



PLANNING COMMISSION  
AGENDA

TUESDAY, MAR. 20, 2018 – 7:00 P.M.

**LOCATION: CITY HALL – COUNCIL CHAMBERS**

- 1. CALL TO ORDER**
- 2. ROLL CALL**
- 3. APPROVAL OF THE AGENDA**
- 4. MINUTES OF PREVIOUS MEETING** Mar. 6, 2018
- 5. CITIZEN COMMENTS** (Limited to brief presentations on matters not on the agenda)
- 6. REPORTS**
  - A. CITY ADMINISTRATION**
  - B. PLANNING COMMISSIONER**
  - C. OTHER COMMUNITY/GOVERNMENTAL LIAISONS**
- 7. MASTER PLAN REVISION**

**Cady Town Sub Area Plan**
- 8. DISCUSSION**

**Electric Message Signs**

**Temporary Use**
- 9. ADJOURN**

CITY OF NORTHVILLE  
Planning Commission  
March 6, 2018  
Northville City Hall – Council Chambers

**1. CALL TO ORDER:**

Chair Wendt called the meeting to order at 7:00 p.m.

**2. ROLL CALL:**

Present: Steve Kirk  
Carol Maise  
Christopher Miller  
Ann Smith  
Jeff Snyder  
Donna Tinberg  
Jay Wendt

Absent: Dave Mielock (excused)  
Mark Russell (excused)

Also present: Pat Sullivan, City Manager  
Ken Roth, Mayor  
Sally Elmiger, Planning Consultant  
Lori Ward, Director, Downtown Development Authority

**3. APPROVAL OF AGENDA:**

**MOTION by Miller, support by Tinberg, to approve the agenda as published.**

**Motion carried unanimously.**

**4. MINUTES OF PREVIOUS MEETING:** February 20, 2018

**Motion by Kirk, support by Smith, to approve the February 20, 2018 minutes as published.**

**Motion carried unanimously.**

**5. AUDIENCE COMMENTS:** None.

**6. REPORTS:**

**A. CITY ADMINISTRATION:** None.

**B. PLANNING COMMISSION:** None.

**C. OTHER COMMUNITY/GOVERNMENTAL LIAISONS:** None.

**7. PUBLIC HEARINGS:**

Planning Consultant Elmiger explained that the purpose of tonight’s public hearing was to hear and discuss draft text amendments to the Zoning Ordinance, and to make recommendations regarding those amendments to City Council.

**General Commercial District (GCD) – Special Land Uses**

Planning Consultant Elmiger explained that the proposed change to Sec. 11.03, Special Land Uses (General Commercial District), was relatively minor. The phrase *no more obnoxious or detrimental to the surrounding area* regarding a use not listed would be eliminated, and language would be added that referred to the Special Land Use standards in Section 16.01(d) for unlisted uses.

Chair Wendt opened the public hearing at 7:03 p.m. Seeing that no one came forward to speak, Chair Wendt closed the public hearing at 7:04 p.m.

Commissioner Kirk said that the proposed language made enforcement easier.

**MOTION by Kirk, support by Maise, that the Planning Commission recommend to City Council the approval of the ordinance amendment for Section 11.03 *Special Land Uses* as presented.**

Chair Wendt called a roll call vote.

<b>Maise</b>	<b>yes</b>
<b>Smith</b>	<b>yes</b>
<b>Kirk</b>	<b>yes</b>
<b>Snyder</b>	<b>yes</b>
<b>Miller</b>	<b>yes</b>
<b>Tinberg</b>	<b>yes</b>
<b>Wendt</b>	<b>yes</b>

**Motion approved unanimously.**

**Special Land Use Process**

Planning Consultant Elmiger explained that the proposed changes to Section 16.01, Special Uses, and Sections 16.14, Mineral Mining, changed references from the City Clerk to the Building Department. The change would require that submission information be directed to the Building Department, and also clarified the process an applicant had to follow if a special use was suspended or revoked: the applicant would have to follow the same process they had followed originally.

Chair Wendt opened the public hearing at 7:07 p.m. Seeing that no one came forward to speak, Chair Wendt closed the public hearing at 7:08 p.m.

**MOTION by Maise, support by Tinberg, that the Planning Commission recommend to City Council approval of the ordinance amendments to Section 16.01, *Special Uses*, and Sections 16.14, *Mineral Mining* as presented.**

Chair Wendt called a roll call vote.

<b>Maise</b>	<b>yes</b>
<b>Smith</b>	<b>yes</b>
<b>Kirk</b>	<b>yes</b>
<b>Snyder</b>	<b>yes</b>
<b>Miller</b>	<b>yes</b>
<b>Tinberg</b>	<b>yes</b>
<b>Wendt</b>	<b>yes</b>

**Motion carried unanimously.**

**Fences**

Planning Consultant Elmiger explained that the proposed changes to Section 18.09, Fences (Residential) would allow privacy fences along the property line of homes in a back or side yard that abutted certain highly traveled roads, as illustrated.

Chair Wendt opened the public hearing at 7:09 p.m. Seeing that no one came forward to speak, Chair Wendt closed the public hearing at 7:10 p.m.

In response to questions from Commissioner Kirk, Planning Consultant Elmiger said additional roads could be added as development occurred, although any changes would have to go through this same approval process. There was not a specific formula used to identify the highly traveled roads.

In response to a question from Commissioner Maise, Planning Consultant Elmiger said she would make sure the streets were named consistent with the Act 51 map for the City.

Commissioner Miller thought the proposed changes addressed major areas of concern for residents, and relieved both an administrative burden and the burden for residents who needed the privacy fences at the stated locations.

**MOTION by Miller, support by Maise, that the Planning Commission recommend to City Council approval of the ordinance amendments to Section 18.09, *Fences* as presented.**

Chair Wendt called a roll call vote.

<b>Maise</b>	<b>yes</b>
<b>Smith</b>	<b>yes</b>
<b>Kirk</b>	<b>yes</b>
<b>Snyder</b>	<b>yes</b>
<b>Miller</b>	<b>yes</b>
<b>Tinberg</b>	<b>yes</b>
<b>Wendt</b>	<b>yes</b>

**Motion carried unanimously.**

**Site Condominium Development Standards**

Planning Consultant Elmiger explained that the proposed changes to Section 18.14, Condominium Development Standards, changed the timing of when an applicant must submit draft condominium documents to the Planning Commission and City Attorney in the planning review process. This change allowed an applicant to submit draft condominium documents to the City Attorney for review after the Planning Commission granted preliminary approval. Previously the ordinance required that the documents be finalized at this stage, which wasn't practical.

