# CITY OF ADRIAN

# 2021 Comprehensive Plan

Prepared for City of Adrian Planning Commission | SEPTEMBER 2021 DRAFT

135 E Maumee Street | Adrian, MI 49221

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# 1. Introduction

# Introduction

## PURPOSE OF A COMPREHENSIVE PLAN

The Comprehensive Plan addresses future land uses, community development and other community features in a coordinated fashion. It portrays a clear statement of community goals and objectives, establishes a vision of the future, and includes strategies to achieve the vision. If followed carefully, the Comprehensive Plan will have a lasting impact on the built and natural environment. The Plan will likely be implemented over short-term, medium-term, and long-term timelines as specified in the Implementation Plan.

The Comprehensive Plan is long-range in its view and is intended to guide development in the city over a period of 10 to 20 years, with reviews and any necessary updates occurring every five years to maintain consistency with the Michigan Planning Enabling Act of 2008. The information and concepts presented in the Comprehensive Plan are used to guide local decisions on public and private uses of land and the provision of public facilities and services. It establishes long-range general policies in a coordinated and unified manner, which can be continually referred to in decision-making.

The City of Adrian's Comprehensive Plan includes a Master Plan for Land Use as well as other chapters addressing housing, transportation (complete streets), and downtown. The Comprehensive Plan format enables the City to addres all of these related topics in a coordinated fashion. If followed carefully, the Comprehensive Plan will have lasting impact on the built and natural environment.

*Trestle Park (Giffels Webster, 2020)*

*Comstock Park (Giffels Webster, 2020)*

# 2. Community History

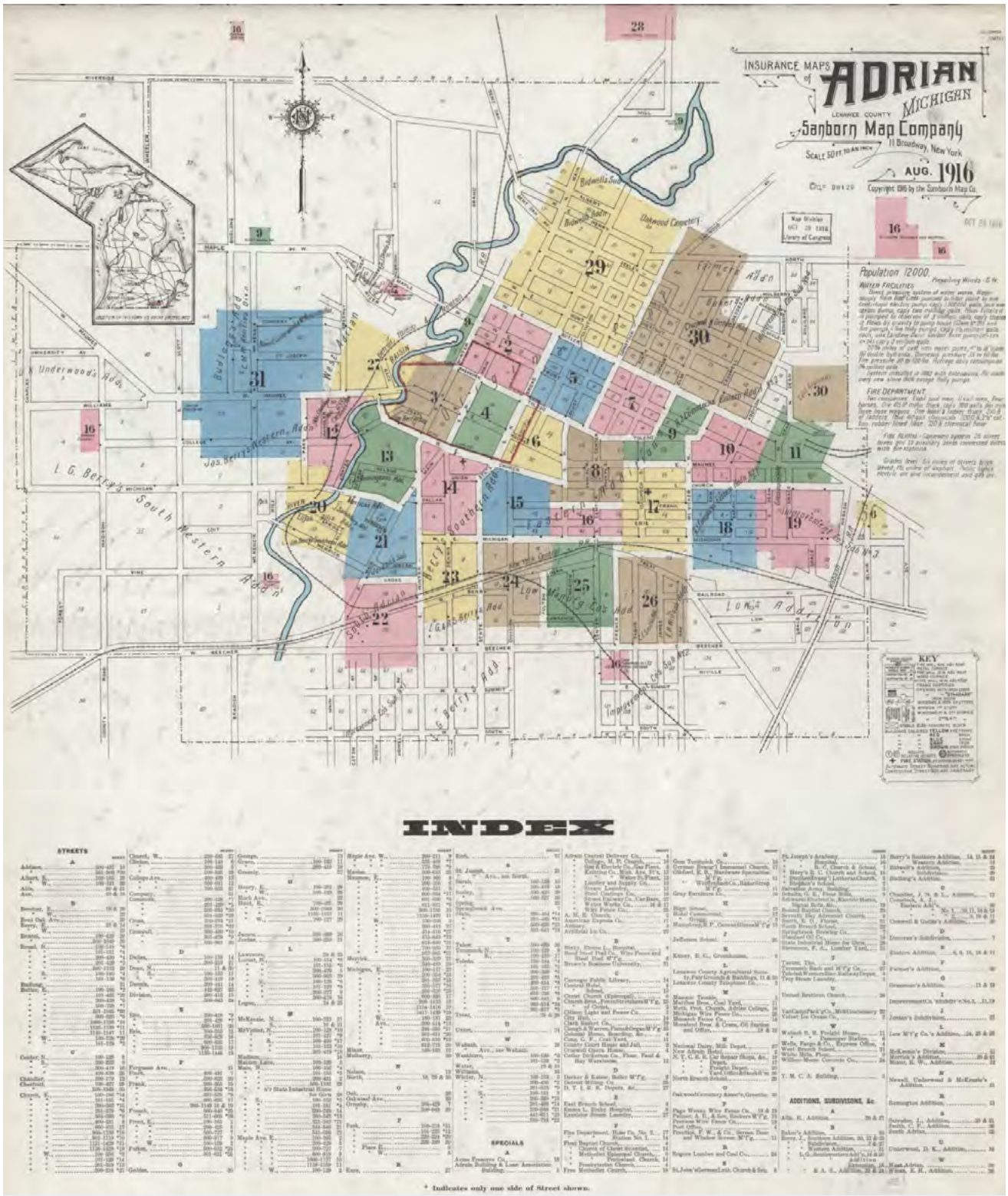
# Community History

## CITY OF ADRIAN

*Adrian, 1866 (Library of Congress)*

# Community History

**CITY OF ADRIAN**




*Sanborn Fire Insurance Map of Adrian, 1916 (courtesy United States Library of Congress)*

# Community History

## CITY OF ADRIAN

The City of Adrian was founded in 1825 by Addison Comstock, who platted the village in 1828. The city's name came from the Roman Emperor Hadrian. In 1836, Adrian's future as an important city in Lenawee County was assured when a group of financiers opened a railroad line between Adrian and Toledo. It was called the Erie and Kalamazoo, after the intended eventual destinations of its tracks, and was the first railroad in the Northwest Territory. The presence of the railroad made it possible to persuade the state legislature to move the Lenawee County seat from Tecumseh to Adrian. In addition, the Michigan Southern Railroad was built through Adrian to Chicago (completed in 1851), which significantly increased traffic of goods and people through the City. The Michigan Southern Railroad was also headquartered in Adrian, and built its repair facilities there, along Michigan Street. This spurred other industrial development in the area and more population growth.

