AGENDA

The City of Traverse City does not discriminate on the basis of disability in the admission or access to or treatment or employment in, its programs or activities. Penny Hill, Assistant City Manager, 400 Boardman Avenue, Traverse City, Michigan 49684, 922-4440, T.D.D., 922-4766, has been designated to coordinate compliance with the non-discrimination requirements. If you are planning to attend and you have a disability requiring any special assistance at the meeting and/or if you have any concerns, please immediately notify the ADA Coordinator.

Planning Commission
c/o Russell Soyring, Planning Director
400 Boardman Avenue, Traverse City, MI 49684
231-922-4778

1. CALL MEETING TO ORDER

2. MASTER PLAN UPDATE GUIDE (DISCUSSION)

3. REVIEW OF CURRENT PROPOSED EDITS TO MASTER PLAN (DISCUSSION)
   - STRATEGY
   - FUTURE LAND USE MAP
   - TEXT EDITS TO THE MASTER PLAN
   - MASTER PLAN ELEMENTS
   - PUBLIC INPUT/ENGAGEMENT PLAN

4. DISCUSSION OF 2016 MASTER PLAN REVIEW (DISCUSSION)
   - STRATEGY
   - FUTURE LAND USE MAP
   - TEXT EDITS TO THE MASTER PLAN
   - MASTER PLAN ELEMENTS
   - PUBLIC INPUT/ENGAGEMENT PLAN

5. PUBLIC COMMENT

6. ADJOURNMENT
A Redevelopment Ready Communities® tool for Michigan communities looking to establish or update a master plan
INTRODUCTION

Redevelopment Ready Communities® Best Practice 1.1 evaluates community planning and how a community’s development vision is embedded in the master plan and other related plans such as the capital improvements plan, downtown plan and corridor plan. Comprehensive planning documents are a community’s guiding framework for growth and investment. The RRC program, based on state legislation and best practices, requires that the master plan is up to date and reflects a community’s desired direction for the future. Michigan law requires that an adopted plan be reviewed at least every five years. This guide was prepared to help communities determine whether a comprehensive plan needs to be updated based on MPEA and RRC requirements and how to review the plan for potential updates. In addition, the RRC best practices require an annual review to keep implementation moving forward. This review could include a report to the local legislative body on implementation progress and future goals and offers a chance to refresh officials and inform new members about the plan and its components.
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Redevelopment Ready Communities® (RRC) supplements Michigan legislation in this guide with recommendations on the master plan review and update to help streamline the process, create better plans, and support better implementation of plans. The Michigan Planning Enabling Act (MPEA) outlines requirements while the RRC program provides recommendations. Meeting the RRC best practice criteria is required in order for a community to become RRC certified. Contact the RRC team or your municipal attorney should there be any confusion on what is required by law and what is required to meet the RRC best practices. Beyond meeting state requirements, updating your community master plan is important for maintaining a community vision that municipal staff and officials can reference during decision-making. Taking a regular look at the master plan can keep staff, officials, and the community on-track for implementation.

**MPEA**
The Michigan Planning Enabling Act (Act 33 of 2008; MPEA) provides the legal basis for the master plan. The act outlines requirements for the preparation, content, public review, adoption and regular review of the plan. Key objectives of a plan as outlined in the act include:
- Create a plan that guides development that is coordinated, adjusted, harmonious, efficient, and economical and that best promotes public health, safety and general welfare;
- Make careful and comprehensive studies of present conditions and future growth with due regard for its relation to neighboring jurisdictions;
- Consult and cooperate with representatives of adjacent local units of government, departments of state and federal governments;
- Address land use and infrastructure issues and make recommendations for physical development;
- At least every five years, review the plan to determine whether to amend or readopt the current plan or adopt a new master plan;

The act also outlines requirements for the process of amending an adopted plan or adopting a new plan.