Chair Wendt opened the public hearing at 7:15 p.m.

Joelle Sarkozy, 672 Thayer Boulevard, was concerned that site condominium developments were being allowed to conform to lesser requirements than a regular platted subdivision, and the condominium developments were changing the look of her neighborhood, as well as others. Neighborhoods that had charm and character from older style homes, including bungalows, colonials, cape cods, etc., now seemed to be being filled with subdivision-type homes. Her neighborhood was not in the Historic District and thus did not have that protection. She asked who set the standards for site condo developments.

Commissioner Maise explained that the condominium development standards were set by the State; condominium developments had the same dimensional requirements as platted subdivisions. Planning Consultant Elmiger added that Northville's ordinance language regarding site condominium developments was adopted in 1993.

Commissioner Smith said certain lot splits had taken place that put two or more homes on a property that previously only had one home on it. Those were not site condos, and the homes were built according to ordinance specification.

Seeing that no one else came forward to speak, Chair Wendt closed the public hearing at 7:18 p.m.

**MOTION by Kirk, support by Miller, that the Planning Commission recommend to City Council approval of the ordinance amendments to Section 18.14, Condominium Development Standards, as presented.**

Chair Wendt called a roll call vote.

<b>Maise</b>	<b>yes</b>
<b>Smith</b>	<b>yes</b>
<b>Kirk</b>	<b>yes</b>
<b>Snyder</b>	<b>yes</b>
<b>Miller</b>	<b>yes</b>
<b>Tinberg</b>	<b>yes</b>
<b>Wendt</b>	<b>yes</b>

**Motion carried unanimously.**

**Senior Facilities**

Planning Consultant Elmiger explained that the amendments regarding senior housing added new language that permitted special senior living facilities – Assisted Living and Continuing Care Retirement Community – to the multi-family residential districts. Assisted Living facilities with 20 or fewer residents would be permitted uses in R-3 and R-4 Districts. Assisted Living facilities with more than 20 residents

would be special land uses in the same districts. Continuing Care Retirement Community, which was a facility that had various levels of care for seniors, would be a special land use in R-4.

For the special uses, language regarding minimum lot sizes and development standards had been added. The parking requirements for senior housing had been reduced.

The new language also clarified that upper floor residential in the Central Business District (CBD) was a secondary use to commercial uses, and upper floor residential had been changed from a use permitted by right to a special land use. Last, the CBD Overlay District list of uses had been changed to remove Assisted Living and Housing for the Elderly.

Chair Wendt opened the public hearing at 7:21 p.m. Seeing that no one came forward to speak, Chair Wendt closed the public hearing at 7:22 p.m.

**MOTION by Tinberg, support by Miller, that the Planning Commission recommend to City Council approval of the ordinance amendments regarding senior housing as presented.**

Chair Wendt called a roll call vote.

<b>Maise</b>	<b>yes</b>
<b>Smith</b>	<b>yes</b>
<b>Kirk</b>	<b>yes</b>
<b>Snyder</b>	<b>yes</b>
<b>Miller</b>	<b>yes</b>
<b>Tinberg</b>	<b>yes</b>
<b>Wendt</b>	<b>yes</b>

**Motion carried unanimously.**

**8. SITE PLAN REVIEW: 135 N. CENTER – CENTER STREET GRILLE**

Referring to her review letter dated January 26, 2018, Planning Consultant Elmiger gave the background for this agenda item. The owner/lessee of The Center Street Grille, 135 N. Center, wanted to install an outdoor cooler behind the building. The location for the cooler was currently housing 4 parking spaces. The applicant also wanted to re-work the back deck and install an interior ramp at the front door in order to make the building barrier-free.

Outstanding issues included:

- Sheet 3 showed “secure storage” under the existing stairway, but no further information was given as to how that would be accomplished. Was this part of the proposal?
- What was the proposed distance between the cooler and the building to the north – the old church building? There was no information on the drawing. Was there enough space between the back of the cooler and that wall to do any maintenance on the wall if necessary?
- Loading/unloading should be shown on the plan.
- The proposed fence was shown as vinyl; the ordinance required it be constructed of wood.
- City Council would need to approve construction of a barrier-free ramp on City-owned property.
- The proposal included 2 lots with 2 different property identification numbers. While this could be considered one zoning lot under its current configuration, what would happen if the lot with the

proposed cooler was sold separately, thus creating an ordinance violation? The two lots should be combined.

Dan Johnson, 135 N. Center, was present on behalf of this application. He made the following points:

- There was 18” between the next building and the proposed structure. The property owner of that building had confirmed that was enough room to do maintenance on the brickwork. The cooler would be about the same distance from the building as the new staircase was.
- They needed the cooler because the Center Street Grille had only 3100 square feet, with a 42” hallway in the rear that was used by customers to come in and out or to use the bathrooms. Currently deliveries were also made in that hallway, causing traffic jams. By putting the cooler outside in the back, deliveries could be dropped off and picked up in the fenced area, without the drivers ever coming into the building.
- An EIFS fascia and wrap would be added to the cooler to match the building. The cooler would also have a Mansard roof to match the building.
- The old stairs had included storage underneath for the returnables. The applicant had planned to replicate that but the storage there did not meet fire code; therefore they were going to use the fenced area for storage.
- Because the staircase encroached on the existing ramp, it was not ADA compliant; the ramp had to be moved to the south in order to become compliant, and in order to remove trip hazards from the area. The asphalt there was pitched aggressively, and was difficult to navigate.
- The entire ramp would be built on City property. They would meet any insurance requirements necessary to build there.

Chair Wendt noted that the applicant would have to go before the Historic District Commission for approval of this work. He felt the Planning Commission could not give final approval without first hearing from the HDC.

In response to a question from Commissioner Snyder, Planning Consultant Elmiger said that downtown deliveries could be made anytime.

Commissioner Snyder pointed out that the plans said the cooler would be painted metal. Mr. Johnson said they would correct the plans to show that the cooler would be covered with EIFS, which would then be painted to match the building.

Commissioner Maise asked for clarification regarding the number of parking spaces that would be lost. Planning Consultant Elmiger said 2 spaces would be lost, but with the City’s credit system the applicants would have one extra space, even after losing the 2 spaces.

Commissioner Maise asked if there was any other way to have an ADA compliant ramp without building it on City property. Mr. Johnson said they had looked at every option, and this was the only solution they had found.

Commissioner Maise asked if the City would receive any reimbursement for the use of their property. City Manager Sullivan said he thought this specific type of arrangement was unique.