*Main Street Post Card (Source)*

*The column of Adrian's Civil War monument in Monument Park was once part of The Bank of Pennsylvania in Philadelphia. Designed by benjamin H. Latrobe, it was the first Greek Revival building constructed in the United States. This column is the only known remaining fragment of the building. (Source: Library of Congress)*

*Sources: Interview with Dr. Charles Lindquist, April 27, 2004.*
*Lindquist, Charles N. Lenawee County: A Harvest of Pride and Promise. Chatsworth, California: Windsor Publications. 1990.*

# Community History

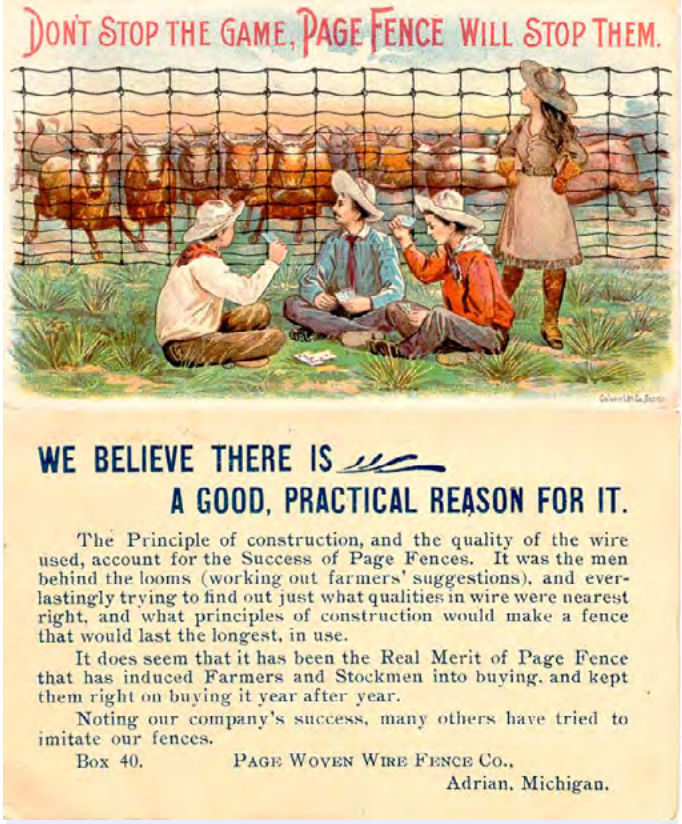
**CITY OF ADRIAN**

By 1860 Adrian was the third largest city in Michigan, with about 6,000 residents.

The mid-to-late Nineteenth Century was a great period of growth for the city. Most of the city's distinctive brick downtown buildings were constructed during this time. Many of the beautiful historic homes also date from this period. Adrian College moved to the City of Adrian in 1859 and has been a significant presence ever since. The Congregation of Adrian Dominican Sisters was founded in 1884. In 1896, the Sisters opened St. Joseph's Academy as a girls' boarding school, and in 1919 they opened St. Joseph's College (the name of the College was changed to Siena Heights in 1939).

By the end of the Nineteenth Century, the main railroad route to Chicago no longer passed through Adrian, and some of the major industrial employers had closed or diminished their facilities. Adrian then became a leader in the woven wire fence industry, with at least four major fence companies headquartered in the city. An advertisement for the Page Woven Wire Fence Company appears at right. Throughout the early Twentieth Century, metal plating companies and automobile suppliers increased their presence in Adrian. World War II contributed to a major manufacturing boom. The beginnings of Adrian's significant Latino community also occurred around this time, as many new workers were needed for the factories.

Along with the auto industry, refrigeration systems became a major industry in Adrian. Like many other manufacturing towns, through the second half of the Twentieth Century Adrian experienced the ups and downs of the economy; the 1980's were an especially difficult time as many area manufacturing facilities closed or moved their operations to cheaper locations in the south or outside the country. However, manufacturing still plays a significant role in Adrian's economy.




*Courtesy of InStone, Inc., Encinitas, CA.*
*http://www.instoneinc.com/other%20ephemera.htm*

*Main Street Post Card*

Sources: Interview with Dr. Charles Lindquist, April 27, 2004.
Lindquist, Charles N. *Lenawee County: A Harvest of Pride and Promise*. Chatsworth, California: Windsor Publications. 1990.

# Community Planning History

**CITY OF ADRIAN**

In the 1950's and 1960's, many American downtowns experienced declines in foot traffic, store occupancy, and the physical condition of buildings. Adrian was no exception to this trend, as the Adrian Mall and many other stand-alone stores were built along US 223 south of town. These stores continue to draw business from the entire county, as well as from the City of Adrian. Most of the beautiful old brick storefronts are still intact in Adrian, and the downtown has made significant strides toward recovery in the last ten years, aided by targeted redevelopment and reuse of historic properties.

As the Lenawee County seat, the largest city in the county, the largest manufacturing and commercial center in the county, home of three colleges and a major religious institution, Adrian maintains a vital place in the economy and cultural life of Southeast Michigan.

*Main Street Post Card*

# Community Planning History

CITY OF ADRIAN

Over the past decade, the City of Adrian has experienced population decline, mirroring population decline in Lenawee County at large. Townships adjacent to the county's major urban centers, Adrian and Tecumseh, experienced modest gains in population as development spread outward from the cities. New residential developments have been mostly smaller projects on 5 acres or less, with fewer than 30 units. Many of these developments have taken the form of site condominiums, and many have been attached, such as the duplexes of the Scott Cove and Wolf Ridge developments on the west side of the city. On the northwest side of the city, some homes are still being built on remaining vacant lots in older subdivisions.

In the past, many of Adrian's large older single-family homes on the east side were converted into multiple rental units. If reconversion to single family becomes widespread, other housing will be needed to accommodate students and lower-income renters, with good accessibility to the colleges and to jobs and transportation.

Commercial development and redevelopment have focused recently on the downtown area, and on rehabilitations of industrial properties to provide facilities for businesses in the new cannabis industry that is rapidly growing in Michigan in response to legalization. State and local incentives have been used in conjunction with private investment dollars to restore blighted and historic buildings in the downtown core including the Strongback Properties, the Kiwanis Trailhead Park, Chomp Burger, and the Winter Street Parking Lot.

*Duplex with single family home appearance (Giffels Webster 2020)*

*Redeveloped Chomp Burger Site (Source: Chomp Burger)*

# Community Planning History

## CITY OF ADRIAN

*Thee Old Mill, Giffels Webster 2020*

*Dairy Farmers of America facility, Giffels Webster 2020*

The City's older industrial area on the east side experienced change following the 2008 recession. Diehl, Inc., a large food processing and packaging company, invested heavily in a plant which was taken over by the Dairy Farmers of America facility in 2006. Merillat, which opened in 1946, was the largest kitchen cabinet maker in the country and was headquartered in Adrian. In 2010, they consolidated with Masco Retail Cabinet Group to create Masco Cabinetry and relocated their headquarters to Ann Arbor.