**RRC**
An updated master plan is essential to articulating the types of development the community desires and the specific areas where the community will concentrate resources. RRC evaluates a plan based on the following:
- The governing body has adopted (or re-adopted) a master plan in the past five years.
- It reflects the community's desired direction for the future.
- It identifies strategies for priority redevelopment areas.
- It addresses land use and infrastructure, including complete streets elements.
- It includes a zoning plan.
- It incorporates recommendations for implementation, including goals, actions, timelines and responsible parties.
- Progress on the master plan is annually reported to the governing body.
- It is accessible online.
Annual review and report

Communities should review their plan annually to ensure staff and elected and appointed officials have an understanding of their planning documents. This background information can help orient new officials and lead to more consistent and supported decision-making. While the planning act requires review at least every five years, communities should annually consider discussion about the plan, conducting a review of progress made, implementation made the previous year, and priorities for the upcoming year. Also if there is an annual update to the capital improvement plan (CIP), relevant master plan recommendations should be reviewed and promoted to the CIP preparers.

The following should be reviewed by staff and the planning commission:

✔ Review goals and major recommendations.
  □ Accomplished
  □ Still relevant
  □ High priority of the year

✔ Review action table and progress toward completing this year’s priorities.
  Some actions may need to be broken down into more manageable subtasks, or next steps, with responsibilities assigned to different staff or departments.
  □ Accomplished
  □ Still relevant
  □ Task for upcoming year
  □ Task for future year

Next steps __________________________________________

Responsibility _______________________________________

✔ Review prior year’s rezonings and development decisions. Discuss if there are any trends that need to be addressed.
  Examples: 1. Map rezonings to see if they are located in similar areas and follow the plan’s future land use; 2. Discuss any development proposals where the plan did not provide enough direction to assist in a decision or if the plan did not provide enough flexibility to welcome an opportunity.

✔ Identify any potential plan amendments to work on for the upcoming year that can be prepared and adopted then incorporated at a later date when the master plan is updated. This could include:
  Subarea plans, studies prepared that need to be incorporated in the plan, or planning topics that need to be added or refreshed such as complete streets or placemaking.

✔ Identify any zoning ordinance updates to undertake in the coming year.

✔ Review the update checklist at the end of this guide to decide whether the plan needs to be “opened up” and officially updated.
Annual review and report continued
This review could be documented as part of the annual report that is required by the MPEA Section 125.381 so that once the five-year period is over, the interim years' activities can be summarized when deciding whether the plan needs to be amended. This annual report is intended to be presented to the legislative body and should include the following:

- Membership
- Number of planning commission meetings
- Master plan implementation
- Zoning ordinance map and text amendments
- Major development reviews (including a brief description, whether it was approved and date of action)
- Priorities for upcoming year

Communities have found success in having an annual joint meeting of the governing body and planning commission to summarize the year's accomplishments and set priorities for the next year. Some communities also include their DDA, ZBA, and other applicable boards and committees. Topics of discussion may include:

- Refresh officials on what a master plan is and what the adopted plan entails.
- Recap development, projects and progress made in the previous year.
- Summarize actions that were completed in the past year and the upcoming year's action priorities.
- Incorporate a presentation on a hot topic (complete streets, RRC, form-based code).
Use the table below to help consider whether your plan needs an overhaul, a refresh, or to add or replace sections of the plan. A refresh is for those that just require minor changes throughout the plan. Section additions or replacements may include new chapters, subareas, the future land use map and/or text, implementation steps, and/or RRC components. The first section of the checklist can be used as a checklist for the annual review and report as described above.

