difficult, and non-farming neighbors often complain about noises and odors associated with farming practices. Agriculture's profit margins are often uncertain, and many farmers reach the point where they have no choice but to give up farming. Most farmers' biggest investment is their land, and they often plan to sell it to a developer someday to fund their retirement. The selling price

per acre of farmland is usually substantially higher when selling land for residential development than for agriculture.

There are programs and techniques that can help preserve farmland, although none is a silver bullet. Zoning techniques, administrative tools, and state programs like Public Act 116 all play a part. Livingston County can help by seeking out new ways to preserve agricultural land and assisting local units of government in their agricultural preservation efforts.

Local Land Use Conflicts

Many contributors to this Plan stressed the importance of looking at land use and community policies from a County-wide perspective. Land use impacts do not stop at municipal borders: land use policies prescribed in one community may or may not compliment those of its neighbors. This is true not only on the local level, but on a larger scale too: our County's actions have an impact on neighboring counties, just as this region impacts other regions and the state as a whole.

The County Department of Planning, by working with all twenty local units of government, can provide information and observations from a third-party vantage point. Looking at land use and zoning issues on a County-wide scale identifies current and potential problems that one community may cause for a neighbor. Some are "downstream" issues, where a problem will "flow" from one community into the next, like water pollution or traffic. Others are caused by undesirable land uses placed on a community's border to keep them far away from other uses or residents, without considering their effect on neighboring communities. See pages 27 and 28 for two generalized municipal maps of future land use and zoning.

Some conflicts can be minimized by zoning requirements like setbacks and landscape buffers. Other conflicts are more difficult to address. Bringing together local officials and residents to discuss these issues and potential solutions is an important step toward resolving current or potential land use conflicts. Corridor planning is one approach that expands communication and brings together many parties working toward a common vision.

Corridor Planning

Corridor plans can be a practical approach to address particular situations, such as traffic problems, design inconsistencies, environmental issues, or forecasted growth. A corridor can be a segment of road, a stretch of river, a linear park, or any other contiguous area. A corridor plan is usually

supplemental to a local unit of government's master plan, and often involves multiple jurisdictions working together.

There are corridor plans in the County for M-59, which is being widened into a boulevard, for several segments of US-23 and old US-23, and also for segments of M-36 and Grand River Avenue.

Buildout Analysis

A County-wide buildout analysis was undertaken in 1999 to calculate the number of housing units allowed by each local unit of government's future land use map. By figuring out how many houses would "fit" in each district, we get a better sense of future development patterns and their associated issues: infrastructure and transportation needs, schools, property taxes, municipal services, environmental issues, and others. It is important to remember that a buildout analysis shows potential population, not actual or forecast. Market forces, job availability, individual parcel features, and other factors will affect actual development rates and locations.

The total buildout population for the County in 1999 was 476,703. Several townships have modified their future land use maps since the study was done, which we've taken into consideration when discussing buildout issues for this Comprehensive Plan. In many ways, these results are conservative. Changing the analyses to reflect such factors as future sewer and water lines or allowing higher density specially permitted uses would result in higher buildout population totals. As a baseline, however, the study is useful for comprehensive planning purposes.

Funding

Federal funding for land use planning is available primarily from the Environmental Protection Agency, U.S. Department of Agriculture, the Department of Housing and Urban Development, and the U.S. Department of the Interior. At the state level, the Michigan Department of Environmental Quality, and the Michigan State Housing Development Authority (MSHDA) are the two largest sources of funding. MSHDA administers the Community Development Block Grant program. Local funding may come from millages, special assessments, or bonds.

Goals and Strategies

Adherence to the following goals and strategies with which to reach them will help shape land use in Livingston County in a positive manner.

Goal A: Protect the County's rural atmosphere while providing jobs and services and promoting a variety of housing choices to residents.

Strategies:

- Promote the use of infill housing in cities, villages, and settlements to maintain higher housing densities in these areas.

- Site new high density development close to existing cities, villages, and settlements where appropriate infrastructure and services are available.

- Promote the preservation of agricultural land by providing technical assistance and program information to local units of government.

Goal B: Protect water resources (wetlands, lakes, streams, and groundwater) from the harmful effects of human encroachment and development.

The protection of wetlands is essential to preserve water quality, minimize negative impacts of stormwater runoff, recharge groundwater, and provide wildlife habitat. Lakes and streams are an important environmental, habitat, and recreational resource, and preserving groundwater quality and quantity is critical to the future well-being of Livingston County residents.

Strategies:

- Promote the protection or replanting of native vegetative species along shoreline areas to help filter sediment and contaminants picked up in runoff (rain or snowmelt) before it reaches open water.

- Support efforts to preserve wetlands in their natural state, and discourage the dredging or filling of wetland areas of any size.

- Support the creation of a linked system of greenways around designated rivers and creeks, to buffer them from current or future development and protect water quality.

(Goal B, continued)

- Disapprove new unsewered high density zoning near lakes, streams, and wetlands.

- Work with developers to reduce impervious surfaces through creative thinking and new materials and technologies.

- Mitigate potential human, environmental and property damage caused by flooding and excess surface water runoff.

- Encourage the County's communities to work with their upstream and downstream neighbors and with watershed/subwatershed groups to jointly address water quality issues.

- Encourage the delineation and protection of areas around community drinking water wells as wellhead protection areas to protect groundwater drinking supplies.

- Support the development of a County-wide program to identify and improve failing septic systems.

- Encourage local units of government to adopt adequate drainage ordinances that limit nonpoint source pollution, and to develop nonpoint source discharge plans which include best management practices.

- Develop and provide to local units of government guidelines on how to minimize impervious surfaces and deal with their negative effects.

Goal C: Minimize zoning and future land use conflicts along boundaries with neighboring communities.

Strategies:

- Consider community zoning decisions' effects on a County-wide basis.

- Consider future land use decisions' effects on a County-wide basis.

- Encourage the County's twenty local units of government to take into account traffic and other impacts on neighboring communities, and the cost of building and maintaining roads when siting land uses of different intensities.

- Coordinate and facilitate corridor planning within one or multiple local units of government along identifiable corridors such as: a commercial corridor along a highway or trunkline, a conservation corridor along a river or creek, or a corridor facing particular development pressure.

Goal D: Minimize strain on local and regional infrastructure through land use decisions and infrastructure improvement planning.

Strategies:

- Direct development to areas where adequate infrastructure is present.

- Encourage focused infrastructure expansion and improvement to areas that can support more dense development.

- Assist in the coordination of infrastructure improvements across jurisdictions and with private entities.

- Provide guidance and funding sources to redevelop brownfields or other built environments.

- Minimize infrastructure strain by providing appropriate commercial and business opportunities in close proximity to residential areas.

Goal E: Minimize negative impacts on high quality, unique, and/or rare natural features and systems.

Strategies:

- Develop methodology to map and inventory the County's high quality, unique, and/or natural features and systems.

- Assess local policies in regard to effectively protecting the County's high quality, unique, and/or natural features and systems.

- Supply local communities with tools and opportunities to better protect the County's high quality, unique, and/or rare natural features and systems.

- Develop incentives for property owners and developers to protect privately owned high quality, unique, and/or rare natural features and systems.

Goal F: Keep Livingston County a viable community in which residents have opportunities to grow, learn, and prosper.

Strategies:

- Work for the provision of a range of housing types to accommodate different income and age groups, household sizes, and location and style preferences.

- Provide information and assistance to the County's twenty local units of government on grants and opportunities for farmland preservation.

- Share information and techniques on the importance of preserving historic homes, buildings, and structures in order to preserve the community's sense of place and history for current and future generations.

For More Information

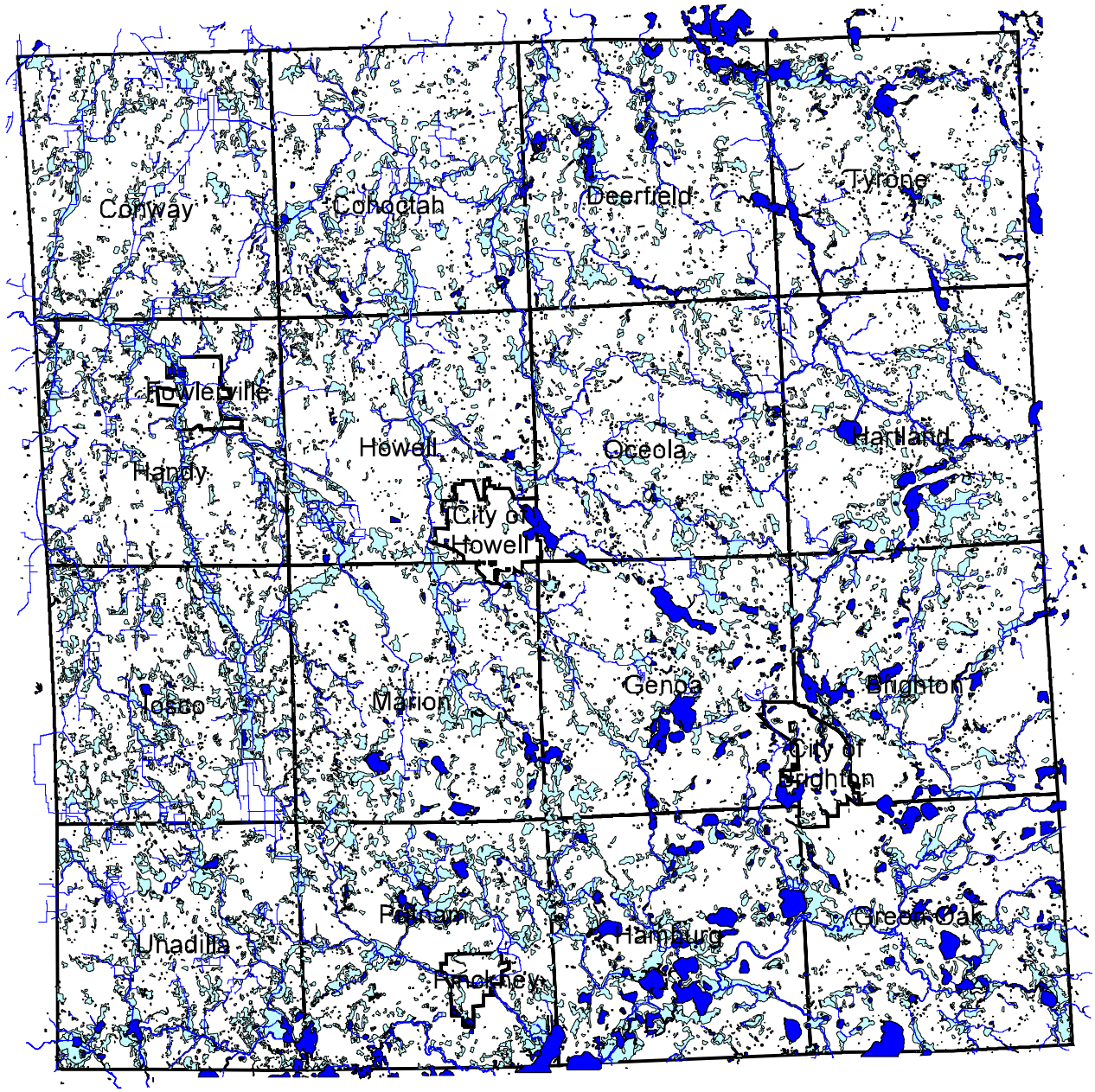
Land Use Analyses in Livingston County, Michigan, Livingston County Department of Planning, 2000. A Comprehensive Plan working paper.