Over the last forty years, the City of Adrian has annexed some three square miles of land. The most recent annexation was a boundary squaring completed in 2003. The City has no plans for additional annexation at this time.

# 3. Regional Setting

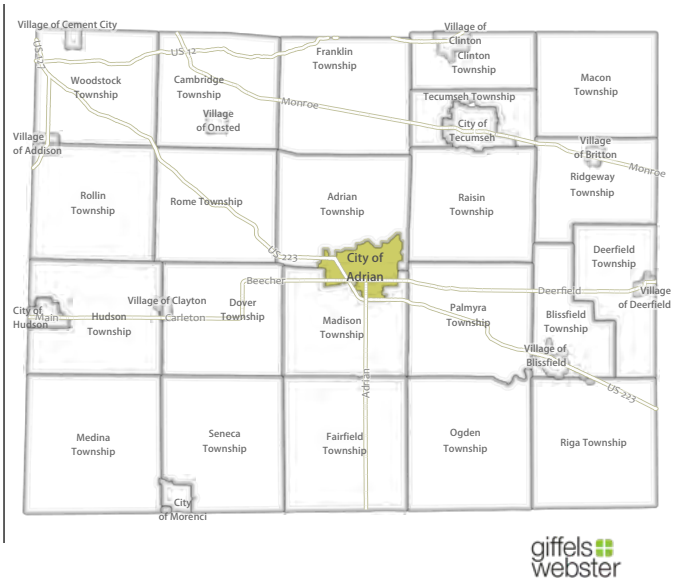
# Regional Setting

## SOUTHEAST MICHIGAN

The City of Adrian is situated in the center of Lenawee County and covers approximately 8 square miles. US Highway 223 runs southeast/northwest through the City, connecting it with Toledo via US 23 to the southeast and Jackson via US 127 to the northwest. State Route 52 provides access to Tecumseh, Clinton, Manchester, Chelsea, and I-94 to the north. M-52 also connects with US 12, which provides access to Ann Arbor, Ypsilanti, and US 23 northbound.

The City of Adrian is located approximately seventy miles from Detroit, forty miles from Toledo, thirty-five miles from Jackson, thirty-five miles from Ann Arbor and Monroe, and twelve miles from Tecumseh. Adrian Charter Township borders the City to the north, and Madison Charter Township borders the City to the south. The City is also conveniently located near several airports, including the Lenawee County Airport, Meyers Airport in Tecumseh Township, and international airports in Detroit and Toledo.

**MAP 3.1: LENAWEE COUNTY**




**MAP 3.2: ADRIAN LOCATION WITHIN MICHIGAN**

# Regional Setting

## REGIONAL PLANNING INFLUENCES - LENAWEE COUNTY

At the county level, the Lenawee County Planning Commission, with staff assistance from the Region II Planning Commission, provides land use-planning services, including the advisory review of certain township zoning and planning activities. In addition, the Region II Planning Commission provides staff resources, technical support, and land use and transportation planning services to municipalities within the County. Transportation services include the preparation of the Transportation Improvement Program (TIP), which is the schedule and budget for proposed federally funded and regionally significant transportation improvements within the region.

*Lenawee County Office Building, Giffels Webster 2020*

*Jackson County Tower Building, Region 2 Planning Commission Offices*

# Regional Setting

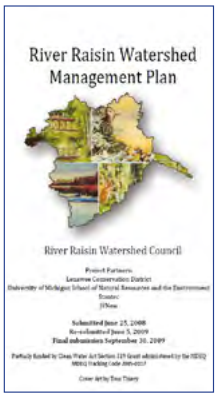
## OTHER IMPORTANT PLANS AND INITIATIVES

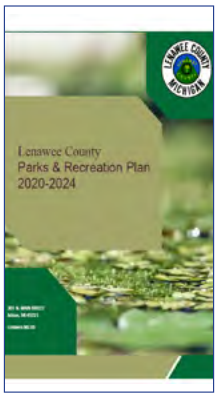
The City of Adrian actively plans for its future and has undertaken a number of planning and economic development initiatives since the adoption of the Comprehensive Plan in 2006, including two updates to that plan. Lenawee County and the regional authorities of Region II and the River Raisin Watershed have also engaged in planning efforts that directly impact Adrian and will be considered as part of this plan.

This plan is built on the foundation of these other planning and economic development initiatives undertaken by the city and various regional authorities. These include the 2006 Comprehensive Plan and amendments to that plan made in 2008 and 2015. Other planning documents considered and incorporated by this plan are:

- River Raisin Watershed Management Plan (2009)
- Connecting Lenawee Plan: A Non-Motorized Vision for Lenawee County (2015)
- The MDOT/MDHHS Active Transportation Project (2019)
- Lenawee County 2020-2014 Parks and Recreation Plan
- Reinvent Downtown Adrian Plan (2019)
- Downtown Adrian Retail Market Analysis (2014)
- Adrian Public Engagement Strategy (2020)
- Adrian Community Health Needs Assessment (2016-2019)
- Region 2 Comprehensive Economic Development Strategy (CEDS) 2017-2021
- The city's participation in the Rising Tide program
- 2018-2019 Adrian Strategic Plan
- Marketing plan for downtown missing middle housing
- 2021 Adrian-Tecumseh SmartZone Final Report

Each of these documents is briefly summarized in Appendix A to the City of Adrian Comprehensive Plan.