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<tr>
<th>Annual</th>
<th>5-year</th>
<th>CRITERIA</th>
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<th>COMMENTS/DOCUMENTATION/LINKS</th>
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<td>Have development patterns changed significantly since the plan was written and adopted?</td>
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<td>Have there been any major changes, such as utility lines, major road improvements, large development approvals, etc?</td>
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<td>Have there been instances when the planning commission or elected body has departed from the plan?</td>
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<td>Are the goals and priorities of the plan in sync with the goals and priorities of appointed and elected officials?</td>
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<td>Does the plan address the location and types of land uses frequently requested?</td>
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<td>Have there been other studies completed that change the relevancy of the plan?</td>
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<td>Have community goals or vision changed since the plan was written?</td>
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<td>Are recent best practices integrated? (i.e. Complete Streets, Placemaking, Sustainability, Missing Middle Housing, Local Food)</td>
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<td>Does it reference goals and objectives for a downtown area?</td>
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<td>Is there an implementation plan including a CIP plan?</td>
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<td>Are a zoning plan and zoning objectives included?</td>
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<td>Is a redevelopment strategy provided?</td>
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<td>Annual</td>
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<td>Are priority sites for redevelopment and a strategy for implementation included?</td>
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<td>Have there been changes along the community borders?</td>
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<td>Is there upcoming major (re)development (corridor, transportation, university/hospital, utility, vacated sites, or industrial)?</td>
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<td>Do policy and recommendations support a safe, efficient multi-modal transportation system?</td>
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<td>Do permitted uses support the job market and reflect the local talent pool?</td>
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One provision of the MPEA requires the planning commission to review its current plan at least every five years. At that review, it should be determined whether any amendments are needed or whether the process for a new plan should be started. The act does not require that the entire “coordinated planning” process be followed simply for a review of the plan. No notifications need be made to conduct the review. Instead, the planning commission need only conduct the review and document that fact through the minutes of the review meeting.

Although the five-year review requirement may be considered perfunctory, a necessary “fill in the blank” action, communities should take advantage of this opportunity to thoroughly review the plan and make sure it is still relevant to today’s conditions. A table is provided below to assist in the decision of whether to proceed with an amendment or a complete overhaul. Generally, the goals, objectives and future land use plan should be carefully reviewed to contrast with current development trends as well as any major changes or diversions from the plan that have taken place in order to consider whether the plan needs to be updated.

If, after the review is conducted it is decided that changes are indeed necessary—the process outlined by the planning act must be carefully followed. It may be a good idea to have a joint meeting, public or stakeholder workshops to review the current plan and discuss the level of change needed. If the plan needs an “overhaul,” the process will require a 63-day review period. An update, or “refresh,” requires a 42-day review period. An update is appropriate if most of the plan assumptions and recommendations are still valid and only minor updates or additions are required. Once the plan is updated and adopted, it should be posted on the internet to make it accessible to all online.
PLACEMAKING AND THE NEXT GENERATION OF MASTER PLANS IN MICHIGAN

Master Plans define the future of the built environment and the community as a whole. They describe what exists, what is desired and how to achieve it. They are "big picture" and forward-looking documents that anticipate and inspire. As we look toward the next generation of Master Plans in Michigan, the approach and focus will change and evolve as new community development and economic conditions develop. Key drivers include demographics, housing demand and new economic development strategies—all of which are grounded in greater attention to urban form and placemaking attributes of a community.

CONTEXT

Before talking about these drivers, it is important to consider the historic context. An uncomfortable fact is that Michigan started losing residents somewhere in the middle of the last decade and was the only state that lost population in the 2000’s. People began to leave Michigan in large numbers due to poor economic conditions that existed before the recession of 2008 took hold. Some areas of Michigan grew, but many areas have seen little physical or population change for many years. Sadly, in a collective state-wide sense, planning and community development in Michigan over the past ten years or so has been essentially about addressing where shriveling numbers of the state’s residents live, work, and shop.

Population loss, lower property values, slow development activity, and reduced planning efforts are a familiar narrative for many. Looking forward however, there are reasons to believe in positive change. Recent population estimates show modest growth and improving economic conditions are beginning to feel real and sustainable. While it will take several more years to make up past losses, an improving economy, growing population and more development activity will likely lead to optimism and a desire to consider the future of communities with more substantial master plan updates. Past declines in population and economic conditions were much more pronounced behind us, but looking forward there are major shifts in the drivers of community change.

Some key influencers that will lead master plans to emphasize placemaking and community form include the following:

POPULATION SQUARED

The population pyramid that was described in the 60’s, 70’s, and 80’s is becoming more evenly distributed and is morphing into a square. People living longer, delayed childbearing, and low birth rates produce demographic profiles that look much different than before. These are not wild predictions, rather the result of forecasting existing trends. Growing numbers of older residents occupy the top of the population square and include retiring Boomers. Toward the bottom and middle of the square, we see growing numbers of young adults settling into adulthood. Together, these two groups are likely to change the topics at future community visioning meetings, compared with what was heard ten to twenty years ago. Both groups will likely demand more transportation choice and recreational options, along with the need for more urban amenities, housing choice, social interaction, cultural attraction and a greater sense of place in their communities.