Transportation & Land Use: Livingston County, Michigan, Livingston County Department of Planning, 2001. A Comprehensive Plan working paper.

1995 Land Use Update, Southeast Michigan Council of Governments, 199x.

Open Space Preservation/Coordinated Master Planning, Michigan Municipal Risk Management Authority, 2002.

Livingston County
Wetlands, Lakes, and Streams



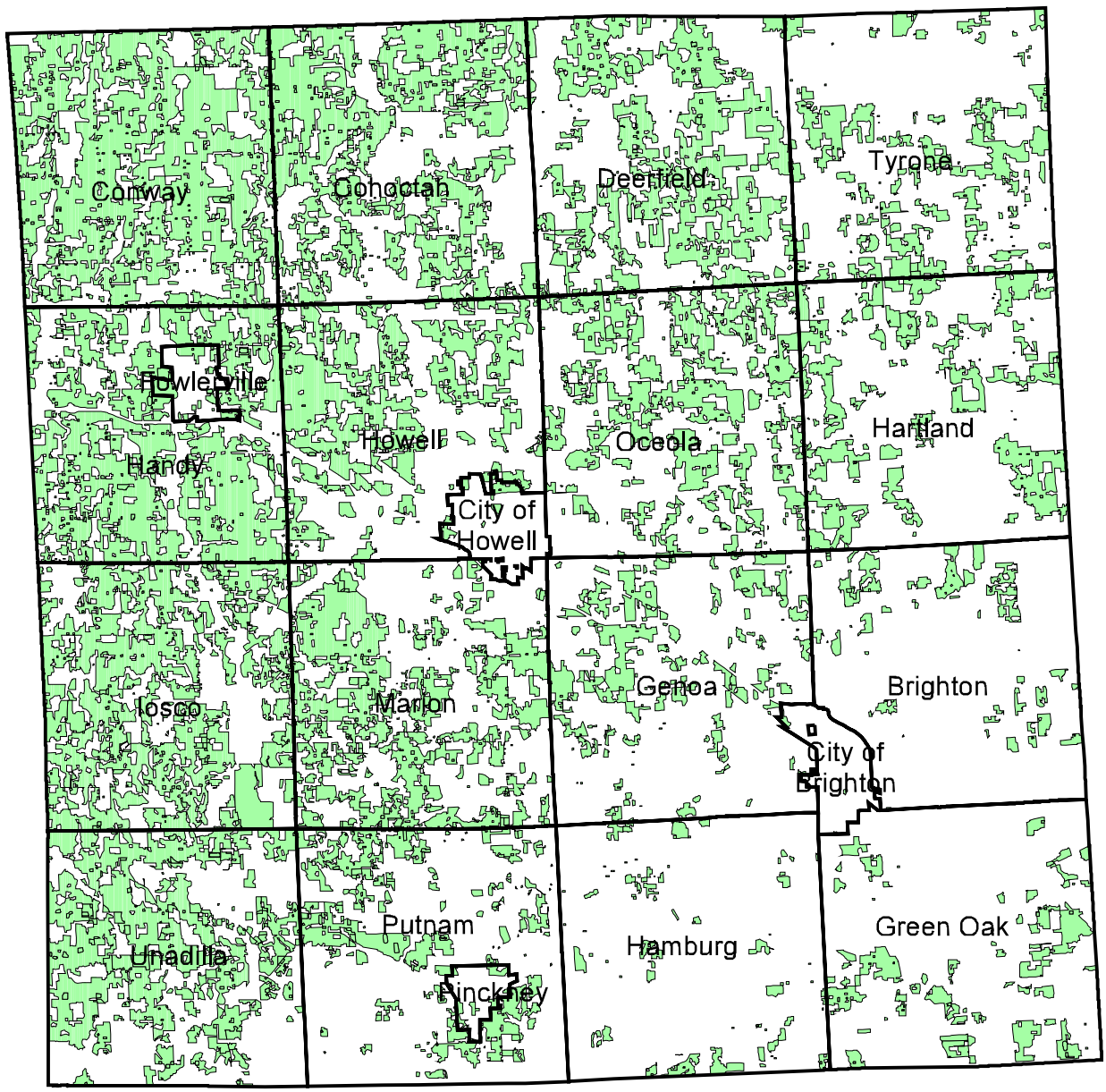
Streams
Lakes
Wetlands

N

3 0 3 6 Miles

Prepared By Livingston County Planning Department
November 2002
Source: Southeast Michigan Council of Governments, MIRIS

Livingston County
1995 Agricultural Land Use



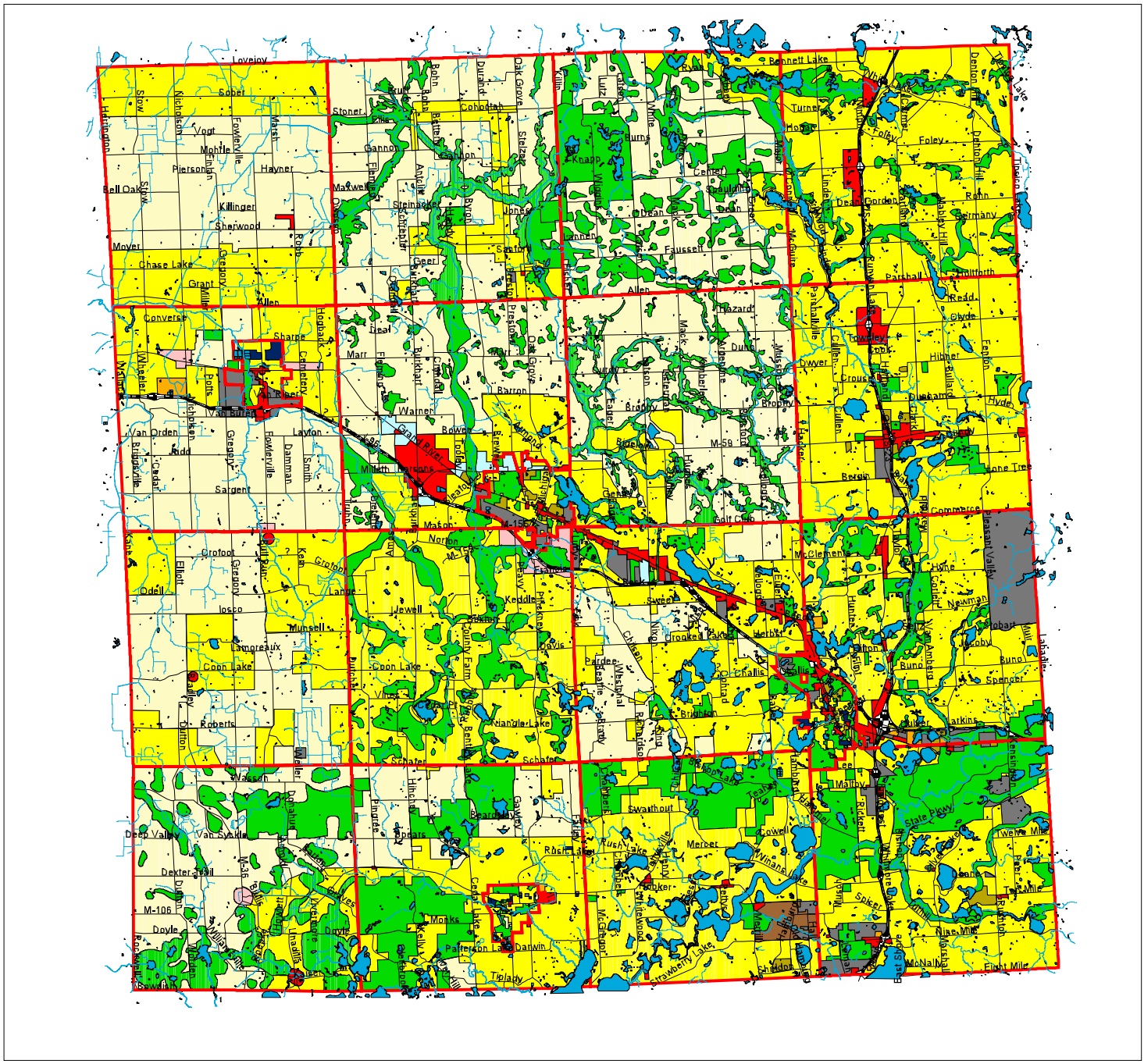
N

Agricultural Land

3 0 3 6 Miles

Prepared By Livingston County Planning Department
October 2002
Source: Southeast Michigan Council of Governments

Generalized Municipal Future Land Use



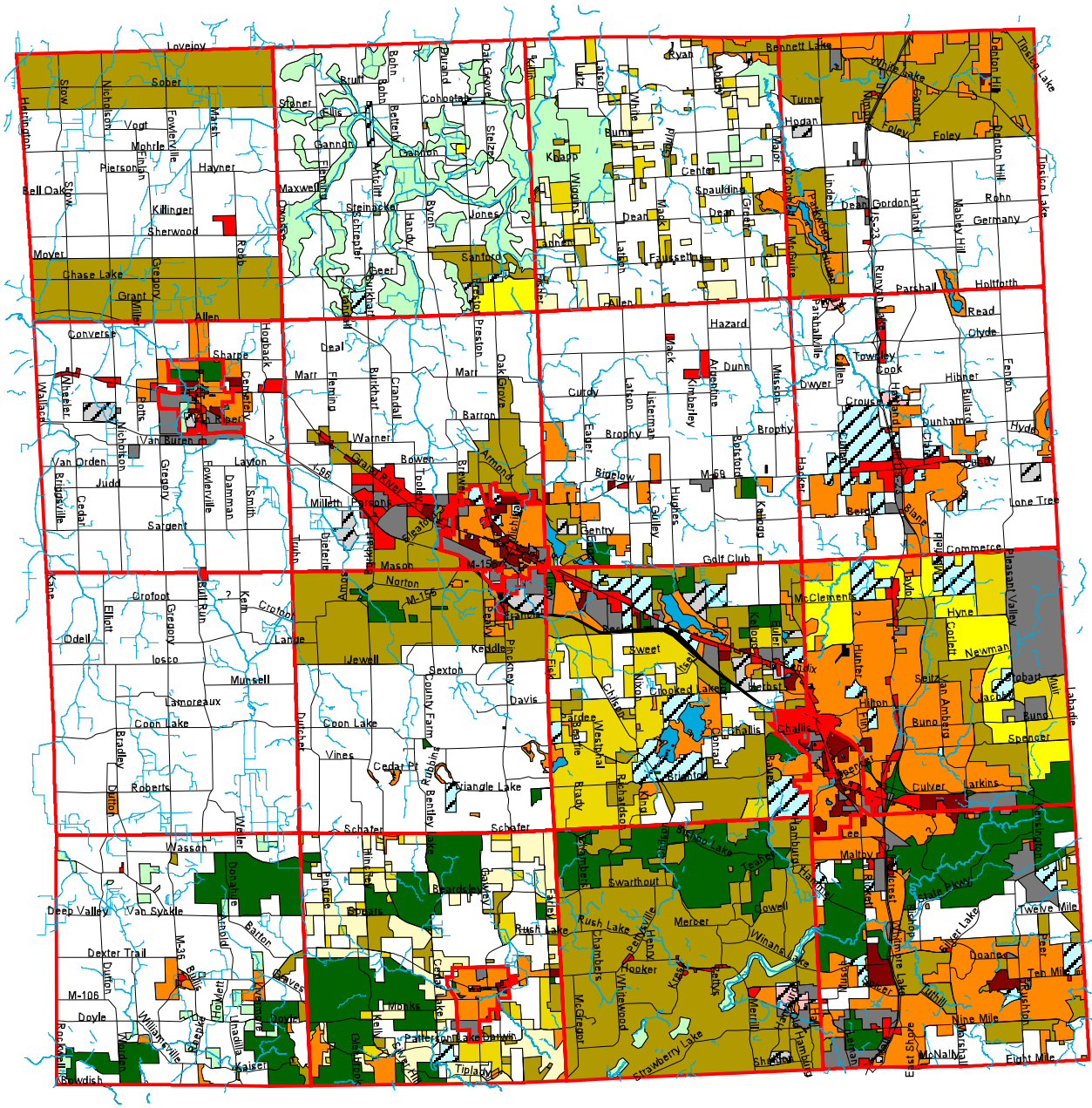
Future Land Use
- Agriculture
- Commercial
- Industrial
- Institutional
- Mixed Use
- Mobile Home Residential
- Multiple Family Residential
- Single Family Residential
- Planned Use District
- Public/Quasi-public
- Transportation
- Village of Hamburg
- Water