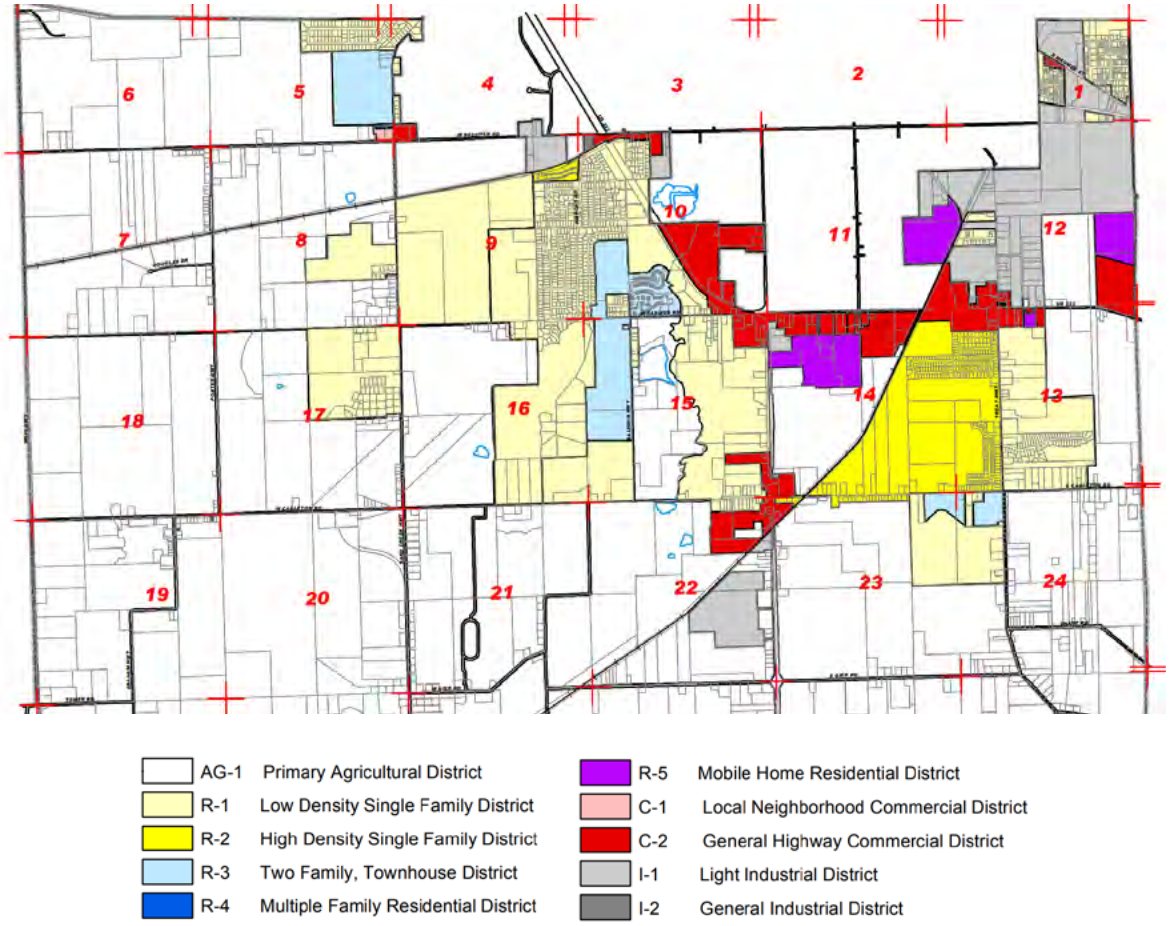
# Regional Setting

## PLANNING IN NEIGHBORING COMMUNITIES

In addition to the wider regional influences given above, planning and zoning efforts in neighboring communities can influence the city's growth and development. It is critical for a community to be aware of its neighbors' long-range goals and objectives. The City of Adrian has common borders with Adrian Charter Township and Madison Charter Township. It is important to know what plans these adjacent communities have adopted, and if they will have any impact on the City. This information will be useful as the City of Adrian determines its future land use arrangement.

**MADISON TOWNSHIP** updated the land use map in 2011 with the assistance of the Region 2 Planning Commission. Madison Township represents the southern border of the City of Adrian and contains a mixture of uses. Most common along the northern border of Madison Charter Township is the agricultural district. There are several low density single family housing developments as well as a large portion of the township's general highway commercial zones sharing a boundary with the City of Adrian. The northeast portion of Madison Charter Township also has large light industrial areas and three mobile home residential developments. Generally, the mix of uses is compatible with the city and more intense uses are aligned with S Adrian Highway and US 223.

MAP 3.3 : ZONING MAP: MADISON TOWNSHIP

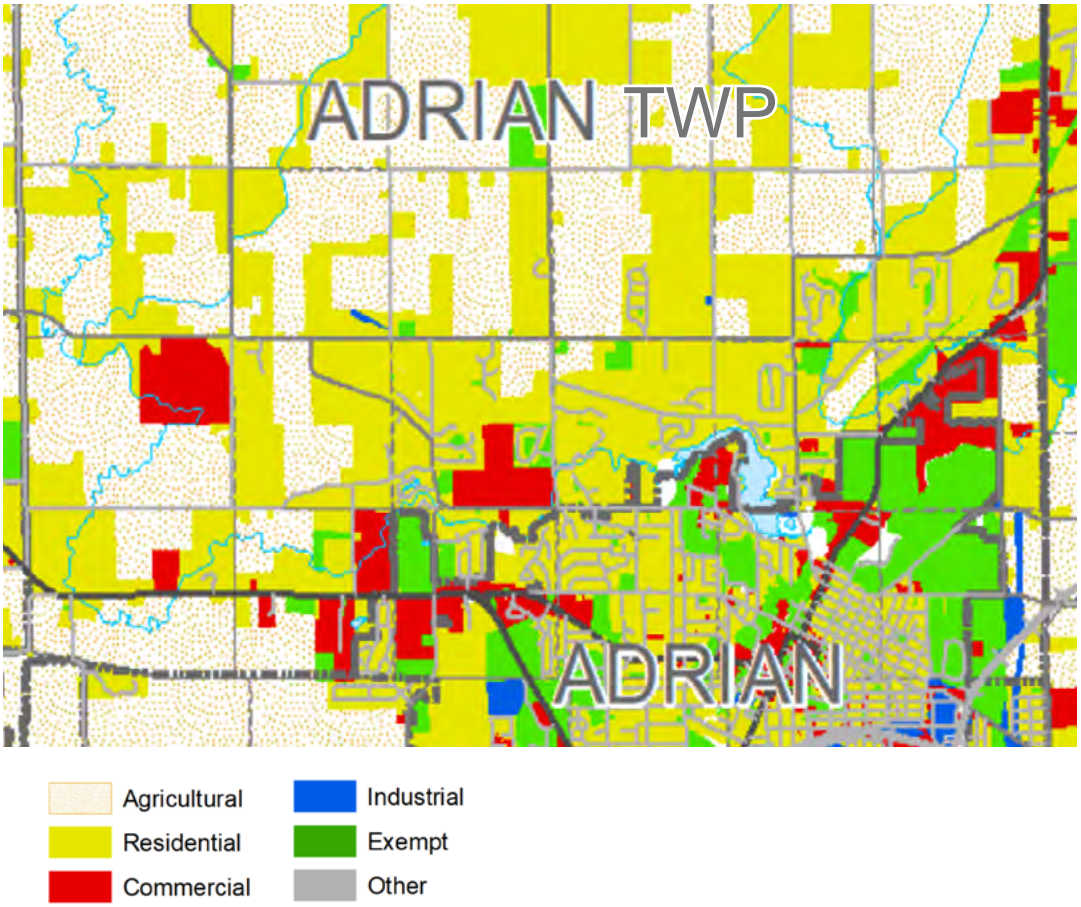


# Regional Setting

## PLANNING IN NEIGHBORING COMMUNITIES

**ADRIAN CHARTER TOWNSHIP** is to the north of the City of Adrian. Land use designations were created for the township in 2020 by the Region 2 Planning Commission. The method for determining the township's land use was based on property assessments. Properties along the border are mostly zoned for low density residential uses. There are a few areas with commercial designation at the southwest corner of Adrian Charter Township. Agricultural and industrial uses are located on the southeastern side of the township and align with the industrial uses in Madison Charter Township and the City of Adrian.