It is anticipated that the logical result of these conversations tilt master plan directives toward placemaking themes that include higher density, mixed use neighborhoods, and transportation choice.

HOUSING THE CHILDLESS

Research suggests that it is household characteristics that drive housing demand and ultimately housing production. For years, demand for new housing was matched with growing numbers of traditional families with school-aged kids. The clear choice for many was suburban homes on ½ acre lots in areas with good school districts. Today, demand for "missing middle housing" (duplexes, town homes, multi-family units) is growing dramatically to accommodate the housing preferences of increasing numbers of childless households (empty-nesters, young couples, or singles). No one is suggesting the end of suburban lifestyles. Suburban houses will likely remain popular choices for many households. The issue going forward relates to the housing market fueled by growing numbers of smaller and childless households.

Mounting evidence suggests that for the most part, the inventory of suburban homes is adequate in many areas, while the stock of "missing middle" units falls significantly below both current and projected needs. Greater housing choices will be demanded, and each community must decide how best to respond to emerging markets for missing middle housing.

The planning process that leads to new master plans is the most opportune time for thoughtful exploration of options and ultimately local choices. For many, considering mixed use neighborhoods, it is inevitable that higher density and quality of life community attributes help to define place.

THE FACETS OF ECONOMIC DEVELOPMENT

Community between communities is common, and people and businesses have greater choice about where to locate than ever before. Local business attraction efforts have long sought local quality of life as a reason for businesses to locate or expand in a community (along with tax incentives and other inducements). Today, shifts in perception lean toward a focus on attracting and retaining the foundational elements of economic development—talent, intellectual property and entrepreneurship. Millennials are often considered the prized demographic of 20 and 30-year olds. Educated in Michigan, many moved away in search of more engaging places and left us with the term "brain drain." This group can live anywhere and can create jobs in new economy start-ups.

Boomers are also an important demographic. Often at or near retirement, they are experienced, financially secure, civically engaged, and offer significant economic value to a community. They are beginning to look at their home towns differently, and some begin a search for places that offer other housing options and more social/cultural amenities.

The American Planning Association recently released findings of a national poll in a research summary, Investing In Place for Economic Growth and Competitiveness, indicating that both Millennials and Boomers share perceptions of desirable places and want communities to focus less on subsidies to attract businesses and more on investing in things like new transportation options, walkable communities, high-speed internet access and housing choice. These considerations reveal a desire to create places and urban forms that are different from what was often described in past master plans, and then subsequently built. As Millennials and Boomers take their seats at master plan visioning sessions, we should not be surprised to hear new desires for places that function at a more human-scale and offer placemaking attributes.

MASTER PLAN RELEVANCE

As we hopefully enter a period of sustained growth and substantial master plan updates, we must recognize unique opportunities before us. Shifts in the key drivers require us to rethink community-building strategy. One of the most striking findings from APA’s research summary was the sharp decline of interest in traditional, auto-dependent suburban living. Fewer than 10 percent of Millennials, Gen X-ers, or Active Boomers see themselves in this type of community in the future despite 40 percent of them living there today.

For suburban places, the challenge may be to create new human-scale places to retain residents, while the challenge for more distressed urban places may be to leverage the assets of existing urban fabric to attract residents to revitalized and desirable places. Conversations that occur at future planning commission meetings, public visioning sessions and similar events are likely to be much different than in the past. Most importantly, these topics require land use professionals to rethink urban form and the need to create places that people are drawn to. We are talking about far more than just how a place looks. We are talking about both form and function and designing communities that align with changing human needs.