N

3 0 3 6 Miles

Prepared By Livingston County Planning Department
November 2002
Source: Local Communities

Generalized Municipal Zoning



Zoning
- Agriculture
- Single Family Residential - 1 (10 Acres or Greater)
- Single Family Residential - 2 (5 - 9.99 Acres)
- Single Family Residential - 3 (2.5 - 4.99 Acres)
- Single Family Residential - 4 (1 - 2.4 Acres)
- Single Family Residential - 5 (Less Than 1 Acre)
- Multi Family Residential
- Manufactured Home Park
- Historic Limited Use
- Commercial
- Industrial
- Public/Quasi Public
- Planned Use District
- Resource Conservation
- Transportation
- Water

N

3 0 3 6 Miles

Prepared By Livingston County Planning Department
November 2002
Source: Local Communities

Transportation

Citizens are the "end-users" of the transportation system, using it to reach centers of employment, business, recreation, entertainment, religion and culture within the Livingston community. Because of their unique knowledge and heightened sense of awareness of what portion of the system works and what portion doesn't, residents are in a sense "experts" regarding transportation issues. Therefore, it is important for government leaders to carefully consider the public's comments and concerns, and involve them when appropriate in the development and implementation of transportation plans and initiatives. Similarly, it is important for representatives from all municipalities to participate in planning and decision making for federal transportation funding.

Commuting

According to the 2000 Census, 58% of residents who work did so outside of Livingston County. This is up a fraction from 1990. The percentage of residents leaving the County for work varied widely between local units of government, from a low of 23% in Fowlerville to a high of 80% in Tyrone.

To get to work, 87.1% of workers drove alone, 7.7% carpooled, and .2% took a bus. Other workers walked, bicycled, motorcycled, or worked at home. The average travel time to work for those who did not work at home was 31 minutes.

Roads and Intersections

The ten fastest growing roads in terms of traffic volumes had annual growth rates ranging from 9% to 32%. The road with the largest increase was Latson Road near Golf Club Road in Genoa Township, which increased in volume by 1082% between 1987 and 1996, from 1,112 vehicles to 13,144.

Eight of the top ten high-crash intersections from 1997-1999 were along Grand River Avenue, the road with the County's highest local traffic volume. Fortunately, there were no fatal injuries during that time period. The intersection with the most crashes was Grand River Avenue at Challis Road in Brighton (183).

Corridor Planning

As addressed in other sections of this plan, corridor plans can be excellent tools to help plan for new growth, relieve congestion, address maintenance and design concerns, and achieve a safe, efficient transportation network. Several plans exist already, such as the M-59 Corridor Plan spanning three townships and one city, two US-23 plans in two non-contiguous townships, and the M-36 Corridor Plan in Hamburg Township. It is important for local government officials to understand that management of transportation corridors requires a high level of intergovernmental cooperation. Livingston County government should take the lead in facilitating these cooperative efforts and provide technical assistance whenever possible.

It should also be noted that the Howell - Brighton - South Lyon corridor has received Urbanized Area designation. An urbanized area is one identified by the Census Bureau as one which contains a central place and surrounding, closely settled incorporated and unincorporated areas that have a combined population of at least 50,000. This designation will foster a new partnership between Oakland and Livingston Counties, since the urbanized area lies in both counties.

Forces of Change

County Planning identified specific growth-related transportation issues as "forces of change" that will influence future planning and policy decisions. Examples include income levels, public transportation availability, the County's growing population, increasing miles of road due to the suburbanization of the County, changing commuting patterns, rising vehicle miles, longer travel times to work, more single drivers and fewer car pools, declining road conditions, rapidly rising road maintenance and construction costs, and limited transportation funding. The transportation goals and strategies of this Plan weigh those "forces of change" carefully.

Funding

Transportation funds at the federal level are delivered through the Federal Highway Trust Fund. At the present time, the Transportation Equity Act for the 21st Century (TEA-21) directs local use of federal transportation funds on highways, safety, and transit from 1998 to 2003. Under TEA-21, Metropolitan Planning Organizations like SEMCOG are required to develop regional transportation plans cooperatively with local and state authorities.

State funding is mainly dictated by Public Act 51 of 1951, which distributes Michigan Transportation Fund revenue based on complex formulas. The

distribution roughly breaks down to 39% of funding going to the Michigan Department of Transportation for state highways, and 61% to counties, cities and villages for local roads.

Local road funds may come from bonds, special assessments, special millages, or other sources. Local money is often used as a match for state or federal funding.

Goals and Strategies

It is essential that government units in all the County's communities work together when developing and implementing their own local transportation plans and initiatives. The Livingston County Planning Department will continue to promote this *partnership in planning* by encouraging a spirit of cooperation and unity between local community partners. All transportation goals must be implemented by the Livingston County Planning Commission, the Livingston County Road Commission, *and* local governmental units to be effective.

Goal A: Promote a transportation system that is safe for all modes of transit.

Strategies:

- Reduce conflicts from occurring between automotive, rail, public transit and non-motorized modes of transportation.
- Communicate and work together on both plans and specific projects to acquire an efficient and seamless transportation network.
- Continually evaluate and adjust motorized and non-motorized transportation standards to achieve County-wide continuity.
- Acquire and share information on changing construction and maintenance technologies that may affect existing road standards.
- Promote an interconnected greenway system that enhances opportunities for safe pedestrian and bicycle transportation.
- Encourage the expenditure of transportation money and resources in places where people live, in order to improve their quality of life. Discourage the expenditure of money and resources solely on problem traffic areas, especially when road improvements to these area lead to or encourage sprawl.

Goal B: Provide a transportation system that maximizes the mobility of people and supports the efficient transfer of goods and services.

Strategies:

- Increase and improve linkages between various modes of transit.
- Increase occupancy rates for all modes of motorized transit.
- Ensure that plans are coordinated between all affected communities.
- Coordinate the development and implementation of a comprehensive set of access management standards.
- Increase modal choices for the movement of people and goods.
- Address the need for a multi-county, multi-agency group which addresses transportation issues (especially I-96, US-23, and I-94, the most common travel routes for County commuters). The group should consist of, at a minimum, Livingston and Washtenaw Counties, the Michigan Department of Transportation, and the Federal Highway Administration.

Goal C: Develop a transportation system that is sensitive to, and which compliments, the natural environment.

Strategies:

- Minimize the disturbance or damage to wetlands and other natural habitats caused by transportation system development.
- Increase public transportation usage and encourage more businesses to promote carpooling and ridesharing.
- Encourage the development and use of non-motorized transportation modes.
- Reduce the adverse effects of the transportation system on prime agricultural lands, essential open spaces and recreational resources, and historically significant sites and districts within the County.

Goal D: Provide a transportation system which enhances the economic vitality of the community and promotes a high quality of life for all Livingston County residents.

Strategies:

- Ensure that transportation services are consistent with regional and local land use plans and development initiatives.

- Encourage the development of a County-wide multi-modal transportation system which links residential areas to centers of employment, commerce, and recreation.

- Ensure that sufficient rights-of-way are retained for future improvements to the transportation system.

- Develop fiscally responsible transportation plans that encourage economic productivity and support planned growth initiatives.

For More Information

Transportation & Land Use, Livingston County, Michigan, Livingston County Department of Planning, 2001. A Comprehensive Plan working paper.

Applied Strategic Thinking: Preparing Livingston County for the 21st Century, Livingston County Department of Planning, 1998.

Livingston County Greenways Initiative, A Greenway Preservation Guidebook for Local Communities: Why, Where, When and How?, Livingston County Department of Planning, 1995.

Housing

A healthy county housing stock is critical to the county's economic and community well-being. Residents should have the ability to choose the kind of housing they desire – single family detached or attached, own or rent, rural or urban, etc. Therefore, a variety of housing types, shapes, and sizes are necessary. Unfortunately, despite our county's housing boom, these housing opportunities do not exist in many of our communities.

When discussing housing trends, many Livingston County residents are not surprised by what they hear. Most of the County's housing stock is relatively new – over half was built since 1970. The quality and value of the housing stock is proportionately high – the median housing sales price in 2001 was $210,000.[□] In 2001, 59 of 2082 houses sold in the County cost less than $150,000, and only 17 were $125,000 or less.[□□]

Home Ownership

A large segment of the county population has been shut out of the home ownership market because of the lack of a range of available housing prices. As a rule of thumb, a housing affordability index of 2.5 times family income shows the housing price a family can afford. For example, residents with a family income of $60,000 are able to afford a $150,000 home, using a housing affordability index of 2.5 times household annual income. $60,000 is 80% of the county median family income, and 50% to 80% of median family income is considered to be in the low to moderate income range. Young couples, families with one wage earner, and elderly households seeking to "downsize" find it especially difficult to buy homes in the Livingston County market. Local employers have reported difficulties retaining employees because of the lack of housing choices available to them. This affects not only blue-collar and retail employees, but also school teachers, sheriff's deputies, and professional workers.

[□]The average sales price in 2001 was $230,000.

[□□]Data Limitations: Single family home sales only. Does not include sales of homes in mobile home parks, attached condominium, or multiple family sales. Does not include sales made through non-participating realtors or individuals. Does not include sales by realtors outside of Livingston County. Prepared by Livingston County Department of Planning, May 2002.