**MAP 3.4 : ZONING MAP: ADRIAN CHARTER TOWNSHIP**



# 4. Demographics

# Demographics

## POPULATION TRENDS

Understanding the demographics of a community is vital to sound policy making and planning. Demographic trends have direct effects on the local economy and the built environment, driving demand for housing, employment, public facilities, physical infrastructure, and commercial uses. Comprehensive Plans rely on demographic analysis to prepare for and address the issues and demands facing a community in the present and the future.

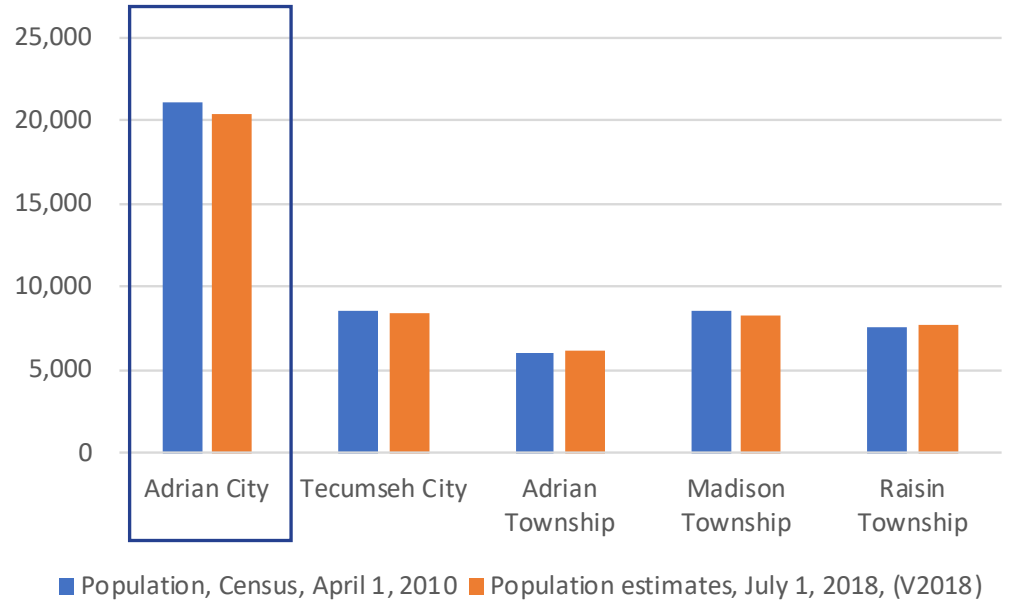
The demographic composition of the City of Adrian incorporates data about race, age, housing, population trends, income, education, and employment. By comparing the City of Adrian's demographic characteristics to those in neighboring communities, the county, and the state stakeholders can achieve a comprehensive understanding of the city. As of 2018, the estimated total population for Adrian is 20,400. The population of the city has decreased slightly since 2010, when the population was 21,554. Proper planning for the future must consider the composition of the population and consider its likely future composition. Understanding where the City of Adrian has been and where it is likely to go is essential to projecting future needs.

**INTERACTIVE COMMUNITY PROFILE DATA**

The link above connects to interactive charts and graphics related to the Adrian Community Profile.

Over half of the county population is concentrated in the urbanizing Clinton, Tecumseh and Adrian corridor. The population of the area surrounding Adrian is not increasing, though certain townships have seen moderate growth; this may reflect a trend of greater suburbanization on the fringes of the local cities. Adrian and the surrounding communities appear to have similar age distribution within their populations. Adrian easily has the highest population density of any community in the area.

**FIG. 4-1. POPULATION GROWTH (2010 -2018)**




Source: ACS Data, 2018

# Demographics

## POPULATION COHORT ANALYSIS

Adrian has almost equal distribution of male and female population on average. As is typical, females outnumber males in the oldest age groups. Adrian's population is characterized by large college-age cohorts, owing in part to the presence of higher education institutions. Interestingly, the 15-19 and 20-24 cohorts skew more male than most other age cohorts in the city, despite the fact that Adrian College, with an enrollment of 1,817 is 52% male, and larger Siena Heights University, with approximately 1,200 undergraduate students on the Adrian campus, has a 58% female student population. This suggests that a large portion of Adrian's local population in these age groups is male, a fact that may be related to employment opportunities in local industry.