AUTHOR RANDY A. MIELNIK, AICP, LEED-AP is a Principal at Poggemeyer Design Group, Inc in Monroe, Michigan. Mr. Mielnik has been a professional planner for 35 years and has prepared, or updated many community plans and land use ordinances in Michigan, Ohio, West Virginia and Nebraska. He has spoken at many state and national planning conferences and has completed FBCI training, National Charrette Institute Training and he is an Emeritus Member of the American Planning Association (National Development Council).

Poggemeyer Design Group

THE TRANSECT, CENTERS, NODES AND CORRIDORS

Placemaking is about promoting good form in communities that help to make them vibrant interesting places that create a sense of place and attachment by its residents. However the goal is not to turn an entire region or even an entire community into downtown New York City or even downtown Ann Arbor. Not everyone wants to live/work in an urban downtown anymore than everyone wants to live in a small town or suburb. Successful regions are those that provide a range of environments to address the needs of its resident and visitors. Proper form and appropriate placemaking efforts will vary depending on the nature and culture of each area.

THE TRANSECT

A transect, in environmental science, is a geographical cross section of a region intended to reveal a sequence
Envisioning Our Future: TC Neighborhoods

This Master Plan defines “neighborhood” as more than a collection of buildings. The definition expands to embrace collections of complementary and compatible activities central to the well being of our citizens. This definition recognizes the culture that has developed in each neighborhood and the benefits of embracing the layers of life that will emerge from each culture. It provides for a full range of evolving activities, services, and lifestyles while honoring the traditions that have delivered us to this time and place.

Traverse City neighborhoods have followed a traditional pattern: Rural lands stood at the town’s edge. Larger “estate lots” lined the neighborhood edges. The estate lots defined the edge of a town and intrinsically connected to the neighborhood. The bulk of the neighborhoods were single-family lots ranging from thirty to two hundred feet in width. The lots narrowed closer to the center of the community. The block structure became more rigid at the center and more fluid away from the center. The highest density areas were located near the center.

This Plan supports and honors that geography. In moving forward, it encourages a social (people-oriented) perspective—one that defines neighborhoods according to the nature and intensity of human activity within a given area.

Each neighborhood nurtures a degree of human activity, which can be measured according to four variables (known as H.A.M.E. standards): intensity levels:

- **Hours**: the hours of operation of an activity within a neighborhood.
- **Access Auto**: all motorized and non-motorized traffic within a neighborhood including but not limited to automobiles, trucks, buses, pedestrians, and bicycles.
- **Mass**: the intensity of the buildings or structures within a neighborhood as defined by area, land coverage, height, distance to property lines, access to light, or conversely, effects of shadow.
- **Emissions**: by-products of activities that leave the property or neighborhood within which it is created, including, but not limited to, noise, dust, odors, smoke, and light. Each neighborhood has an expected background level of emissions related to those characteristics found to be a normal part of an existence within that neighborhood’s context.

The Plan uses these variables as practical and quantifiable standards of intensity. The standards will be used for decision-making—for protecting and nurturing the unique culture of each neighborhood and for maintaining transition zones between neighborhoods. With these standards, decision-makers are not limited to geographic space as a sole criterion; they can also factor in the way people live within a particular space—what kinds of activities they want to encourage or limit. By focusing on the standards within a particular neighborhood type, decision-makers can become more receptive to uses that promote other goals within our neighborhoods (small neighborhood services that promote walkability, for example).
The Plan also acknowledges that intensity changes within each neighborhood—that intensity is naturally but not evenly distributed. The center or core of the neighborhood tends to be the most pure to the neighborhood type. The Plan acknowledges this distribution and allows for the transition from one neighborhood type to another. Higher intensities will be allowed at the periphery of residential neighborhoods than what is allowed in their interior. Lower intensities will be encouraged at the periphery of commercial neighborhoods than what is allowed at their interior. This protects residential neighborhoods by creating a transition zone between high-intensity commercial activity and low-intensity domestic life.

This Plan confronts the reality that each neighborhood shares a boundary with several others—with other kinds and degrees of activity. No neighborhood is an island. Therefore, a practical, clear-headed discussion of those boundaries is crucial to the overall health of the community. That discussion must transcend any one neighborhood but include them all.