Apartments

One- and two-bedroom apartments are in good supply in the county, and most have been built in the last 30 years. Newly approved and proposed market-rate to high-end apartment developments will add hundreds of new units over the next few years. Larger apartments suitable for families, however, are almost non-existent, as are rental townhouses. There is a shortage of subsidized apartment complexes with rents of 30% of a household's adjusted income. Not only are the qualifications strict for these units, but the waiting lists are very long for existing subsidized apartments.

Manufactured Housing Parks

Manufactured housing parks can offer residents quality homes, but have several disadvantages, including rapid depreciation, perpetual lot rent, financing at rates much less favorable than conventional home mortgages, and community opposition due to taxation and local control issues.

Responses

Zoning Ordinances
Local ordinances often contain language that prevents a range of housing choices from being constructed because of height and bulk requirements, and/or minimum floor or lot areas. Allowing a variety of lot sizes as well as a variety of home sizes (such as a 900 square foot minimum floor area) and types can help immensely. Communities should also be on the lookout for costly site development standards that could be replaced by more affordable substitutions.

Another approach to housing opportunity is to adopt innovative zoning ordinance language which allows different forms of housing beyond single-family, duplex, and apartment. Methods include elder cottages, granny flats, downtown apartments over commercial buildings, and mixed use developments, among others.

Residential Developments
Planned unit development (PUD) ordinances and cluster ordinances (which are now mandated by state law) are one method used to group homes together in one or many clusters on a site in order to preserve and build around natural features and open space. The housing opportunity in this type of development is that clustering results in lower costs for utility and roadway infrastructure, which can translate to cost savings on individual units.

Education
There are several organizations working on county housing issues which deserve recognition and support from local units of government. These grass-roots and human service agencies have resources available with which to help residents and local governments make wise housing choices. The County Planning Department also has housing information available in the form of model ordinances, demographic data, community housing organization information, etc. Raising public awareness about these groups and their activities and resources is an appropriate role for County Planning.

Funding

Federal funding is available from the Federal Housing Administration in the form of government insured loans for home purchases, and rehabilitation loans are also available. The Veterans Administration provides zero down-payment loans to veterans of the armed services, some reservists/National Guard and a few other military related homebuyers. The United States Rural Development office (one is located in Howell) has several lending programs for homebuyers. Habitat for Humanity has a Livingston County office that works with lower income families to build new homes.

The Michigan State Housing Development Authority (MSHDA) provides grants and loans to local governments, developers, and homebuyers, including downpayment assistance. MSHDA also administers state Community Development Block Grant funds. Many of these programs are through their Office of Community Development.

Goals and Strategies

With all of this in mind, Livingston County's housing policies seek to expand housing opportunities for all residents, regardless of household size or income. Creating a variety of housing sizes, types, and prices will help the County's sustainability by retaining workers, families, and senior citizens of all incomes and backgrounds that make up the Livingston Community.

Goal A: Encourage the integration of housing opportunity language in Livingston County zoning ordinances and comprehensive plans.

Strategies:

- Encourage Livingston County communities to have area, height and bulk requirements in their zoning ordinances that allow a wide variety of housing options in terms of size (floor area) and minimum lot area *(with a corresponding policy to this effect in their comprehensive plan)*.

- Encourage Livingston County communities to periodically review their zoning ordinance standards for requirements that may act as regulatory barriers for housing opportunities, such as site improvement and road standards.

- Encourage Livingston County communities to adopt zoning ordinance language that addresses conversion of seasonal housing to year-round housing and cottage replacement with new housing development in lakefront areas *(with a corresponding policy to this effect in their comprehensive plan)*. Note: Zoning ordinance language must address the differences in massing/scale between converted or newer replacement homes and original, older dwellings in lakefront areas (the "bigfoot" trend). One way that this can be accomplished is by establishing lot coverage and height standards.

- Encourage Livingston County communities to establish an array of zoning districts that permit many different types of housing, e.g. townhouses, apartments, live-work units, etc...*(with a corresponding policy to this effect in their comprehensive plan)*.

- Encourage Livingston County communities to adopt Planned Unit Development (PUD) and open space community elements in their zoning ordinances that enable cluster housing developments and preserved open space. *(with a corresponding policy to this effect in their comprehensive plan)*.

- Encourage Livingston County communities to adopt innovative elements to their zoning ordinance that enable different forms of affordable housing, e.g. Elder Cottage Housing Opportunities (ECHO Housing), Granny Flats, mixed use, apartments over downtown businesses, etc...*(with a corresponding policy to this effect in their comprehensive plan)*.

(Goal A, continued)

- Encourage Livingston County communities to adopt innovative community ordinances that offer incentives to those developing affordable housing, e.g. Payment In Lieu of Taxes (PILOT) ordinances.

- Encourage Livingston County communities to incorporate housing goals and objectives in their comprehensive plans that make policy statements regarding housing for special needs populations (e.g. seniors, disabled) and affordable housing opportunities.

Goal B: Encourage Livingston County communities to make housing development decisions that reflect sound planning practices.

Strategies:

- Encourage Livingston County townships to site housing developments in areas that are within close proximity to other development such as city and village boundaries, major transportation highway corridors and utility services rather than rural and agricultural areas where these features are not present.

- Encourage Livingston County communities to incorporate open space in their residential developments to preserve rural character, natural habitat and lands for recreation.

- Encourage Livingston County communities to develop housing plans for their community that include an analysis of the housing stock in their community and a future land use plan or policies regarding housing opportunities.

Goal C: Provide Livingston County communities with educational materials that will foster sound housing practices.

Strategies:

- Provide local planning commission chairs with a copy of the Livingston County Comprehensive Plan working paper entitled *Housing in Livingston County, Michigan*, and educate each commission on the contents of the study (through correspondence or presentation).

- Continue education efforts to heighten Livingston County community awareness of Livingston County Department of Planning resources relative to housing, e.g. model ordinances, demographics, literature about community housing organizations, etc...

Goal D: Increase public awareness of and participation in housing opportunity programs.

Strategies:

- Educate Livingston County communities about county housing efforts that are being initiated by organizations such as Oakland Livingston Human Service Agency (OLHSA), Housing Growth & Opportunities (Hg&o) and Livingston County Habitat For Humanity, so that our local communities can refer citizens to these resources.

For More Information

Housing in Livingston County, Michigan, Livingston County Department of Planning, 2002. A Comprehensive Plan working paper.

Land Use Analyses in Livingston County, Michigan, Livingston County Department of Planning, 2000. A Comprehensive Plan working paper.

Transportation & Land Use: Livingston County, Michigan, Livingston County Department of Planning, 2001. A Comprehensive Plan working paper.

Economic Development

Economic development is critical to the long-term health of Livingston County. It encompasses retail, industrial, office, service, utility, and other similar land uses, and provides employment, goods, and services while enhancing the local tax base. Many areas of Livingston County serve as bedroom residential communities for residents traveling to places of employment in other counties. Economic development can not only provide employment, services, and shopping opportunities to county residents, but can help fill the gap between the amount of taxes generated by residential development and the tax level needed to sustain the community.

Strengths

The County has many economic strengths, including excellent highway access to a variety of Michigan markets and transportation hubs. The County lies in the geographic center of a metropolitan area of approximately 6,000,000 people which includes Flint, Detroit, Ann Arbor, Jackson, and Lansing. Another advantage is the high quality of life enjoyed by residents, including beautiful terrain and scenery, excellent public schools, and abundant recreation opportunities.

The county is well-served by agencies involved in economic development, including (but not limited to):the Economic Development Council of Livingston County, a public-private partnership which serves as a one-stop resource for companies seeking to locate and grow in the county; the Livingston Regional Michigan Technical Education Center (M-TEC), a $4.5 million educational facility; several other educational programs and curricula; the Livingston County Workforce Development Council, the Livingston Manufacturers Network of the Howell Area Chamber of Commerce, and many more.

Trends and Demographics

Population. Between 1990 and 2000, Livingston County was the fastest growing county in the state in terms of percent change. The county population grew by 41,306 people,to 156,951, a 35.7% increase. The region is forecast to grow to 239,000 by 2020.

Labor force. In 2000, there were 83,625 people in the labor force in Livingston County, and 81,975 were employed, for an unemployment rate of 2%.[1]

S.E.V. The State Equalized Value of real and personal property in the County increased 185.1% from 1989 to 1999, to $4.424 billion.

Income. County residents are getting wealthier. The County's 1999 median household income was $67,400, up from $45,439 in 1989. After accounting for inflation, this is a real increase of $6,330 (in 1999 dollars).[2] There were 1,046 families with incomes below the poverty level, or 5,228 individuals (3.4% of the population).

Journey to work. In 2000, Livingston County residents had a mean travel time to work of 31.0 minutes. This is considerably higher than the statewide mean of 24.1 minutes. 87.1% of Livingston County commuters drove alone, 7.7% carpooled, and 3.4% worked at home.

Occupation and industry. The largest category of occupations of county residents in 2000 was in management, professional , and related occupations (36.8%).Sales and office accounted for 26.0% of occupations, and production, transportation, and material moving occupations were third with 13.9%. Broken down by industry, 23.4% of residents worked in manufacturing, 18.2% in educational, health and social services, and 12.2% in retail trade.

Political Agencies and Authorities

Livingston County is a general law county governed by a Board of Commissioners that represent their respective voting districts. Livingston County falls under the umbrella of the Southeast Michigan Council of Governments (SEMCOG), a non-profit regional planning agency. SEMCOG adopts region-wide plans and policies for community and economic development, water and air quality, land use, and transportation, including approval of state and federal transportation projects.

[1] Source: Michigan Department of Career Development, 2001.

[2] The Consumer Price Index grew 34.4% between 1989 and 1999. Converting 1989 incomes to 1999 dollars equates to $61,070.

The county has three kinds of state enabled taxing and regulatory authorities. The first, the Downtown Development Authority (DDA), can be found in the county's two cities and two villages. A DDA is established to promote economic growth within its delineated boundary. Next is the Brownfield Redevelopment Authority, which have been established in the two villages and the City of Howell. This allows the local unit of government to use tax increment financing to pay for all eligible costs associated with the redevelopment of brownfield properties. Finally, the county has an Aeronautical Facilities Board, appointed by the Board of Commissioners.

Shift-Share Analysis

A shift-share analysis is a simple economic analysis technique which was used to identify which industries grew at a faster or slower pace in the County than a reference economy (in this case, the state). Faster growing sectors of the county economy from 1990 to 1997 included Agricultural Services/Forestry/Fishing, Construction, Transportation and Public Utilities, and Service Industries. Sectors that grew more slowly than the state were Mining, Manufacturing, Wholesale and Retail Trade, and Finance and Real Estate.

The analysis also revealed industries that have a local competitive advantage. Those with a strong advantage included Manufacturing industries such as rubber and plastics, stone, clay and glass, and transportation equipment, as well as Transportation industries like trucking and warehousing, and Retail Trade industries such as apparel and accessory stores.

Location Quotient

Location quotient analysis gives an indication of which industries satisfy only local demands and which industries have enough surplus production to allow them to export products to areas outside of the county. The analysis showed that in most instances, those industries that were export industries in 1990 continued to be export industries in 1997. Two exceptions were rubber and plastics and stone, clay and glass manufacturing industries, which had enough surplus production to become export industries in 1997. Industries that were exporters in 1990 but met only local demand in 1997 included: wholesale trade – durable goods; wholesale trade – nondurable goods; insurance agents, brokers, and service; business services; and engineering and management services.