FIG. 4-2.POPULATION DISTRIBUTION BY AGE AND SEX

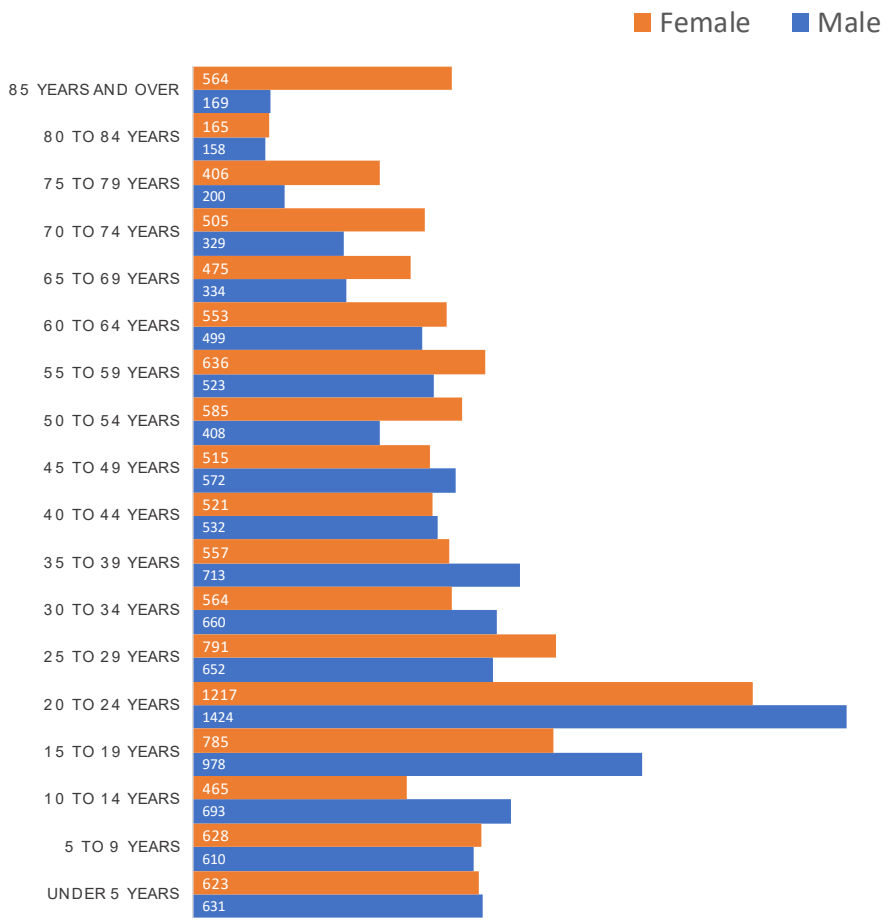



FIG. 4-3. POPULATION BY AGE AND SEX

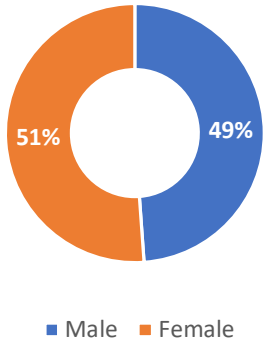
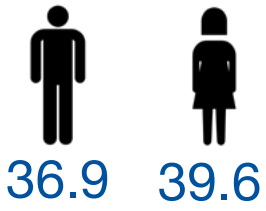



FIG. 4-4. MEDIAN AGE BY AGE AND SEX



# Demographics

## POPULATION COHORT ANALYSIS

The graph below compares the populations of seniors and minors in Adrian to surrounding communities, two age groups that are less likely to be primary earners for a household. Fifty percent of workers in the city are between 30-55 years old. By and large, Adrian and surrounding communities have similar age distributions within their populations.

FIG. 4-5. POPULATION GROWTH (2010 -2018)

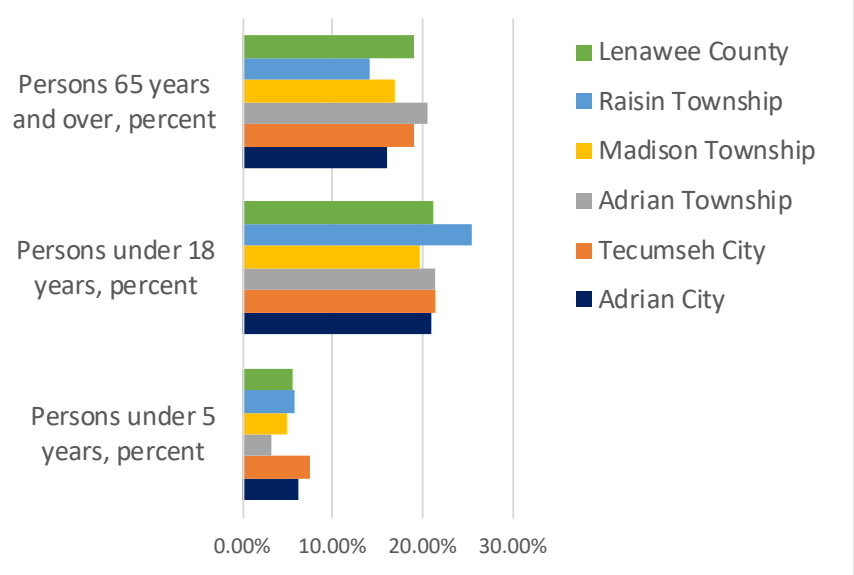



TABLE 4.1.POPULATION TRENDS

| | Adrian City | Tecumseh City | Adrian Township | Madison Township | Raisin Township | Lenawee County | Michigan State |
|---|---|---|---|---|---|---|---|
| Population, Census, 2010 | 21,133 | 8,521 | 6,035 | 8,621 | 7,559 | 99,892 | 9,883,640 |
| Population estimates, 2018 | 20,423 | 8,390 | 6,211 | 8,310 | 7,739 | 98,266 | 9,995,915 |
| Population, percent change | -3.60% | -1.00% | 3.80% | -3.60% | 2.10% | -1.60% | 1.10% |
| Persons under 5 years, percent | 6.10% | 7.50% | 3.30% | 5.00% | 5.70% | 5.50% | 5.70% |
| Persons under 18 years, percent | 20.90% | 21.40% | 21.40% | 19.60% | 25.50% | 21.10% | 21.70% |
| Persons 65 years and over, percent | 16.00% | 19.10% | 20.40% | 16.80% | 14.00% | 19.00% | 17.20% |
| Female persons, percent | 51.10% | 50.50% | 52.00% | 40.50% | 50.90% | 49.50% | 50.80% |
| Population per square mile, 2010 | 2,657 | 1,494 | 177 | 283 | 209 | 133 | 174 |
| Land area in square miles, 2010 | 7.95 | 5.7 | 33.99 | 30.39 | 36.13 | 749.56 | 56,538.90 |

# Demographics

HOUSEHOLDS

## Households

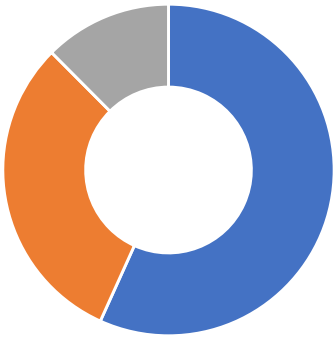
Over half of households are families with children under 18 years of age. The average household size is lower than the national average of 2.58 persons per household. The student population may account for some of the difference. Married-couple families account for 56% of all families.

2.38
Persons per Household

54.4%
Owner Occupied Housing Unit Rate

$46,734
Median Family Income

FIG. 4-6. HOUSEHOLD DISTRIBUTION



- Married-couple families
- Female householder, no husband present
- Male householder, no wife present

TABLE 4.2. HOUSEHOLD DISTRIBUTION

| | Number of Families | Median Family Income |
|---|---|---|
| Total Number of Families | 4,146 | $46,734 |
| W/ own children of householder <18 years | 2,105 | $41,887 |
| W/O own children of householder <18 years | 2,041 | $50,897 |
| Married-couple families | 2,353 | $59,171 |
| With own children <18 years | 912 | $61,346 |
| Female householder, no husband present | 1,276 | $25,703 |
| With own children < 18 years | 872 | $22,418 |
| Male householder, no wife present | 517 | $46,021 |
| With own children <18 years | 321 | $46,403 |