In response to comments from City Manager Sullivan regarding possible configurations of parking spaces, Mr. Johnson explained that the ramp extended into the parking space closest to the staircase. They also had to put a 5-foot square landing in front of the ramp for wheelchair accessibility, which removed another parking space. If they were to move the cooler closer to the staircase they could save one space,

but the cooler would then block the natural light from the tenants in the neighboring building. They had worked out the placement of the cooler with the owner of that building, to be as least disruptive as possible.

In response to a question from Chair Wendt, Mr. Johnson said his landlord supported this request.

Commissioner Kirk asked if the owner would combine the two lots. Mr. Johnson said he would.

In response to a question from Commissioner Kirk, Planning Consultant Elmiger said the ordinance required that the fence be wood.

Commissioner Tinberg asked if the location of the stairwell or the location of the cooler required that the ramp be on City property. Mr. Johnson said both situations required the requested ramp location. He noted that after he had constructed a new deck the landlord had installed the new staircase, which took out one of the ramp rails, making the existing ramp noncompliant by almost 8”.

Chair Wendt asked about the noise level of the cooler. Mr. Johnson said it would be whisper quiet – the cooler was very quiet and efficient.

Commissioner Snyder was concerned about the durability of the EIFS material, especially with dolly traffic and bicycle riders in the vicinity. Mr. Johnson said they would probably install a bollard in that area.

Commissioner Maise was concerned the EIFS would look strange next to the brick. Downtown Development Director Ward said the HDC would look at that situation.

The consensus of the Commission was that this application should return to the Planning Commission for final approval, after being heard by the HDC.

Commissioner Tinberg asked if the inconvenience to the customers was the impetus behind putting a ramp on City property. Mr. Johnson said the main impetus was to have an ADA-compliant ramp. Commissioner Tinberg asked if the cooler was not placed outside, would there be room for the ramp without putting it on City property. Mr. Johnson said because of the way the staircase was built, the ramp had to be pushed out onto City property. The ramp was a separate issue from the cooler.

Commissioner Tinberg asked if the landlord had not been sensitive to the issue of the ramp when he built the stairwell. Mr. Johnson said that in the end, the final location of the stairwell had ended up a little differently than first envisioned. The new stairwell added about 20% space over the last one. The old stairwell had been in very bad shape and was rusted out.

Chair Wendt said he would like to see something from the landlord. Mr. Johnson said he could get a letter of consent. It was noted that the landlord’s signature was on the application, and would have to be on the application to combine the two lots.

Stating that his preference was for a preliminary approval, Chair Wendt indicated he was ready for a motion.

**Motion by Kirk, support by Maise, that based on the information received from the applicant and reflected in the minutes of this meeting, the Planning Commission finds that the**

**Preliminary Site plan proposal, located at 135 N. Center Street and as shown on plans dated January 26, 2018, meet the required standards and findings for Preliminary Site Plan approval pursuant to Article 19 – Site Plan Review of the Zoning Ordinance, and approves the Preliminary Site plan with the following conditions:**

- 1. Obtain City Council approval of construction of the barrier-free ramp on City-owned property.**
- 2. Show loading/unloading area on the site plan.**
- 3. Proposed fence to be made of wood.**
- 4. Approval of HDC.**
- 5. Provide proof of combination of the lots.**

Chair Wendt called a roll call vote.

<b>Maise</b>	<b>yes</b>
<b>Smith</b>	<b>yes</b>
<b>Kirk</b>	<b>yes</b>
<b>Snyder</b>	<b>yes</b>
<b>Miller</b>	<b>yes</b>
<b>Tinberg</b>	<b>yes</b>
<b>Wendt</b>	<b>yes</b>

**Motion carried unanimously.**

**9. DRAFT ORDINANCES: CADY STREET OVERLAY**

Referring to her memo of March 2, 2018 and a table entitled *Cady Street Density Study, March 1, 2018*, Planning Consultant Elmiger gave the background to this agenda item. She explained that at the February 6<sup>th</sup> Planning Commission meeting, she was asked to research other communities for density limits in or near downtown areas. Because density was closely tied to parking and height, she looked at those provisions as well.

Planning Consultant Elmiger said that those communities that had a special assessment district (SAD) that was used to supply public parking permitted higher densities than those communities that didn't have a special assessment district. Communities with a SAD allowed an average of 31 dwelling units per acre; communities without a SAD allowed an average of 21 dwelling units per acre.

The Cady Street area currently permitted up to 25 dwelling units per acre.

Planning Consultant Elmiger said she divided the communities the same way: with a parking SAD and without a parking SAD. She also looked at residential parking requirements. Those communities with a SAD required between 1 and 1.5 spaces per residential dwelling unit. Those communities also reduced or eliminated parking requirements for the commercial portion of a mixed-use building.

Communities without a parking SAD required 1.5 to 2.5 spaces per dwelling unit. Most of those communities also had a way of reducing this requirement or making a payment in lieu of parking spaces.

The Cady Street Overlay required parking standards per Section 17.02 of between 2-3 spaces per dwelling unit, depending on the number of bedrooms.

Regarding maximum heights permitted in or near downtowns, there was no discernable difference between communities with or without a parking SAD. Also, similar to Northville, most communities permitted 3-5 stories on average.

One distinction that communities made with a mixed-use area was if the area should be predominantly commercial or predominately residential. That same decision needed to be made regarding the Cady Street area.

Northville did encourage predominantly commercial areas without specifically stating it by prohibiting first floor residential in some areas. Northville also had some specific mixed-use areas. But the definitions were open-ended, and therefore somewhat unclear.

Planning Consultant Elmiger suggested that the Cady Street area should be predominately residential. The Downtown Retail Study said the City could absorb an extra 50,000 square feet of commercial within the next 10 years, and all of that 50,000 square feet could be located on the Foundry Flask area if first floor commercial was required.

Regarding density, it seemed reasonable to increase the maximum density to 30 or 35 dwelling units per acre, after first looking at the residential property requirement.

Regarding commercial property, ground floor commercial could be incentivized. A number of communities did not have any parking requirement for their commercial use in a mixed-use building, or they allowed payment in lieu of building spaces. Those were two things that could not be done in Northville, and perhaps should be considered.

Planning Consultant Elmiger didn't recommend any changes in height requirements in the Cady Street Overlay District – there were already 2 ways an applicant could increase the height of a building: (1) Two properties on the south side were designated for the 5-story bonus. (2) If an applicant were to provide the specific architectural features that were outlined in the Cady Street Overlay, they could have additional height on any property in the District.