Funding

The main federal funding source for economic development projects is the U.S. Department of Commerce's Economic Development Administration (EDA). Each year County Planning, working with the EDC Board, updates a report called the *Comprehensive Economic Development Strategy* (CEDS). A current CEDS is required by EDA for a community to be eligible to obtain or retain financial assistance from the EDA. In addition, CEDS is an excellent exercise and tool for EDC to apply to its economic development activities. The U.S. Department of Agriculture and the U.S. Department of the Interior also provide economic development assistance.

State funding sources include the Michigan Economic Development Corporation, which provides a wide variety of business and local government services and grants, and economic development funding is also administration through the state for federal Community Development Block Grant funds. The Michigan Department of Environmental Quality funds environmental cleanup and brownfield projects, among others.

At the local level, townships, cities and villages may issue bonds, hold special millages, or make special assessments on properties in order to raise local funds.

Goals & Objectives

Establishing goals and objectives is especially important in economic development planning activities where many organizations within a community (Livingston County) play major roles in the total economic development picture. The Livingston County Economic Development Council (EDC) is the umbrella economic development agency in the County, with Board of Directors members representing government, business, industry, finance, community services, utilities, professional services, and education. The director of the Livingston County Department of Planning is on the EDC Board. This group annually evaluates the economic health of the county and develops strategies to attain economic development goals. County government plays a critical role in Livingston's economic development program.

The following goals and objectives also reflect Southeast Michigan Council of Governments Economic Development Objectives, and the State of Michigan Economic Development objectives.

Goal A: Promote, encourage, and assist the expansion of existing commercial and industrial businesses, and attract appropriate new commercial and industrial businesses to sites within Livingston County.

Strategies:

- Work with Comprehensive Economic Development Strategy (CEDS) partners to develop a retention program to work with existing companies to help them stay in Livingston County.

- Utilize the County's agricultural strengths to expand existing or attract new agricultural businesses.

- Work with CEDS partners to develop, expand and maintain public/private sector programs which aim at increasing tax base in Livingston County.

- Work with CEDS partners to develop a list of target industries which would have specific advantages in a Livingston County location.

- Protect and enhance physical and natural resources vital to the economic well-being of the State of Michigan.

- Continue and strengthen the Planning Department's partnership with the Livingston County Economic Development Council.

- Encourage and support the development of advanced technological infrastructure in the county in order to attract cutting-edge industries.

Goal B: Promote a coordinated and cooperative county-wide approach to economic development.

Strategies:

- Work with the County's partners in the Livingston County Comprehensive Economic Development Strategy.

- Facilitate multi-jurisdictional projects when needed, to benefit all involved communities.

(*Goal B, continued)*

- Develop and maintain a data file consisting of: all industrial sites within Livingston County; community profiles; manufacturing companies; and other data pertinent to industrial development

- Continually monitor employment trends through the Michigan Department of Career Development, Census Bureau statistics, and other employment and labor force reports.

Goal C: Facilitate economic development as a tool to: increase employment opportunities for the unemployed or underemployed; promote and encourage the development and expansion of housing opportunities for the resident work force; and revitalize declining industrial or commercial areas.

Strategies:

- Coordinate education and training programs to meet the needs of businesses.

- Assess the needs of low and moderate income residents of Livingston County.

- Involve citizens in the planning and needs assessment process.

- Focus on industrial innovation.

- Work with housing opportunity groups within the county to promote their efforts to bring a variety of housing choices to residents.

For More Information

Economic Development: A Primer, Livingston County Department of Planning, 1999. A County Comprehensive Plan working paper.

Comprehensive Economic Development Strategy (*CEDS*), Livingston County Department of Planning, 2002.

Open Space & Recreation

County residents consistently identify parks, recreation opportunities, and open space as critical factors contributing to Livingston County's high quality of life. Unfortunately, the open spaces and rural character that are major draws to the area are threatened by their own popularity. County Planning repeatedly hears stories from residents who moved to Livingston to "be in the country", only to find that the pastoral farm next door or scenic vista across the street will soon become another subdivision. Permanently protecting open space now will not only conserve land for future generations, but can be used to preserve water quality, buffer growth, maintain wildlife habitat, link neighborhoods, provide space for active and passive recreation, and maintain the rural atmosphere that so many county residents hold dear.

The County currently has 20,000 acres of preserved public parks, recreation areas, greenways, game areas, and other protected open lands. These lands, all of which are under park, recreation, or conservation use, are cumulatively called "open space". It should be noted that the vacant or undeveloped lands that many residents perceive as open space are usually not permanently protected and may face future development.

Public Land Inventory

The table on the next page shows the total acreage of public park and recreation areas in the county. Not included are private open space areas such as scout camps or private golf courses. Private open space is important to the county since it can provide some or all of the open space advantages listed above, but its future as open space is often quite tenuous. For example, a golf course was recently converted into a commercial complex in the county, and portions of several scout and private camps have made way for housing developments.

Land owned by the State of Michigan or the Huron-Clinton Metropolitan Authority (the Metroparks) makes up 95% of the public open space in Livingston County. We are fortunate to have these outstanding natural resources and recreation areas, although most of this acreage lies in the southern half of the County. Only 10% of all public open space lies in the County's northern half.

Livingston County Park and Recreation Area Acreage, 2001

Park	Municipality	Acres	Group % of Total	Park % of Total	Cumulative Total
Metroparks					
Huron Meadows Metropark	Green Oak	1,539		7.8%	7.8%
Kensington Metropark	Brighton Twp	522 (of 4,336 total)		2.6%	10.4%
Total Metropark Acres		*2,061*	*10.4%*		
State Parks					
Brighton Recreation Area	Hamburg, Genoa	4,947		25.0%	35.4%
Island Lake Recreation Area	Green Oak	3,466		17.5%	52.9%
Lakelands Trail	Unadilla, Pinckney, Putnam, Hamburg	12.7 miles			
Pinckney Recreation Area	Putnam, Unadilla	3,245 (of 9,788 total)		16.4%	69.3%
Oak Grove State Game Area	Cohoctah, Deerfield	1,788		9.0%	78.4%
Gregory State Game/ Unadilla Wildlife Area	Unadilla	3,312		16.7%	95.1%
Total State Acres		*16,758*	*84.7%*		
Municipal (large)					
Deerfield Hills	Deerfield	412		2.1%	97.2%
Manly Bennett	Hamburg	300		1.5%	98.7%
Total Municipal (large) Acres		*712*	*3.6%*		
Municipal (other)					
Howell City Park	City of Howell	22.8		0.1%	98.8%
City Boat Launch	City of Howell	1.6		0.0%	98.8%
Paul Bennett Field	City of Howell	1.8		0.0%	98.8%
Page Field	City of Howell	10		0.1%	98.9%
Howell Recreation Center	City of Howell	3.8		0.0%	98.9%
Brighton Mill Pond	City of Brighton	3.5		0.0%	98.9%
Meijer Park	City of Brighton	5		0.0%	98.9%
Epley Park	Hartland	3		0.0%	98.9%
Spranger Field	Hartland	5		0.0%	99.0%
Fowlerville City Park	Fowlerville	30		0.2%	99.1%
Centennial Park	Fowlerville	2.5		0.0%	99.1%
Cohoctah	Cohoctah	40		0.2%	99.3%
Total Municipal (other) Acres		*129*	*0.7%*		
Total Park and Recreation Area Acreage		**19,789**			
Total Miles of Linear Park		**12.7**			

Notes:
• Small parks and those primarily serving neighborhoods are not included in this inventory
• State park acreage figures vary across publications and brochures; all acreages shown here were obtained from individual parks or the state Department of Natural Resources.
• Some figures are approximate.
• 2/3 of the Pinckney Recreation Area lies in Washtenaw County; most of Kensington Metropark lies in Oakland County.

Recreation

Most organized recreation programs in Livingston County are run by public school districts, municipalities, recreation authorities, or private athletic associations. There is great demand in parts of the County for additional sports fields to support youth and adult soccer, football, and other team sports. Many private and non-profit recreation providers have expressed frustration at the limited number of facilities available for them to use. As the County's population grows, these pressures will only increase.

Greenways

Greenways are linear open spaces along natural corridors (such as rivers) or man-made corridors (such as roads or railroad beds). They are usually in a natural or landscaped state, and may contain paths or trails for pedestrian, bicycle, or horse passage. Greenways may be used to link nodes throughout the county, such as a highschool linked to a neighborhood via a bike path, and the neighborhood linked to a cultural attraction via trails through a natural area. They can be used for recreation, to empower those who choose not to or cannot drive by providing alternative routes, or to preserve open space, wildlife habitat, and water resources. Greenways come in many forms and can serve many purposes.

Extensive research and planning work has been done on greenways in Livingston County. Page 53 is a map of the county greenway vision, which is a product of the Livingston County Greenways Initiative, a countywide greenways planning effort initiated in 1995.

Planning and Zoning

Open space planning need not be limited to public land acquisition. Techniques such as cluster subdivision development can be used to preserve farmland, natural areas, or recreational lands. In cluster development, private subdivisions can permanently preserve open land by using a limited area of the site on which to cluster houses. New state legislation that mandates the incorporation of cluster language into local zoning ordinances was adopted in 2001. County government should continue to assist local units of government in their search for effective or innovative planning and zoning language and methods which will help preserve open space.

Funding

Federal funding is available from the U.S. Department of the Interior. At the state level, funding is available for land acquisition and park development through the Michigan Natural Resources Trust Fund, and development funds are available from the Land & Water Conservation Fund. Both are administered by the Michigan Department of Natural Resources and require matching funds. Local funding for open space and parks can come from special millages, user fees and rentals, bond proposals, or the general fund.

Goals and Strategies

Goal A: Coordinate and prioritize open space preservation throughout Livingston County.

Strategies:

- Prepare a natural features inventory which identifies and prioritizes fragile lands and significant natural resources.
- Provide information to local unit of government on programs and methods to preserve open space.
- Adhere to the recommendations of the Livingston County Greenways Initiative.
- Encourage local units of government to develop and support projects that will increase the connectivity of greenways throughout the county.

Goal B: Promote the expansion of open space, park, and recreation opportunities in Livingston County.

Strategies:

- Support local units of government with technical assistance on park and recreation related matters.
- Continue to assist the Livingston County Board of Commissioners with research related to parks or recreation as needed.
- Investigate and distribute information on park and recreation funding opportunities to county and local governments.

Goal C: Encourage the incorporation of green areas into the County's land use pattern.

Strategies:

- Promote the preservation of land identified by the Livingston County Greenways Initiative as future greenway corridors.

- Where possible, open space easements should be preserved to provide for a network of pedestrian trails and interconnecting neighborhoods with schools and community parks.

- In developments where open space is required to be set aside, encourage the dedication of open space that is readily accessible and usable by all property owners, and discourage setting aside only lands that are undevelopable due to environmental constraints.

- Assist the County's twenty local units of government with efforts to acquire or develop open space or park land by providing information and grant assistance.