# Demographics

RACE

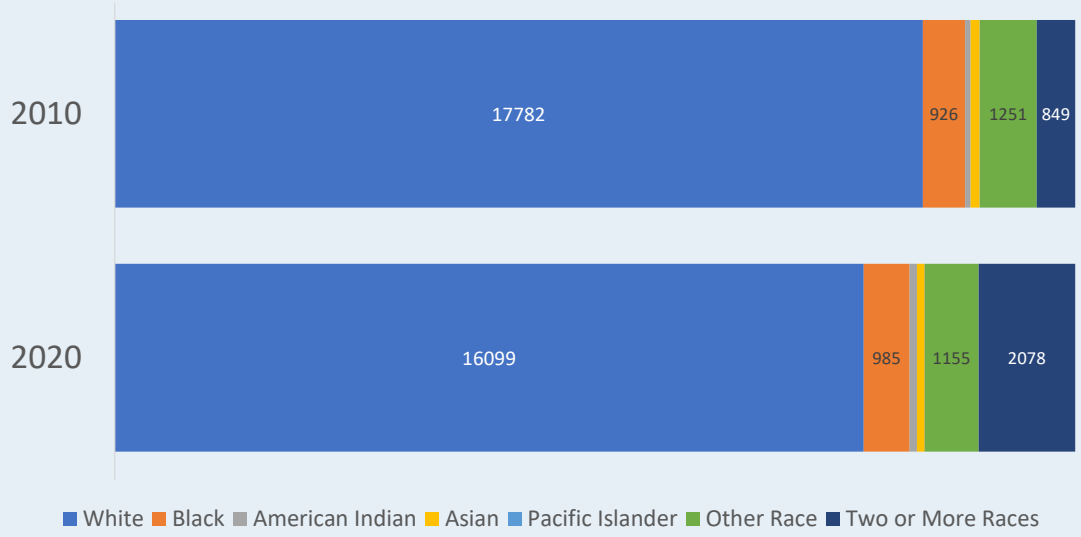
## Race

The City of Adrian is 87% white, with Black, Hispanic and multi-racial comprising the most common non-white ethnic and racial groups in the community. The city and Madison Township are considerably more racially and ethnically diverse than other surrounding municipalities. Adrian in particular has a large Latino population comprising a much larger portion of the population than in Michigan generally. This may speak to a need to offer more translation services than most Michigan cities.

TABLE 4.3. RACE DISTRIBUTION BY COMMUNITY - 2018 ACS ESTIMATES

| | White alone | Black or African American alone | American Indian and Alaska Native | Asian | Native Hawaiian and Other Pacific Islander | Two or More Races |
|---|---|---|---|---|---|---|
| **Adrian City** | **87.3%** | **5.7%** | **0.3%** | **0.2%** | **0.0%** | **3.3%** |
| Tecumseh City | 97.1% | 0.1% | 0.6% | 0.3% | 0.0% | 1.8% |
| Adrian Township | 97.5% | 0.0% | 0.0% | 0.4% | 0.0% | 1.6% |
| Madison Township | 81.4% | 12.6% | 0.0% | 0.0% | 0.0% | 0.0% |
| Raisin Township | 95.1% | 0.0% | 0.0% | 0.5% | 0.2% | 3.8% |
| Lenawee County | 93.7% | 3.0% | 0.6% | 0.5% | 0.0% | 2.1% |
| Michigan State | 79.3% | 14.1% | 0.7% | 3.4% | 0.0% | 2.5% |
| United States | 76.5% | 13.4% | 1.3% | 5.9% | 0.2% | 2.7% |

FIG.4-7. PERCENT CHANGE IN RACE DISTRIBUTION FROM 2010 TO 2020




| White | Black | American Indian | Asian | Pacific Islander | Other Race | Two or more races | Total |
|---|---|---|---|---|---|---|---|
| -9.5% | 6.4% | 27.6% | -15.6% | 0% | -7.7% | 144.8% | -2.3% |

Full 2020 Decennial Census data was not available at the time this plan was prepared. However, a basic racial breakdown and total population figure was available and has been used create this figure.

# Demographics
EDUCATION & TECHNOLOGY

## Educational Attainment

Though Adrian is associated by many with its institutions of higher learning, educational attainment among residents is low for the region. The percentage of residents with a bachelor's degree or higher is roughly half the national average, and the rate of high school graduation is also lower than the national average of 88.6%. A population's overall educational attainment is an indicator of overall earning potential and the type of employer that can be attracted to the community.

FIG. 4-8. EDUCATIONAL ATTAINMENT: ADRIAN

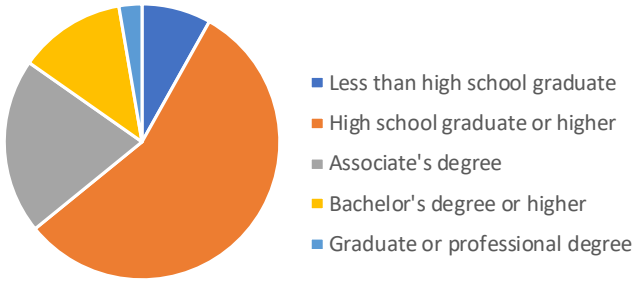
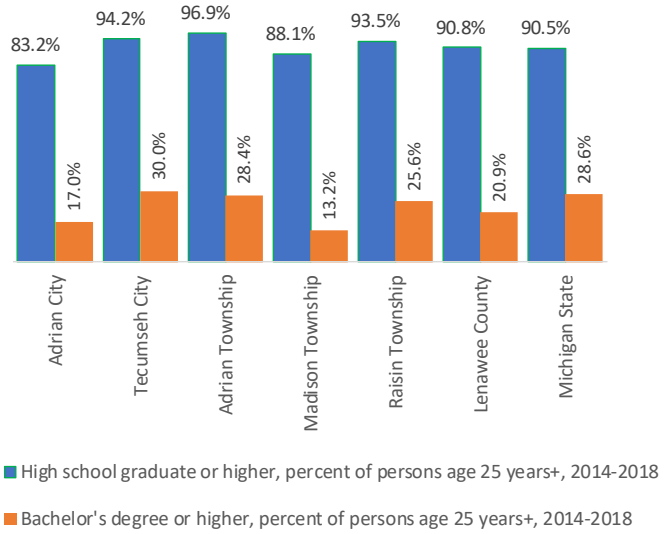



FIG. 4-9 EDUCATIONAL ATTAINMENT SURROUNDING COMMUNITIES




## Access to Technology

A quarter of Adrian households lack Internet access. This lack of connectivity affects the ability of a large portion of the population to access services online and may require the provision of more in-person services and resources, as well as places where unconnected residents may be able to use public resources to go online, such as a library or school. In 2020, it is also possible that some residents without household access to the Internet can still go online using a cellular phone.

74%

Households with Internet

85%

Households with a Computer

Source: ACS data, 2019

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# 5. Economy and Workforce

# Economy and Workforce

CITY OF ADRIAN

Identifying trends in employment can help a community project future need for land for certain use categories and assess potential opportunities for economic development. This section provides a brief overview of the city's existing economic base. This plan also includes a market study that looks deeply at commercial demand and employment.