Discussion followed:

- First floor residential carried the risk of walking by someone's living room window at ground level.
- In the past, the DDA was firmly against having first floor residential. Now it seemed the argument was that the area wouldn't be developed without first floor residential.
- Discussion included having a mixed-use product, but at what percentage?
- The retail market study called for 50,000 square feet of new commercial space, and a boutique hotel.
- The 50,000 square feet would be supported by Northville's *trade area*, which included parts of surrounding communities.
- Developing the property as all residential might change the dynamic of how much commercial could be supported, though even 1,000 new residents might not move that dynamic much, as again, the commercial area would be supported by a trade area.

Commissioner Snyder said he wasn't sure he would be interested in allowing first floor residential in the Foundry Flask area. A developer could come in with a plan that would squeeze in as many units as possible, but that might not be the best thing for the City.

Planning Consultant Elmiger asked what the Commission thought about incentivizing 1<sup>st</sup> floor commercial with parking waivers or reductions in parking requirements or being able to pay in lieu of building parking.

Commissioner Snyder was concerned that type of incentivization could lead to oversupply. Where would people park if parking spaces were not required?

Discussion followed regarding allowing commercial applications to use street parking, and to have payment in lieu of parking spaces, to be used for a parking structure.

City Manager Sullivan said that a PUD could include a parking deck, with the community benefit of allowing some public parking. But with density limits in the Master Plan a parking deck was not an option. If 25 units per acre was in the Master Plan, that could not be exceeded no matter what plan was brought forward.

Discussion was held regarding the parking situation with the two City-owned decks, and the parking needs of the New Victorian. Meeting parking needs was critical for any new development.

If the prohibition against first floor residential was lifted for the Foundry Flask area, and if the Master Plan instead included a ratio for mixed use, with the possible addition of a parking structure, other options could be encouraged. The Cady Street Overlay District also allowed for shared parking for mixed use.

Aaron Cozart, chair of the Economic Development Committee of the DDA, asked about public space or green space that would help create identity in the Cady Town and Foundry Flask area. Could credit be given for including those amenities? City Planner Sullivan said public space could be considered in a PUD.

After further discussion, Planning Consultant Elmiger asked if the Commission was interested in increasing the density in the Cady Street area to something greater than 25 units per acre, if parking could be worked out.

Commissioner Snyder was not in favor of increasing density in the area.

City Manager Sullivan asked if the Commission was amenable to taking density out of the Master Plan to allow flexibility in a PUD application.

Commissioner Miller favored that approach. While he didn't want to fix a problem that perhaps did not exist, he did favor giving an opportunity for a more flexible approach.

Mayor Roth explained that the current density requirements were driving developments toward extremely large, expensive dwelling units. If the City would like to see some diversity in housing, and if the density requirements were removed from the Master Plan, at least there would be an opportunity for other types of development under a PUD request.

Commissioner Snyder was concerned about having a high-density project that could be developed as a matter or right and then also allowing high density to the south. It seemed short sighted to allow more density at Foundry Flask without reviewing the racetrack area at the same time.

Mayor Roth suggested limiting higher density development to properties fronting Cady Street.

City Manager Sullivan said that while the Cady Street Overlay allowed 5 stories, 5 stories were impossible to achieve under the current density requirements because of the parking requirement. If the City was committed to mixed-use housing with smaller units, the density limit requirement needed to be changed or removed from the Master Plan.

Planning Consultant Elmiger noted that some communities regulated density by not mentioning it. In those communities, density was regulated by dimensional requirements via a form-based code. It would be relatively easy to change the language in the CSO District to make it a completely form-based code document.

Commissioner Maise agreed, saying that density fell into place with form-based zoning.

Commissioner Kirk asked about ingress and egress with higher density development.

City Manager Sullivan said the intent was always to have higher density and height on Cady Street and step it down toward the south. Planning Consultant Elmiger added that this was laid out in the Master Plan.

Further discussion was had regarding eliminating the density restriction in the Master Plan. Perhaps the density requirement could be eliminated in the area that was shown in the land use plan on Cady Street only, and leave the density requirements as they were to the south. That would give flexibility for a developer to bring in a PUD request that would address parking, provide mixed-use, etc.

Planning Consultant Elmiger suggested developing draft language in the Master plan that would remove the density language from the Cady Street/Cady Town area. She would also remove the prohibition against first floor residential for the Foundry Flask area.

A discussion of process and timing followed. While the new Master Plan changes were moving through the process, the Commission could work on amendments to the CSO ordinance.

After further discussion regarding having a possible joint meeting among the Planning Commission, the DDA and City Council, in the interest of time it was the consensus of the Commission that Planning Consultant Elmiger would put together the draft Master Plan amendment language, circulate that for informational purposes to City Council and the DDA, and lead a discussion regarding the proposed changes along with a summary of form-based zoning at the next City Council and DDA meetings. She would then bring feedback back to the Planning Commission.

Planning Consultant Elmiger summarized that the new language would include a Master Plan amendment to the Cady Street Overlay, taking the density requirement out while still including the same changes already approved in the past, specifically calling for mixed uses and removing the prohibition on 1<sup>st</sup> floor residential on the Foundry Flask site.

Chair Wendt closed the discussion on this item.

**10. DISCUSSION:** None

**11. ADJOURN**

**MOTION by Kirk, support by Maise, that the meeting be adjourned at 8:43 p.m.**

**Motion carried unanimously.**

Respectfully submitted,  
Cheryl McGuire  
Recording Secretary



**Carlisle | Wortman**  
ASSOCIATES, INC.

117 NORTH FIRST STREET SUITE 70 ANN ARBOR, MI 48104 734.662.2200 734.662.1935 FAX

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**MEMORANDUM**

**TO:** City of Northville Planning Commission  
**FROM:** Sally M. Elmiger, AICP  
**DATE:** March 14, 2018  
**RE:** Master Plan - Revisions

At the March 6, 2018 Planning Commission meeting, we discussed the proposed changes to the Cady Street/Cady Town Sub-Area Plan, which included:

1. Eliminating language that prohibited first floor residential on parcels in the Creative Mixed-Use area.
2. Adding language to allow the City, under zoning, to offer height/density bonuses in exchange for mixed-use developments that have commercial on the first floor and upper level residential uses.