For More Information

Parks & Recreation in Livingston County, Michigan, Livingston County Department of Planning, 2001. A Comprehensive Plan Working Paper.

Livingston County Greenways Initiative, A Greenway Preservation Guidebook for Local Communities: Why, Where, When and How?, Livingston County Department of Planning, 1995.

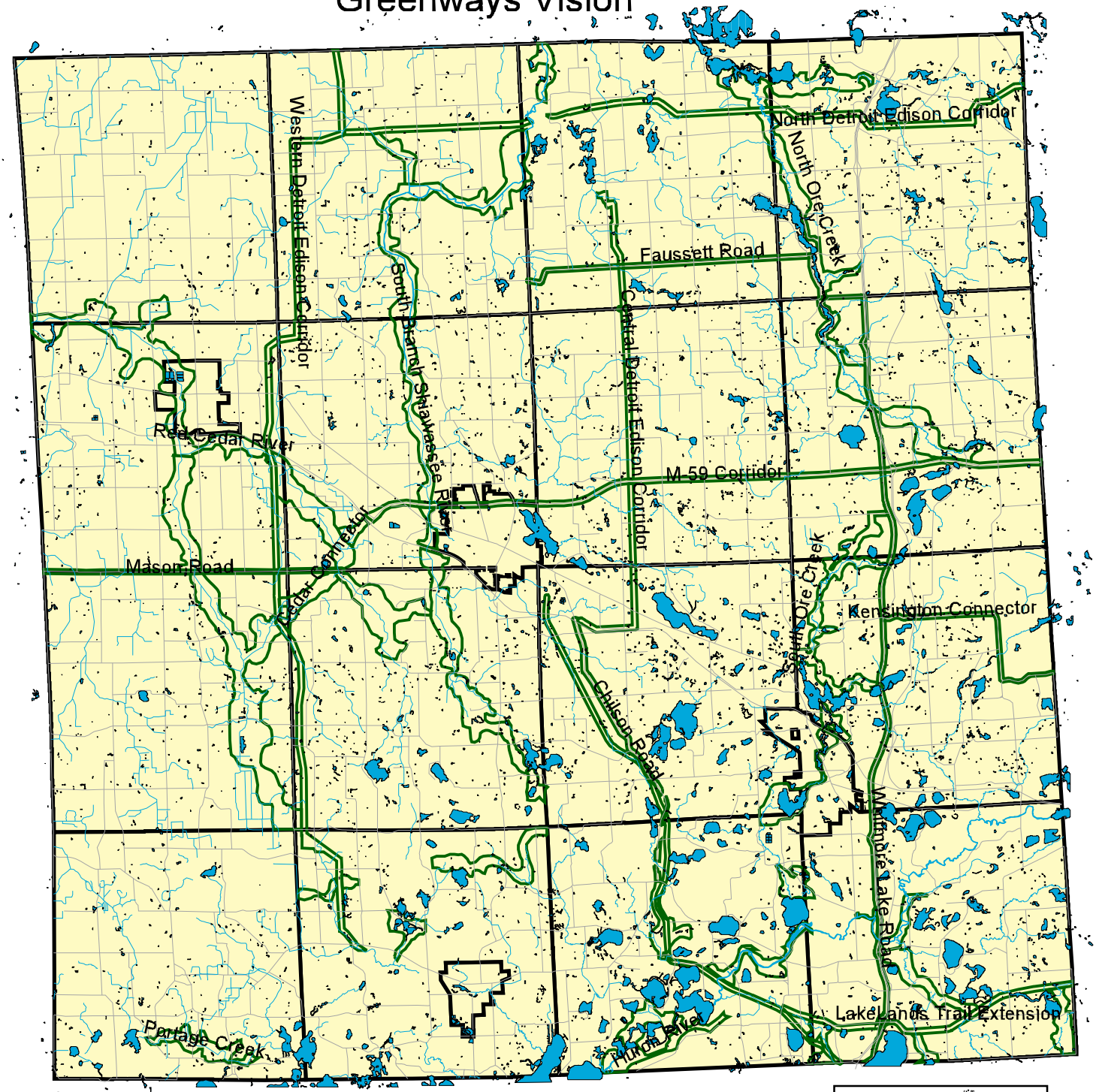
A Vision for Southeast Michigan Greenways, Rails-to-Trails Conservancy, 1998.

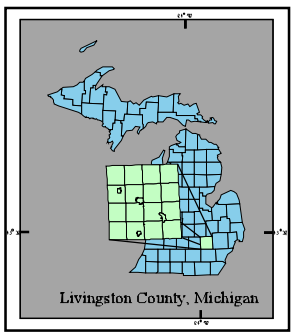
Southeast Livingston Greenways Plan and Summary Report, Southeast Livingston Greenways Initiative, 2000.

Open Space Planning: Techniques, Design Guidelines, Case Studies, and Model Ordinance for Protection of the Environment, Agriculture and Rural Landscape, Livingston County Department of Planning, 1996.

Open Space Preservation/Coordinated Master Planning, Michigan Municipal Risk Management Authority, brochure, 2002.

Livingston County Greenways Vision





N

Lakes

Identified Potential County Greenway

2 0 2 4 Miles

Prepared By Livingston County Planning Department
November 2002
Source: The Greenway Collaborative, Inc., MDNR, SEMCOG

Hazard Mitigation

Disasters come in many forms and can strike any community. In general, disasters can be sorted into three categories: natural (tornadoes, ice storms, floods); technological (hazardous material incidents, structural fires, transportation accidents); and social/societal (civil unrest, terrorism, public health emergencies). A community's ability to respond effectively depends on actions taken *before* the disaster strikes. These actions are a part of a comprehensive emergency management program which enables a community to mitigate, prepare for, respond to, and recover from disasters.

The Mitigation Process

Livingston County is integrating hazard mitigation into this comprehensive plan in order to develop a disaster resistant community. The three major steps we have undertaken are:

- Conducting a hazard/vulnerability analyses. This involves identifying all of the hazards that potentially threaten the county, and determining the degree of vulnerability posed by each.

- Developing a mitigation strategy. Mitigation is any action of a long-term, permanent nature that reduces the actual or potential risk of loss of life or property from a hazardous event. Mitigation efforts are diverse and can range from inexpensive public education and outreach programs to physically relocating structures out of floodways.

- Combining mitigation measures with development and land use strategies which result in coordinated policies to effectively address hazard mitigation. This is known as the comprehensive plan/hazard mitigation interface.

Funding

Mitigation funding is often available from federal or state sources following a presidentially-declared emergency. This funding is intended to accomplish specific mitigation initiatives, and may be competitive. The

Federal Emergency Management agency also administers funding for local hazard mitigation plans. Local governments may fund mitigation activities using typical mechanisms like bonds, millages, and general fund expenditures.

Goals and Strategies

Below are hazard mitigation policies that will be used by the Livingston County Planning Commission to support county-wide mitigation efforts led by the Livingston County Emergency Management Department. This coordination will help avoid duplication and wasted efforts, achieve greater cost effectiveness, and facilitate the overall hazard mitigation program implementation.

Goal A: Employ Livingston County land use practices that minimize vulnerability to natural, technological, and man-made hazards.

Strategies:

- Encourage proper separation and buffering between potentially hazardous land uses and all other land uses; particularly those land uses with special needs populations such as schools, nursing homes and hospitals.

- Encourage Livingston County communities to adopt zoning ordinance and comprehensive plan language that requires protective setback requirements between development and railroad right-of-ways.

- Encourage proper separation and buffering between designated truck routes and neighborhoods, facilities containing special needs populations such as schools, nursing homes and hospitals, or other land uses that might be negatively impacted.

- Encourage disaster-resistant public and private utility infrastructure that is able to provide non-interrupted, reliable service during severe weather events, temperature extremes, and occurrences of other natural, technological, and man-made related disasters.

(Goal A, continued)

- Encourage the placement of utility corridors (such as pipelines and electrical lines) away from dense development, critical facilities, special needs populations and environmentally vulnerable areas, while designing utility corridors to accommodate positive uses such as recreational paths.

- Encourage the deconcentration of critical facilities such as infrastructure and utilities, so that if one critical facility is impacted by a disaster others will still remain intact.

- Encourage disaster-resistant management practices for public and private dams in Livingston County.

Goal B: Encourage the integration of hazard mitigation language in Livingston County communities' zoning ordinances and comprehensive plans.

Strategies:

- Encourage Livingston County communities to integrate hazard mitigation language throughout their comprehensive plan or as a separate element (chapter) within their comprehensive plan.

- Encourage Livingston County communities to adopt zoning ordinance and comprehensive plan language that limits impervious surfaces to 10% or less on each property parcel.

- Encourage Livingston County communities to adopt natural river/ watercourse zoning ordinance and comprehensive plan language that prohibits certain types of development within close proximity of a watercourse, establishes a minimum set back requirement between development and a watercourse and encourages natural vegetative buffers between development and watercourses.

- Encourage Livingston County communities to practice flood plain management practices by adopting zoning ordinance and comprehensive plan language that prohibits new development in flood plain areas and classifies current development in flood plains as nonconforming uses that will eventually be eliminated.

(Goal B, continued)

- Encourage Livingston County communities to adopt wellhead protection language in their zoning ordinances and comprehensive plans.

- Encourage Livingston County communities to adopt stormwater management language in their zoning ordinances and comprehensive plans.

- Encourage Livingston County communities to adopt wetland protection ordinances for wetland areas that are not regulated by the Michigan Department of Environmental Quality (MDEQ).

- Encourage Livingston County communities to adopt soil erosion/ sedimentation control standards as part of their zoning ordinance and comprehensive plan language.

- Encourage Livingston County communities to adopt zoning ordinance and comprehensive plan language that incorporates transportation planning standards that maximize roadway and driveway access and improve emergency response times to all inhabited or developed areas of the community.

Goal C: Employ Livingston County land use practices that minimize disturbance to natural features and decrease the potential for natural disasters.

Strategies:

- Avoid structures on hilltop locations. Site new development away from slopes of 12% or greater and soft soils that are prone to soil erosion.

- Encourage open space and agricultural preservation as a means of maintaining a buffer zone or defensible space between structures and natural features that are vulnerable to hazards (e.g. grasslands, woodlands, flood plains, water courses).

Goal D: Increase public awareness of and participation in hazard mitigation programs

Strategies:

- Encourage the Federal Emergency Management Agency (FEMA) to re-map dated flood plain maps for Livingston County.

- Encourage Livingston County communities to participate in the National Flood Insurance Program (NFIP), where appropriate.

- Encourage Livingston County communities to participate in watershed management issues through local watershed councils.

- Encourage Livingston County communities to participate in environmental health educational efforts aimed at the proper location, installation, cleaning, monitoring and maintenance of community wells and septic tanks.

- Encourage Livingston County communities to participate in local emergency management efforts through Livingston County 911 Central Dispatch/Emergency Management and the Emergency Management Division of the Michigan Department of State Police.

Goal E: Provide Livingston County communities with educational materials that will foster hazard mitigation practices.

Strategies:

- Develop and distribute model hazard mitigation ordinance language to Livingston County communities.