To begin the discussion, this Plan defines neighborhoods in ascending order of intensity (from least to most). The least intense neighborhood, TC-1 Conservation, has low levels of noise and a low acceptance of formal urban structures while the most intense, TC-5 Downtown, has high levels of noise and formal urban structures. If the area is residential, then the center has the least intensity in terms of H.A.M.E. for that neighborhood type. If the area is commercial, then the center has the most intensity for the neighborhood type. The boundary areas become blended where similar neighborhood types meet, for example: where TC-2 Conventional meets TC-3 Traditional or where TC-4 Corridor meets TC-5 Downtown. These areas may have traits of each neighborhood type.

The boundaries between residential neighborhood types and commercial neighborhood types are hard: between TC-2 Conventional and TC-4 Corridor or between TC-3 Traditional and TC-5 Downtown. The commercial neighborhoods at the boundaries are expected to mitigate their intensity level to one that is no higher than the highest accepted intensity level of the adjoining residential neighborhood.
Acknowledgements as of July 15, 2009

City Commission
Michael Estes, Mayor
Chris Bzdok, Mayor Pro Tem
Jody A. Bergman
Barbara D. Budros
Jim Carruthers
Denise Scrudato
Ralph Soffredine

Planning Commission
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Jennifer Jaffe, Vice-Chairperson
Jody A. Bergman, City Commission Representative
Michael Estes, Mayor
Ross Richardson
John Serratelli
Robert Stow, Secretary
Bill Twietmeyer, City Staff Representative
Jan Warren

Master Plan Committee
Jody A. Bergman, City Commission Representative
Barbara D. Budros, City Commission Representative
Chris Bzdok, City Commission Representative
Debra Chavez, City Staff Representative
Robert Stow, Planning Commission Representative
Jan Warren, Planning Commission Representative
Fred Wilmeth, Planning Commission Representative
Jeanine Easterday, former Planning Commissioner
Jason Eckerly, former Planning Commissioner
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Jane Kowieski,
Michigan Land Use Institute, Graphic Design
Sarah Lucas, AICP, Reviewer

Photos provided by Northwestern Michigan College,
Michigan Land Use Institute, Rauth Photographic,
R. Clark Associates, Inc., and the City of Traverse City.

Resource Documents


Traverse City Master Plan. Revised May 2002.


Your Bay Your Say. Traverse City’s Waterfront Plan. Accepted by the Bayfront Planning Committee on September 13, 2007.
CITY OF TRAVERSE CITY
NEIGHBORHOOD MAP
FUTURE LAND USE

NEIGHBORHOOD TYPES
- TC-1 Conservation
- TC-2 Contemporary
- TC-3 Traditional
- TC-4 Corridor
- TC-5 Downtown
- TC-C Campus Plan

ADOPTED BY THE CITY COMMISSION ON AUGUST 3, 2009

Note: This future land use map is intended to show generalized neighborhood types and campuses. It is not intended to indicate precise site, shape or dimension areas. These recommendations are for a long-range planning horizon and do not necessarily imply that short-term zoning decisions are appropriate.
1. CALL MEETING TO ORDER – The meeting was called to order at 3:00 p.m. Committee members Jody Bergman, Mike Dow and Bill Twietmeyer were present. None absent. Russ Soyring and Missy Luick were staff members present.

2. PUBLIC INPUT STRATEGY (DISCUSSION)- Russ showed a video regarding online public input. Committee discussion included perhaps not doing extensive public engagement at this time because it is just a Master Plan update and not a full Master Plan rewrite.

3. FUTURE LAND USE MAP REVIEW (DISCUSSION)- The draft map edits were discussed. It was discussed that possibly adding schools as campuses and showing the Governmental Center complex as a campus on the future land use map.

4. MASTER PLAN TEXT EDITS REVIEW (DISCUSSION)- The definition of neighborhood in the master plan is confusing. Perhaps they should be called “context areas” instead of neighborhoods.

5. SET NEXT MEETING DATE- A future meeting date was not set, tentative plans to bring the draft changes to the Planning Commission on December 1.

6. PUBLIC COMMENT- None.

7. ADJOURNMENT- 3:50 p.m.