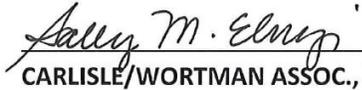
During this discussion, it was decided to take the density limits out of the Cady Street/Cady Town areas so that the height, setbacks, parking and other dimensional requirements were used instead to guide development on these sites. In other words, to use the "form-based" requirements instead of a density maximum. The graphic titled "Land Use" on the Sub-Area plan was changed to illustrate this change. A few more changes were made based on the discussion, including:

1. A clear statement that, adjacent to Cady Street, density of a project will be governed by dimensional and form-based requirements to ensure new construction is compatible visually and functionally with surrounding land uses. This sentence is added under the heading "Form Based Policies" on the attached Sub-Area Plan.
2. Under this same heading, the statement about building heights was modified to clarify that the zoning ordinance provides additional flexibility besides the building height overlay.
3. Under the heading "Opportunities/Constraints" on the attached Sub-Area Plan, a statement was added to allow the City to consider zoning language that requires a certain percentage of first-floor commercial uses in key locations.

Note that the maximum densities were not removed for the residential uses just to the south of the mixed-uses abutting Cady Street.

*Master Plan - Revisions*  
*March 14, 2018*

I look forward to discussing this topic at our upcoming meeting.



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**CARLISLE/WORTMAN ASSOC., INC.**

**Sally M. Elmiger, AICP, LEED AP**

**Principal**

Cc: Pat Sullivan  
Dianne Massa  
Shari Allen  
Brent Strong



# CITY OF NORTHVILLE SUB AREA PLAN UPDATE CADY TOWN - CADY STREET

## Opportunities/Constraints

- The vacant or underutilized properties of Cady Town provide opportunities for redevelopment.
- Parcels within Cady Town are on the downtown fringe and are logically situated for growth and new investment.
- The Middle Rouge River and connection to the Mill Pond provide opportunities for riverfront development and walkways.
- Preserve the Belanger Building's historic significance.
- Former industrial sites may present environmental challenges.
- Site design should utilize the area's sloping topography for underground parking.
- Floodplain may present constraints for a portion of the site.
- The City may consider zoning incentives, such as height or density bonuses, in exchange for mixed-use developments which offer first-floor commercial/retail/office and upper level residential, as well as community benefits, historic preservation or environmental enhancement.
- The City may consider zoning requirements for a certain percentage of first floor commercial in key locations.

## Preferred Land Use: Mixed Use/Planned Development

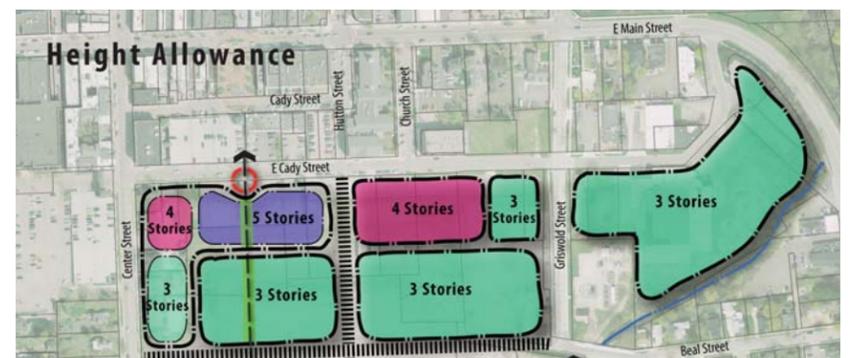
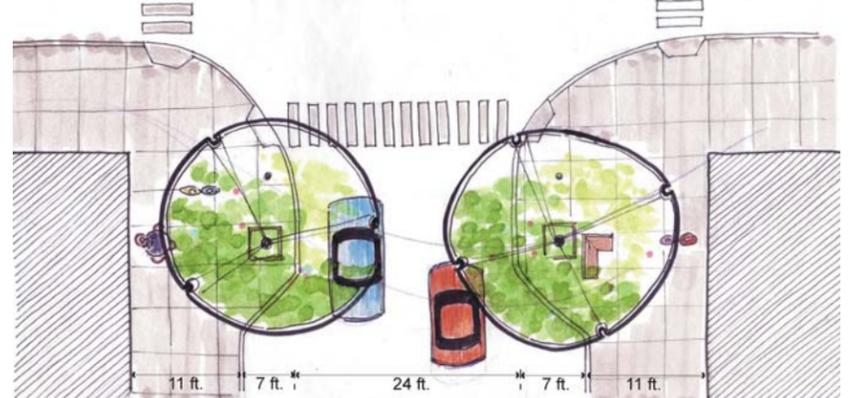
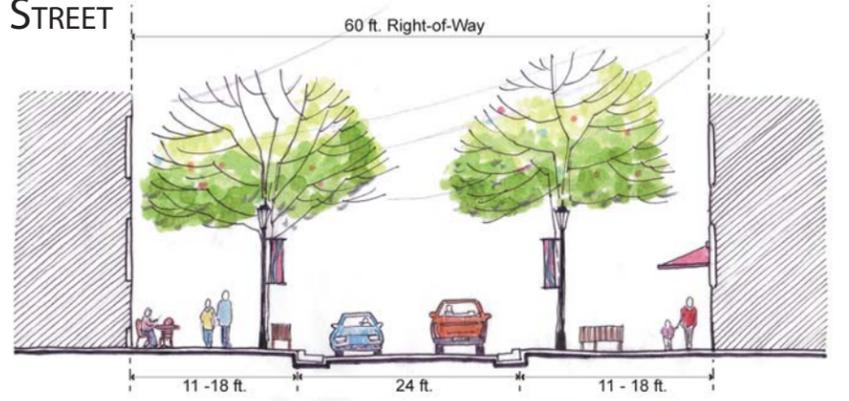
- **Transitional Mixed Use** shall include single use development or mixture of residential, retail, restaurant, office, or other compatible uses. First floor and upper level residential is acceptable in this area.
- **Creative Mixed Use** shall include single-use development or mixture of office, medical, research and development, or creative and industrial arts workspace. First floor and upper level residential is not allowed; however, upper-level residential may be permitted. are acceptable in this area.
- May also include public or quasi-public uses such as parks, farmer's market, theatres or other civic uses.
- "Big box" and drive-through uses are not consistent with the characteristics of this sub area.

## Form Based Policies

- Adjacent to Cady Street, density of new development shall be governed by dimensional and form based requirements to ensure new construction is compatible visually and functionally with surrounding land uses.
- Ten feet of additional right-of-way should be obtained.
- Buildings along Cady Street should maintain a "build to" line within ten (10) feet of the right-of-way.
- Height, scale and mass shall be similar to or compatible with the New Victorian or Belanger building (historic structure).
- Building heights shall will be governed by the designated height overlay, and flexibility in the zoning ordinance.
- High quality architecture shall be emphasized with generous window areas, recesses, projections and architectural details.
- Primary building entrances shall be clearly defined with sheltering elements such as an awning, arcade or portico.
- First floor architecture shall be compatible with sidewalk areas and provide an attractive interface between buildings and pedestrian areas.