- Encourage use of Livingston County Department of Planning GIS mapping of natural features (e.g. topography, wetlands), man-made features (e.g. infrastructure, development, roadway), zoning and land use, for use in comparative analysis that leads to good planning decisions.

- Complete a Livingston County natural features inventory to better identify the potential natural hazards that are present in the county.

For More Information

Hazard Mitigation Planning in Livingston County, Michigan, Livingston County Department of Planning, 2002. A Comprehensive Plan working paper.

Comprehensive Plan/Hazard Mitigation Interface: Integration of Emergency Management into the Community Planning Process, Livingston County Department of Planning, 1999.

Hazard Mitigation Planning, Michigan Municipal Risk Management Authority, Administrative Advisory Committee, 2002.

Integrating Hazard Mitigation and Comprehensive Planning, Michigan Municipal Risk Management Authority, Administrative Advisory Committee, 2001.

Issues of Public Policy in Emergency Management, Michigan Municipal Risk Management Authority, Administrative Advisory Committee, 2000.

Future Land Use

What is a Future Land Use Map?

A future land use map is a visual representation of a comprehensive plan's text. It shows where different land uses are most appropriately located considering the area's policies and vision for the future.

Planning and creating a future land use plan is a major undertaking which requires input and information from a large number of people and groups. At the local level, the future land use map is a guide to determine the pattern of growth, and the main tool of implementation is the zoning ordinance. Comprehensive planning at the county level is somewhat different, since Livingston does not have the power to apply its future land use vision through zoning or other enforcement methods.

The county future land use map is not the "design plan" of a local plan, but rather a land classification plan which focuses less on specific development type than on generalized development location. It is also less precise about the pattern of land uses within areas designated for development, but illustrates the broad-scale direction of the county's development and conservation based on the comprehensive planning process.

> The County Generalized Future Land Use Map is not parcel-specific and does not show exact boundaries. It is intended only as a tool to aid the reader in envisioning the goals, policies, and ideas presented in this Comprehensive Plan.

How will the Generalized Future Land Use Map be Used?

This County Comprehensive Plan (including the Generalized Future Land Use Map) is used as an advisory document. It is not intended to dictate to any of the twenty local units of government what they should or should not do. Rather, it is a vision of the future designed to accommodate new growth while preserving the character and amenities important to county residents. Most importantly, this vision is based on the views and information gathered from: residents; local planning commissioners; local

government and school officials; local, regional, and state plans; and many other individuals, groups, and sources.

The Plan and Generalized Future Land Use Map will be used by the Livingston County Planning Commission when reviewing text or map amendments to local ordinances and master plans. An amendment's consistency or inconsistency with the County Plan and Map will influence the advisory decisions made by the County Planning Commission.

Considerations

All of the prior information in this Plan, the background studies, citizen and government input, and goals and strategies, were taken into account and translated into the visual element, the future land use map. In addition, local comprehensive plans, future land use maps, and zoning maps played a major role in interpreting and defining this vision. It would be foolish for a county to throw out the work and consensus already accomplished by its individual units of government.

Forecasts of future development were also considered. As has been discussed earlier in the plan, Livingston County is expected to grow by nearly 80,000 people in the next twenty years. Those new residents will require more than 30,000 housing units – more than are currently found in the City of Brighton and the Townships of Genoa, Brighton, Hamburg, and Green Oak combined. Commercial and industrial land uses will grow accordingly, providing new jobs and services. The number of students in public schools is expected to increase by about 10% from 2000 to 2020. When laying out the future land use map, we've provided, as a whole, enough density to accommodate these projected needs while striving to maintain the county's rural and urban character.

Generalized Future Land Use Map

A description of each of the future land use categories begins on page 61. The county's Generalized Future Land Use Map is shown on page 62.

Future Land Use Map Classifications

City/Village

This category refers to the Cities of Howell and Brighton, and the Villages of Fowlerville and Pinckney. These are the county's most densely developed areas with corresponding infrastructure and services in place. Within each is found residential, commercial, and industrial development, and all have municipal parks.

These four are also the largest traditional town centers in the county. It is recommended that infill development be utilized wherever possible in the Cities/Villages, to take advantage of existing infrastructure suitable for dense or intense land uses.

Settlements

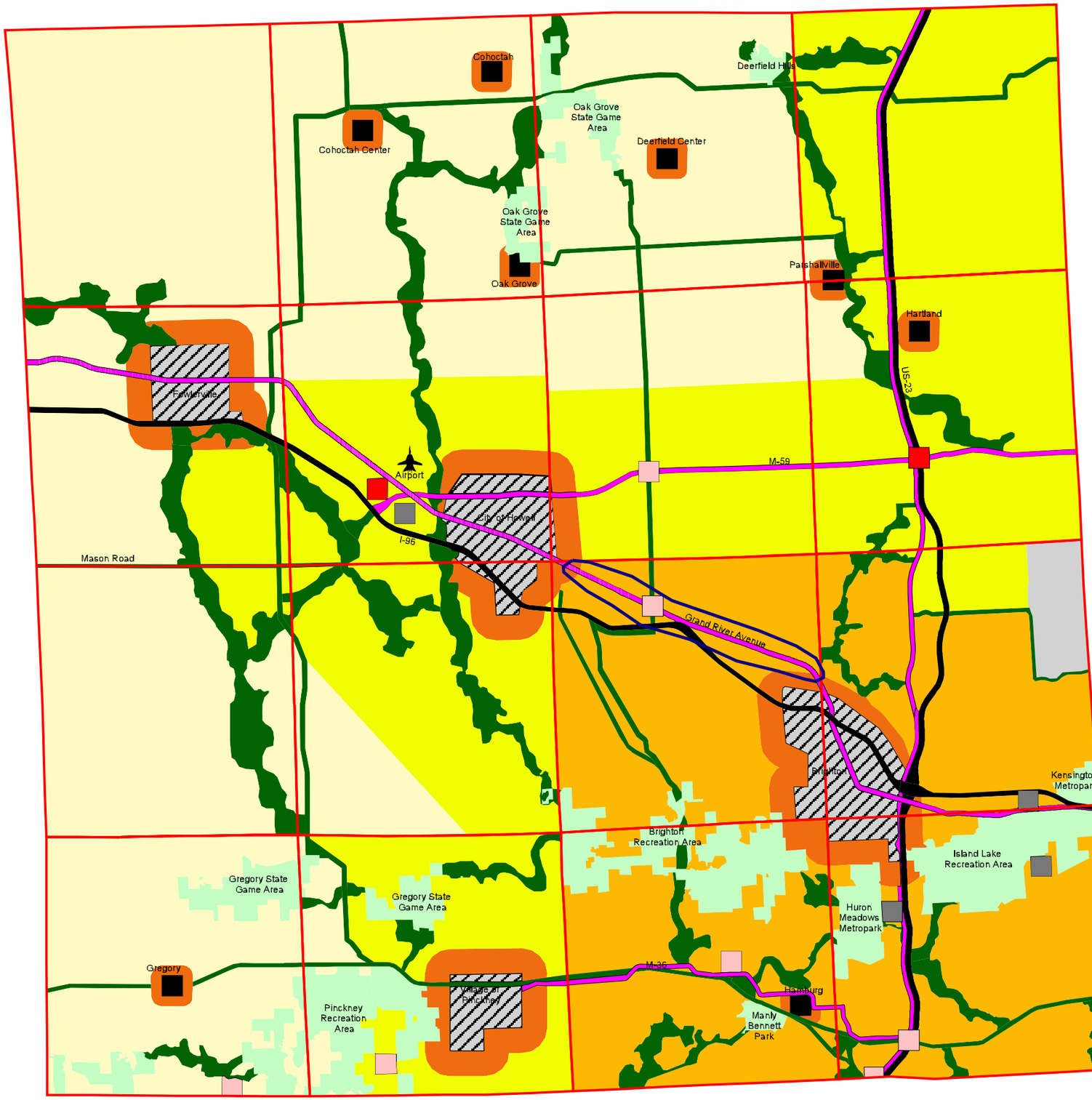
Settlements correspond to historically settled areas around the county. Many have commercial businesses to serve the needs of Settlement and township residents, although some Settlements are barely more than a handful of houses. Since most Settlements were laid out in the mid-eighteen hundreds, they often have small lots on a classic grid pattern, much like smaller versions of the county's cities and villages. There are also many historic homes and buildings. Hamburg, Hartland, and Gregory are the three largest Settlements. By virtue of their size, several of the county's smallest Settlement areas are not depicted on the future land use map.

Appropriate types of infill development are also recommended for Settlement, in order to keep them compact and defined. Only a few of the county's Settlements have public sewer or water available, so new development will be less intense than what is possible in the cities and villages.

Primary Growth Area

Primary Growth Areas ring the four cities and villages, as well as some Settlements. They represent the logical expansion of these areas in keeping with patterns found in all growing cities and villages, which press outward from their core as they grow. This is a natural pattern, and should not be interpreted as an endorsement of the annexation of land from townships to cities or villages. It is no such statement, although as these areas become more densely developed, annexation is likely to become a more prominent issue.

Livingston County Generalized Future Land Use



- Howell-Brighton Growth Corridor
- Incorporated City/Village
- Settlement
- Primary Growth Area
- Residential
- Transitional Residential
- Agriculture/Rural Residential
- Primary Commercial Node
- Secondary Commercial Node
- Outlying Industrial Node
- Natural and Recreation Corridor Planning Area
- Transportation Corridor Planning Area
- State and Municipal Land
- GM Proving Grounds
- Highway (I-96 & US-23)
- Airport

The County Generalized Future Land Use Map is not parcel-specific and does not show exact boundaries. It is intended only as a tool to aid the reader in envisioning the goals, policies, and ideas presented in this Comprehensive Plan.

N

Prepared By: Livingston County Department of Planning
December 2002

0 2 4 6 Miles

In Cities/Villages, the Primary Growth Areas are extensions of the incorporated areas, and public services and infrastructure should be extended to Primary Growth Areas as the need arises, to accommodate new growth. Densities should be similar to those found in Cities/Villages, and must be sufficiently high to take advantage of sewer and water systems efficiently. Residential, commercial, and industrial uses will all be located here.

Primary Growth Areas around Settlements indicate future expansion areas. Development should be at a density that is consistent with the rest of the Settlement, or higher, as the availability (or lack) of public sewer and water allows.

Channeling new growth to Cities, Villages, Settlements, and Primary Growth Areas will preserve agricultural lands, open space, and rural character while using existing infrastructure to its best advantage.

Residential

Residential areas are located mainly in the southeast quadrant of the county. This quadrant has had the largest number of new residents move in over the last decade, and is the most built out area of the county. Over 40% of the county's population lived in Residential areas in 2000. It is characterized by fairly dense residential, commercial, and to some extent industrial development, although less dense and intense than uses found in the cities and villages. Residential areas are not without their rural character and scenic vistas. However, few agricultural lands in Residential areas are expected to exist twenty years from now. New residential developments in these areas should be compact and make the best use of sewer and water if it is available, and cluster projects should be utilized when appropriate to preserve open space and scenic vistas. Projects such as planned unit developments that are not feasible in Cities/Villages or Primary Growth Areas because of parcel size or similar restrictions should be channeled into Residential areas. Limited commercial and industrial growth is appropriate.

Transitional Residential

Transitional Residential applies to areas that have already experienced new suburban housing growth, but which retain some of their agricultural characteristics. These areas act as a buffer between more strictly agricultural lands and Residential areas. Most of the Transitional Residential area will be on the front lines of residential development pressure over the next two decades. Therefore, it is important to have

effective open space and cluster ordinances in place, in order to keep residential development surrounded by plenty of open space or agricultural land at low to moderate overall densities. Public sewer and water are already present in some Transitional Residential areas, but should not be extended further into them, in order to focus higher density development in more appropriate Residential, City/Village, Settlement, and Primary Growth areas. This will help keep the remaining farmland viable while still allowing some residential growth.

Agriculture/Rural Residential

The county's four western townships and three of the northern ones are primarily agrarian, along with portions of three additional townships. These are areas where agricultural preservation programs should be focused. Non-agricultural rural residential development should be at an extremely low density per housing unit, but with houses clustered on small lots to preserve viable agricultural land in the resulting open space. Agriculture should be the predominant land use, with non-farm residential uses very limited.

Primary and Secondary Commercial Nodes

Areas of concentrated commercial uses that lie outside of Cities, Villages, Settlements, and Primary Growth Areas are shown as Commercial Nodes. Primary Commercial Nodes are existing shopping and office-service areas with little or no residential development component. Many are regional shopping areas located along highway corridors. Secondary Commercial Nodes are areas planned as commercial centers and are expected to be developed within the next twenty years.

Although most current Commercial Nodes do not have a housing component, mixed-use developments may be appropriate for some Nodes, with designs like live/work units or housing over retail.

Outlying Industrial Node

These are industrial centers that fall outside of Cities, Villages, Settlements, and Primary Growth Areas. They are important sources of jobs and economic development.

Natural and Recreation Corridor Planning Area

These corridors were identified and mapped by the Livingston County Greenway Initiative. The Greenway Initiative is an effort led by County

Planning with participation by county residents and over 30 public and private agencies and groups. Most of the Natural Corridors follow the courses of rivers and creeks, and there are additional Recreation Corridors along certain roads and cleared utility lines. These are important areas for wildlife habitat, recreation, and the protection of water quality and rural character. They should be targeted for acquisition by governmental and conservation groups, to ensure permanent protection. Natural corridors should be well-buffered from intensive land uses.

Transportation Corridor Planning Area

There are four Transportation Corridors identified as planning areas: M-59, Old US-23, M-36, and Grand River Avenue. All of the corridors have unique situations with a mixture of commercial, industrial, and residential uses, and several segments have single-municipality corridor plans in place. However, these Transportation Corridors each traverse several county communities. In order to effectively plan for future growth along the corridors, local governments need to work collaboratively on the corridors, with the assistance of County Planning, to insure orderly development that all of the communities can live with.

Howell-Brighton Growth Corridor

This growth area identifies a particular section of the Grand River Avenue corridor between the City of Howell and the City of Brighton. This Plan recognizes the considerable growth that has occurred in this area in the last decade, and that the corridor will continue to develop over the life of this Plan. The uses are mixed: commercial uses, which include everything from mom-and-pop convenience stores to big-box retailers; office and service establishments; a variety of industrial uses; and recently, fairly dense housing developments, such as attached condominiums and apartment complexes. Established residential neighborhoods are also found along the corridor.

The Howell-Brighton Growth Corridor is a unique area of the county. While the corridor could be interpreted as a logical extension of the two cities because of the infrastructure and types of uses present, the corridor could also be considered suburban sprawl that generates congestion and competes with traditional downtowns. The reality is probably somewhere in between, which warrants this special designation on the Generalized Future Land Use Map.

Conclusion

Three broad conclusions may be drawn from this plan, its goals, and its policies when taken as a whole. Each is influenced by several if not all topics of this plan. They are the big-picture goals that have the potential to influence not only Livingston County, but all levels of government across the region and state.

Fragmented Decision Making

There is rarely complete coordination of decision making between different levels of government (local, regional, state), or within any level. There are occasional exceptions, usually single projects that couldn't succeed otherwise. The norm, however, is for local decisions to be made solely by local governments with very little input from other sources of influence beyond what is required by state law. This is the way home rule works in Michigan, and this plan asserts neither that it is good nor bad.

That said, planning at the county level can still play a crucial role in land use decision making. Livingston County's Planning Commission has a unique vantage point in that they review all text and map changes to zoning ordinances and master plans, for all sixteen townships in the county. In Livingston County, the Department of Planning has spent years developing positive working relationships with local units through the department's *partnership in planning* program. By working with the local units on all types of planning issues, and fulfilling their statutory obligations for text and map reviews, county planning sees what's happening from a county-wide perspective. Not only can County Planning share this information with individual communities, we can facilitate partnerships between different governments while providing information and professional staff assistance that may not be available to local governments because of time or monetary constraints. Our philosophy is not to tell the local units of government what to do, but to supply them with the information, assistance, and tools they need to make effective planning decisions.

By coordinating efforts across the county, every local unit of government wins. The same may be said for cooperation across counties, regions, and the state. New Michigan laws affecting the review of master plans require

more communication between communities and their neighbors, even crossing county lines in many cases. While this legislation is an excellent first step to coordinating planning statewide, much more needs to be done. In order to understand our own local economy, population, opportunities, and constraints, we need to work cooperatively to understand the region and the state, and how our local or county land use decisions affect *them*, and how their local, county, regional, and state land use decisions affect *us*.

Urban Growth Strategy

The health of a regional economy depends on the health of the central city. A strong urban core has a positive influence on surrounding counties by providing jobs, housing, services, cultural amenities, and transportation in an area already heavily invested in infrastructure. The opportunity to live in an urban area, even a safe, vibrant one, does not appeal to everyone, but others would jump at the chance to eliminate their commute, walk to shopping, or have a vibrant nightlife available nearby. Increasing the attractiveness and capacity of housing in the urban core also reduces demand on outlying greenfield areas, as does the redevelopment of brownfields into viable sites suitable for a multitude of uses.

Without a statewide strategy to improve struggling urban areas, adjacent suburbs will slowly decay and join the plight of the central city as people continue their outward movement. Outlying counties such as Livingston will continue to struggle with development issues like inadequate infrastructure and school capacity. An urban growth strategy to redirect people and their activities to major cities would not only take development pressure off of the rest of the region, but would result in healthier regional economies.

The Law of Supply and Demand

Many county residents are indignant about any kind of growth in their community or in neighboring ones. Smart growth, controlled growth, planned growth, and other terms used by planners trying to get a handle on their local situation are not compatible with some residents' philosophy of *no growth*. Not only is the no growth approach unrealistic, but it has been shown to be nearly impossible to implement and frequently illegal.

The law of supply and demand dictates that as demand rises, prices also rise, and usually the supply does, too (particularly in housing markets). It is difficult to translate this directly into land use practices, but the general concept certainly applies. Demand for homes, especially upper-end homes

and those on large lots, is high in Livingston County and has been for years. Livingston County has a surplus of developable land, often in the form of agricultural land or open space. It is not quite as abundant as it was ten or twenty years ago, however, so prices continue to rise. Commuters who don't mind driving 40 minutes or more to get to urban employment centers in Flint, Lansing, Detroit, Ann Arbor, or Jackson are still demanding new houses in the county, as they have been for the last decade, and show no signs of letting up. As demand stays strong, the number of houses and the population increase, and the problems associated with too much growth, too fast, become more and more acute.

When will it stop? When demand for new homes in Livingston County stops. Eventually, some areas will be built out, which will halt (or at least hinder) new growth. Some people may leave the county or not buy into it when traffic or environmental problems become overwhelming. If the national economy plunges, demand for new development will surely slow, but the recession of the last two years (2001-2002) has had a minimal impact in Livingston County.

Growth is certainly not going to stop in the county in the next twenty years (the time range addressed in this plan). For each of the next two decades, population forecasts predict greater than 20% growth in Livingston, for an increase of over 50% from 2000 to 2020. Those 82,000 new residents will need 30,000 new housing units to live in, and they will most likely be putting more than 60,000 cars on the road.

Planning won't stop growth, but it can make it more manageable, and result in stronger, cleaner, and more livable communities. For these reasons the Livingston County Planning Commission is committed to this County Comprehensive Plan, to help guide planning decisions that will result in a healthy Livingston Community.

Supporting Documents

A Vision for Southeast Michigan Greenways, Rails-to-Trails Conservancy, 1998.

Applied Strategic Thinking: Preparing Livingston County for the 21st Century, Livingston County Department of Planning, 1998.

Comprehensive Plan/Hazard Mitigation Interface: Integration of Emergency Management into the Community Planning Process, Livingston County Department of Planning, 1999.

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Hazard Mitigation Planning in Livingston County, Michigan, Livingston County Department of Planning, 2002. A Comprehensive Plan working paper.

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Housing in Livingston County, Michigan, Livingston County Department of Planning, 2002. A Comprehensive Plan working paper.

Integrating Hazard Mitigation and Comprehensive Planning, Michigan Municipal Risk Management Authority, Administrative Advisory Committee, brochure, 2001.

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Land Use Analyses in Livingston County, Michigan, Livingston County Department of Planning, 2000. A Comprehensive Plan working paper.

Livingston County Greenways Initiative, A Greenway Preservation Guidebook for Local Communities: Why, Where, When and How?, Livingston County Department of Planning, 1995.

New State Laws Affect Local Planning, Partnership in Planning Newsletter, Volume 11 Number 2, Livingston County Department of Planning, Spring 2002. [See also *Open Space Preservation/Coordinated Master Planning* below]

Open Space Planning: Techniques, Design Guidelines, Case Studies, and Model Ordinance for Protection of the Environment, Agriculture and Rural Landscape, Livingston County Department of Planning, 1996.

Open Space Preservation/Coordinated Master Planning, Michigan Municipal Risk Management Authority, brochure, 2002.[see also *New State Laws Affect Local Planning* above]

Parks & Recreation in Livingston County, Michigan, Livingston County Department of Planning, 2001. A Comprehensive Plan Working Paper.

Rezoning Guide for Michigan Cities and Villages, Michigan Municipal Risk Management Authority, brochure, 1997.

Rezoning Guide for Michigan Townships, Michigan Municipal Risk Management Authority, brochure, 1997.

Southeast Livingston Greenways Plan and Summary Report, Southeast Livingston Greenways Initiative, 2000.

Transportation & Land Use: Livingston County, Michigan, Livingston County Department of Planning, 2001. A Comprehensive Plan working paper.

Partnership in Planning is the management philosophy of the Livingston County Department of Planning. The philosophy recognizes the common destiny shared by the 170,364 residents of the sixteen townships, two villages, and two cities that comprise the Livingston Community. It is a philosophy that calls upon the officials of the twenty local governmental units within the County to work cooperatively toward that shared destiny. The vision of the future - that shared destiny of the Livingston community - is unique in that the Partnership in Planning is *citizen driven*, that is to say, it is a philosophy that holds that the citizen, through their local government, should direct and control the planning process. Through this Partnership in Planning local government, working cooperatively with County Planning, determines the nature of the Livingston community of the future.