## Site Design and Pedestrian Considerations

- The Main/Cady Street intersection shall provide an alternative location for the Farmers' Market.
- Streets should be configured in a block grid pattern that emulates the other neighborhoods in the City.
- Parking shall be located in the rear and screened from views along Cady Street.
- Sidewalks shall be provided on both sides of Cady Street and shall foster connection to the downtown within a pedestrian friendly atmosphere.
- A riverfront walkway should be incorporated along the Middle Rouge River.
- Pedestrian linkage/pathways should be explored between the former Ford Plant, to Hines Park and along the route of the Middle Rouge River.
- Future development shall extend the City streetscape improvements with brick pavers, landscaping, public art/sculpture, pedestrian lighting and street furniture.
- The City should develop a plaza with pedestrian amenities at the corner of Cady Street and Main Street.
- The plaza area could display historic signage or photos of the Belanger Plant, Stinson Aircraft Manufacturing and American Bell Manufacturing.
- The intersection of Cady Street and South Main should be re-configured for traffic safety and sight visibility with connection to the Middle Rouge River.
- The City should explore a re-alignment of the Cady Street and South Main Street intersection for enhanced traffic and pedestrian safety.





**Carlisle | Wortman**  
ASSOCIATES, INC.

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**MEMORANDUM**

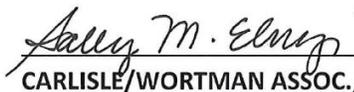
**TO:** City of Northville Planning Commission  
**FROM:** Sally M. Elmiger, AICP  
**DATE:** March 12, 2018  
**RE:** Electronic Changeable Copy Signs – Draft Ordinance Language

At the February 20, 2018 Planning Commission meeting, the Commissioners decided that electronic changeable copy signs did not reflect the historic character of the City of Northville, and should be prohibited.

Another request was that the existing electronic changeable copy signs be limited in how often the message could change to once every three hours. We looked into whether this could be accomplished, and determined that the existing signs would be grandfathered to continue under the existing provisions, and that adding ordinance language after-the-fact is not possible.

The attached draft language defines an electronic changeable copy sign, and prohibits any new such type of sign. We also struck the proposed time limit on how quickly an electronic changeable copy sign could change. In addition, we made a few other miscellaneous changes for clarity.

We look forward to discussing this topic at our upcoming meeting.

  
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**CARLISLE/WORTMAN ASSOC., INC.**

**Sally M. Elmiger, AICP, LEED AP**

**Principal**

Cc: Pat Sullivan  
Dianne Massa  
Shari Allen  
Brent Strong

## Electronic Message Signs

City of Northville

**Existing Provisions:** The current sign ordinance permits electronic message signs (i.e. electronic changeable copy signs or digital message centers) in every zoning district. However, these types of signs are not permitted in the Historic District (which covers several zoning districts), except for “Open” signs. Other requirements include:

1. Maximum brightness allowed is 15 foot candles measured on any surface four (4) feet away from the light source.)
2. The lights may not flash, rotate or move, except for time and temperature signs.

**Question/Change:** Concerns were raised regarding how an electronic message sign changes the character of a neighborhood and/or roadway, and number of times an electronic message sign can change before it is considered “flashing” or “moving.” The ordinance currently doesn’t provide any guidance to this question. Also, it was suggested that reference to “time and temperature” signs be eliminated.

### SECTION 21.01 SIGN REGULATIONS

b. Definitions.

The following words and phrases shall have the meaning set forth in this section when they are used in this Chapter. Graphic examples of selected signs and regulations are attached as an appendix.

(9) Electronic Changeable Copy Sign or Digital Message Center. A sign or portion thereof that displays changeable, electronic alphanumeric characters, graphics, or symbols using different combinations of light emitting diodes (LEDs), fiber optics, light bulbs or other illumination devices within the display area. Electronic changeable copy/digital message centers include computer programmable, microprocessor controlled electronic displays. Electronic changeable copy signs/digital message centers include projected images or messages with these characteristics onto buildings or objects.

~~1314~~ Sign - A name, identification, description, display, light, balloon, banner, photo or illustration which is affixed to, or painted, or otherwise located or set upon or in a building, structure or piece of land and which directs attention to an object, product, place, activity, person, institution, organization or business and which, is visible from any public streets, sidewalk, alley, park or public property. The definition includes interior and exterior signs but not signs primarily directed at persons within the premises of the sign owners. The definition does not include goods displayed in a business window. The definition does not include religious symbols or paintings which do not display lettering and do not advertise a business, product or service. (Rev. 7/09)

- (a) Freestanding Sign – A sign which is attached to or part of a completely self-supporting structure. The supporting structure shall be placed on or below the ground surface and not attached to any building or any other structure whether portable or stationary.
- (b) Internally Illuminated Sign – A sign that provides artificial light directly on the interior of or through any transparent or translucent material from a source of light connected with or integral to such sign. Examples of internally illuminated signs for purposes of this ordinance include, but are not limited to, the following:
  - 1. Static L.E.D. (Light Emitting Diode) signs and displays that do not have a changeable copy display, such as an “open” sign.
  - ~~2. Electronic changeable copy signs and digital message centers~~
  - 31. Signs made up of a frame fitted with translucent panels and a light source that shines from inside the frame through the panels.
  - 42. Channel letters (generally mounted on a flat surface) that are illuminated from behind the letters so that the light either shines through translucent letters or creates a halo around the letters on the mounting surface. (Rev. 9/14)

d. General Conditions.

2) Illumination.

- (a) It is strongly recommended that all signs with internal illumination, including manual changeable message signs, provide a dark background with lighter colored message units. An internally lit sign with white background will generally exceed the maximum allowable brightness. (Rev. 7/09)
- (b) Internal illumination shall not be permitted for any sign located within the Historic District except window signs indicating the “open” status of the business as allowed within this Ordinance. (Rev. 9/14)
- (c) No sign shall be illuminated by other than electrical means and all wiring shall satisfy City Electrical Codes.
- (d) The light from illuminated signs shall be shielded at its source in a manner that will not shine light on adjacent properties or onto abutting public streets.

- (e) Flashing, rotating, changing or moving lights shall be prohibited, ~~except for time and temperature signs.~~
  - (f) No portion of the sign ~~or changeable message sign~~ shall have a luminance greater than fifteen (15) foot candles measured at four (4) feet perpendicular to any surface. (Rev. 7/09)
  - (g) All non-security oriented sign illumination shall be turned off by 10:00 PM or at the close of business, whichever is later.
  - (h) All lighting fixtures or light sources for lighted signs including lighted awnings and canopies shall be positioned and/or shaded so that the light source is not visible from normal pedestrian perspectives, adjacent properties or the public right-of-way.
  - ~~(i) Electronic changeable copy signs shall display a static message for at least three (3) hours before it is replaced by another static message, and changes between messages shall be instantaneous without any special effects. (3/18).~~
- 6) Signs Prohibited in All Districts. Signs that are not specifically listed as permitted signs are prohibited. Examples of such signs include but are not limited to the following:
- (a) Roof signs.
  - (b) Signs containing flashing, intermittent or moving lights or with moving or revolving parts. ~~This provision is not intended to exclude those signs which give the time or temperature, provided no other animated messages are displayed. (Rev. 9/14/18)~~
    - (i) In the case of a sign as described above located in the Historic District, the Historic District Commission may approve such sign upon a determination that:
      1. The sign is historically appropriate for the business it is intended to serve; and
      2. ~~The sign is~~If historically appropriate for the business, the flashing or moving aspect of said sign is required to maintain the historic authenticity of said sign, either as a restored sign or an accurate reproduction.
      3. This exception by the HDC as described above does not apply to L.E.D. (Light Emitting Diode) signs, electronic changeable copy signs, digital message centers, channel letters, and similar modern

signs. (Note that the HDC may permit a static internally illuminated window sign that communicates the “open” status of a business, as described in section h.2 Permitted Window Signs below.) (Rev. 9/143/18)

(c) Electronic changeable copy signs, and digital message centers. (Rev. 3/18)

- (ed) Signs affixed to trees, rocks, shrubs or similar natural features, provided, signs denoting a site of historic significance may be allowed.
- (de) Signs which imitate traffic signals, traffic direction signs, or similar traffic control devices.
- (ef) Temporary signs mounted upon stationary trucks, vans, or other wheeled devices. Signs permanently painted on, or otherwise displayed upon a vehicle, licensed and operating on the public streets and highways, identifying the owner's occupation or livelihood, shall be permitted.
- (fg) Advertising devices such as banners, balloons, flags, pennants, pinwheels, searchlights, or other devices with similar characteristics.
- (gh) Signs in the public right of way or on public property shall be prohibited, unless specifically approved by City Council or unless approved in accordance with this section.
- (hi) Any sign or sign structure which:
  - (i) is structurally unsafe, or
  - (ii) constitutes a hazard to safety or health by reason of inadequate maintenance, dilapidation or abandonment, or
  - (iii) is not kept in good repair, or
  - (iv) is capable of causing electrical shocks to persons likely to come in contact with it.
- (ij) Signs which make use of words such as “Stop”, “Look”, “Danger”, or any other words, phrases, symbols or characters, in such a manner as to interfere with, mislead or confuse traffic.
- (jk) Any sign or other advertising structure containing any obscene, indecent or immoral matter.
- (kl) Any sign unlawfully installed, erected or maintained.



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**MEMORANDUM**

**TO:** City of Northville Planning Commission  
**FROM:** Sally Elmiger, AICP  
**DATE:** March 14, 2018  
**RE:** Temporary Uses

The Planning Commission discussed temporary uses at its December 5, 2017 meeting. Originally, the discussion was about eliminating the requirement for Planning Commissioner comments to the Board of Zoning Appeals for a temporary use request. The discussion expanded to include the following temporary uses:

1. Temporary residences (in case of emergency or no emergency)
2. Portable on-Demand Storage Containers in residential and non-residential districts
3. Dumpster roll-off containers in residential and non-residential districts
4. Temporary construction offices
5. High-impact temporary uses (i.e. concrete plants)
6. Campers/RV/Boat storage above a certain number or in setbacks in residential districts
7. Seasonal sales (flowers, fireworks, pumpkins, Christmas trees, etc.)
8. Special events
9. Food trucks (outside of a special event)

The attached table shows how Northville currently addresses each topic. This table also illustrates how some other communities address them. Some communities categorize them as Northville does, or "Per Use." Other communities categorize them "Per Site," based on "where" the use is proposed, including:

1. On vacant land,
2. As an accessory use to the principal use,
3. Not as an accessory use to the principal use, or
4. On public land.

Regarding Northville's requirements, we have the following comments:

1. We think it makes sense that the Building Official reviews and approves temporary residences in emergency situations, portable on-demand storage containers, dumpsters/roll-off containers and temporary construction offices. All of these uses are related to a construction project and the Building Official would be working with the property owner during this process.

2. The City Manager currently deals with waivers of the number/location of recreational vehicles on a residential site. In our opinion, this is also a reasonable way to handle these requests since the ordinance only allows this waiver for up to 30 days. Anything longer than that, a property owner would need to obtain a variance from the BZA.
3. How seasonal sales are handled in Northville is not specifically described in any ordinance. In the past, City Staff has permitted non-profit groups to conduct seasonal sales without a permit, or with a Peddler's License. All communities we researched use an administrative process to review seasonal sales on private property. We would recommend Northville permit seasonal sales for non-profit organizations through an administrative process, and for-profit organizations through the BZA.
4. High-impact temporary construction uses (such as concrete plants) are approved by the BZA. Romulus regulates these uses based on how long the temporary use will be on the site: BZA for up to 12 months; Administrative Review Committee for up to 180 days. The Planning Commission could consider this alternative, or leave review of these uses (regardless of timeframe) to the BZA.
5. All communities that have a "special events" ordinance give the approval authority to the City Council. This is likely because most special events occur on City-owned property (i.e. City streets). Milan has a two-tiered approach. The Zoning Administrator approves special events on private property (up to 4 days, including set-up and break-down), and City Council approves special events on City-owned property or for events with a longer timeframe. Northville's ordinance could be left as is, or revised to allow for administrative review on private property.
6. Most of the communities we canvassed do not specifically address food trucks. Romulus includes them in their "Food Handlers Ordinance," but does not mention them in the Zoning Ordinance. Farmington treats food trucks as a "special event" on private property, and the City Manager can approve food trucks for a limited number of days. If part of a larger "special event" that includes food trucks with other uses, then the City Council would be the reviewing body. Currently, a food truck would be approved by the BZA.

In general, we think Northville has so few temporary uses because almost all must be approved by the BZA. In our opinion, this probably discourages people from asking for temporary uses.

To summarize, we would suggest that the Planning Commission look at the following temporary uses, and how they are currently reviewed:

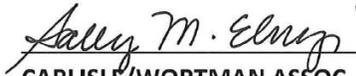
1. **Seasonal sales.** Non-profit organizations could go through an administrative process, with limits on duration of sales, parking, etc. For-profit groups could continue to go to the BZA. This would be consistent with the current language for BZA review of "outdoor sales and displays" which could be more permanent in nature.
2. **High-impact temporary construction uses.** We would suggest leaving review of these uses to the BZA, and amend the ordinance to clarify that construction office/trailers are reviewed by the Building Official.

*Temporary Buildings and Uses*  
*March 14, 2018*

3. **Special events.** This use is not addressed in the Zoning Ordinance, and the City's Special Events Policy only applies to events occurring on City-owned property. Therefore, ordinance language could be added to address special events on private property. This change would most likely entail revising the Policy in addition to the Zoning Ordinance. However, doing this may be useful in clarifying how special events on private property are handled.
4. **Food trucks.** If the City wants to allow food trucks, then we would suggest creating a process to permit them and standards to ensure they do not negatively impact neighboring uses. This may include permitting them in certain districts and not others.

I look forward to discussing this with you further.

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CARLISLE/WORTMAN ASSOC., INC.  
Sally M. Elmiger, AICP, LEED AP  
Principal

Cc: Pat Sullivan  
Diane Massa  
Shari Allen  
Brent Strong

**Temporary Uses - Community Comparison**

March 14, 2018

Community	Per USE									Per SITE			
	Temporary Residences	Portable On-Demand Storage Container	Dumpster/ Roll-off Container	Temporary Construction Offices	Camper, RV, Boat in Residential District	Seasonal Sales (Flowers, Fireworks, Pumpkins, Christmas Trees, etc.)	High-Impact Temporary Uses (i.e. Concrete Plants)	Special Events	Food Trucks	Temporary Buildings, Structures and Uses on Vacant Land	Temporary Buildings, Structures and Uses as Accessory to Principal Use on Same Site	Temporary Buildings, Structures and Uses NOT Accessory to Principal Use on Same Site	Temporary Uses on Public Property
City of Northville	<b>Administrative - Building Official</b> (Sec. 25.04 allows emergency dwellings. <b>BZA</b> (Sec. 25.04 allows non-emergency dwellings)	<b>Administrative - Building Official</b> (Sec. 18.22 allows portable on-demand storage structures at residences).	<b>Administrative - Building Official</b> (Sec. 18.22)	<b>Administrative - Building Official</b> (Sec. 18.22 Temporary Structures)	<b>Administrative - City Manager</b> (Sec. 18.12 allows waiver of number, setbacks and parking requirements of these vehicles in a residential district for up to 30 days, in emergencies)	<b>BZA</b> (However, for non-profit groups, have been permitted administratively in the past)	<b>BZA</b>	<b>City Council</b> (Special Events Policy)	<b>Not Addressed</b>	<b>BZA</b> (Northville's ordinance doesn't distinguish whether the site is vacant or whether a use is accessory or NOT accessory to the principal use on the site, or if the site is vacant.)		<b>BZA &amp; City Council</b> (Uses other than Special Events)	
City of Romulus	See "Per Site" provisions	<b>No approval required</b> for portable storage container for up to 21 days. <b>BZA</b> (More than 21 days)	See "Per Site" provisions	See "Per Site" provisions	See "Per Site" provisions	<b>Administrative Review Committee</b> (No approval required for non-profit groups on private property for up to 3 consecutive days, no more than 3 times per year)	See "Per Site" provisions	<b>City Council</b>	Addressed in "Food and Food Handlers" Ordinance as permitted in the Airport District (Not mentioned in Zoning Ordinance)	<b>BZA</b> (up to 12 months)	<b>Administrative Review Committee</b> - (Temporary buildings, structures and uses for up to 180 days) <b>BZA</b> (up to 12 months)	<b>Administrative Review Committee</b> - (Temporary structures and uses for up to 30 days) <b>BZA</b> (up to 12 months)	<b>Administrative Review Committee OR BZA</b> (Based on timeframe) AND <b>City Council</b>
City of Saline	<b>Administrative - Committee</b> (Committee members include Zoning Official & 2 Council Members.)	<b>Not Addressed</b>	<b>Not Addressed</b>	<b>Administrative - Zoning Official</b>	<b>No provisions for storage of more than one Recreational Vehicle</b> (other than variance)	<b>Administrative - Zoning Official</b> (Sales must be by someone other than property owner/tenant. Permitted in Downtown & Commercial Zoning Districts only for up to 120 days.)	<b>Not Addressed</b>	<b>Not Addressed</b>	<b>Not Addressed</b>	Only temporary emergency residences, construction trailers, and portable tent structures discussed in ordinance.			

Community	Per USE									Per SITE			
	Temporary Residences	Portable On-Demand Storage Container	Dumpster/ Roll-off Container	Temporary Construction Offices	Camper, RV, Boat in Residential District	Seasonal Sales (Flowers, Fireworks, Pumpkins, Christmas Trees, etc.)	High-Impact Temporary Uses (i.e. Concrete Plants)	Special Events	Food Trucks	Temporary Buildings, Structures and Uses on <u>Vacant Land</u>	Temporary Buildings, Structures and Uses as <u>Accessory to Principal Use on Same Site</u>	Temporary Buildings, Structures and Uses <u>NOT Accessory to Principal Use on Same Site</u>	Temporary Uses on <u>Public Property</u>
City of Plymouth	ZBA	Administrative - Code Enforcement Officer (Not addressed in Zoning Ordinance)	Not Addressed	Administrative - Building Official	No provisions for storage of more than one Recreational Vehicle (other than variance)	Not Addressed	ZBA	Administrative - City Manager	Not Addressed	ZBA (May permit temporary buildings and uses for 2 years in undeveloped portions of City or for 6 months in developed portions.)		City Council	
City of Farmington	Administrative - Building Official (Up to 6 months for emergency or non-emergency reasons)	Not Addressed	Not Addressed	Administrative - Building Official	No provisions for storage of more than one Recreational Vehicle (other than variance)	Administrative - Building Official (Up to 10 days on private property) City Council (on public property)	Administrative - Building Official	City Council (For larger events or events on city-owned property)	Administrative - City Manager (Treated as a "Special Event" on private property)	Not Addressed in this way. Addressed "Per Use"			
City of Milan	Zoning Administrator (In emergencies only)	Zoning Administrator	Not Addressed	Administrative - Building Official	Administrative - Building Official (Can allow parking in setbacks for 30 days)	Administrative (Through Peddler's License covering any sales operation for 6 months or less)	Zoning Administrator	Zoning Administrator (private property) City Council (public property)	Not Addressed	Zoning Administrator		City Council	

\*Peddler carries the products around to sell. Solicitor takes orders for products.