The top five sources of employment in the City are healthcare, education, retail, public administration and manufacturing. Of these, manufacturing declined dramatically since 2002, with a 53% reduction in employment. It is followed by retail with a 41 percent decline. As the nature of employment changes in the area, it will be important to identify programs that can help residents transition to new careers, and economic development efforts will need to recognize where skills present in the community are underutilized.

FIG. 5.1. EMPLOYMENT DISTRIBUTION OVER TIME: ADRIAN

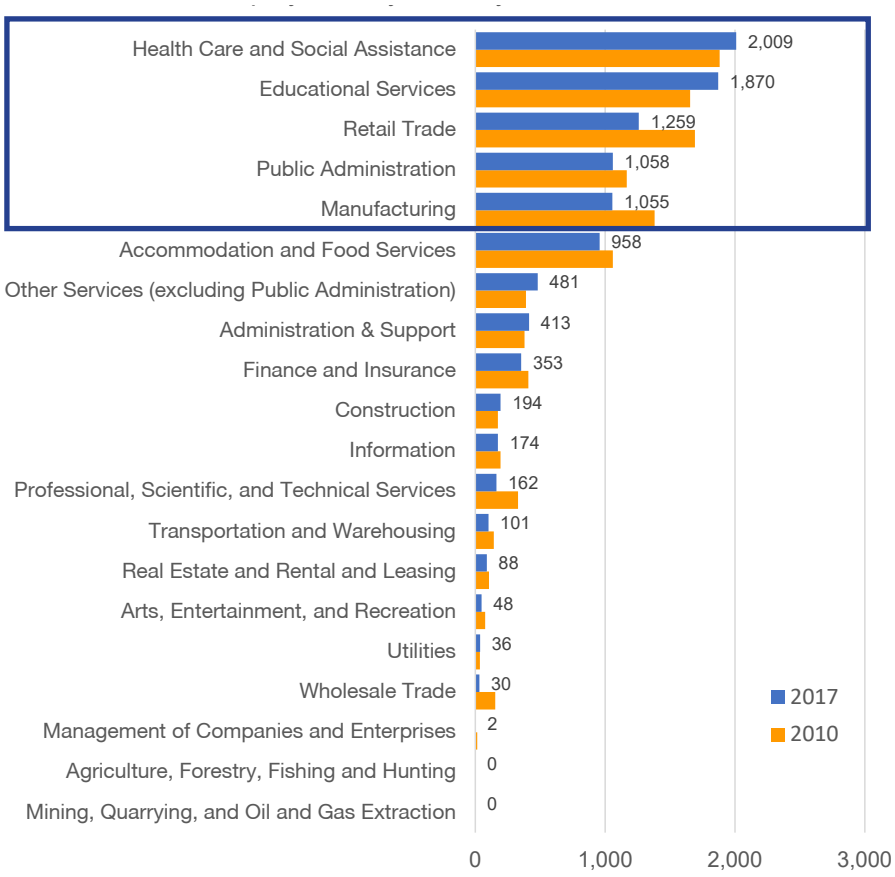
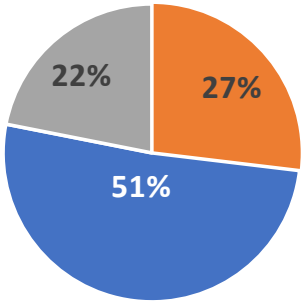



FIG. 5.2. WORKER AGE



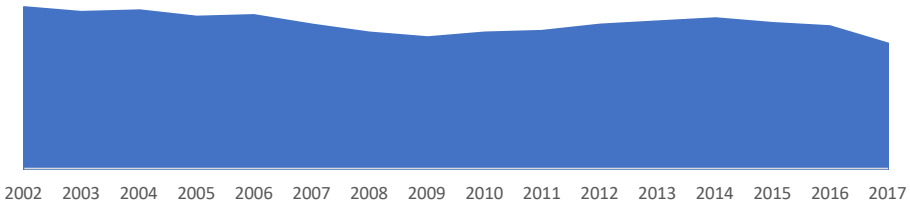

Age 29 or younger
Age 30 to 54
Age 55 or older

A majority of workers residing in the city are between the ages 30 to 54.

# Economy and Workforce

## EMPLOYMENT & WORKFORCE`

FIG. 5.3. EMPLOYMENT GROWTH FROM 2002 TO 2017




Total employment in the city was at its highest in 2002 (13,304 jobs). Employment steadily declined to a low point in 2009 (10,871 jobs) before rebounding slightly after the Great Recession. Since peaking again in 2014, employment has slowly declined. As of 2017, total employment was below 2009 numbers (10,291 jobs).

TABLE 5.1. EMPLOYMENT SECTORS (2002, 2010 AND 2017)

| | 2017 | | 2010 | | 2002 | | Percent change from 2002 till 2017 |
|---|---|---|---|---|---|---|---|
| | Count | Percent Share | Count | Percent Share | Count | Percent Share | |
| **TOTAL JOBS** | **10,291** | | **11,231** | | **13,304** | | |
| Health Care and Social Assistance | 2,009 | 20% | 1,881 | 17% | 2,050 | 15% | -2% |
| Educational Services | 1,870 | 18% | 1,655 | 15% | 1,561 | 12% | 20% |
| Retail Trade | 1,259 | 12% | 1,692 | 15% | 2,134 | 16% | -41% |
| Public Administration | 1,058 | 10% | 1,166 | 10% | 1,308 | 10% | -19% |
| Manufacturing | 1,055 | 10% | 1,381 | 12% | 2,240 | 17% | -53% |
| Accommodation and Food Services | 958 | 9% | 1,058 | 9% | 822 | 6% | 17% |
| Other Services (excluding Public Administration) | 481 | 5% | 390 | 4% | 485 | 4% | -1% |
| Administration & Support, Waste Management and Remediation | 413 | 4% | 379 | 3% | 501 | 4% | -18% |
| Finance and Insurance | 353 | 3% | 408 | 4% | 578 | 4% | -39% |
| Construction | 194 | 2% | 174 | 2% | 509 | 4% | -62% |
| Information | 174 | 2% | 193 | 2% | 230 | 2% | -24% |
| Professional, Scientific, and Technical Services | 162 | 2% | 328 | 3% | 236 | 2% | -31% |
| Transportation and Warehousing | 101 | 1% | 142 | 1% | 144 | 1% | -30% |
| Real Estate and Rental and Leasing | 88 | 1% | 104 | 1% | 125 | 1% | -30% |
| Arts, Entertainment, and Recreation | 48 | 1% | 76 | 1% | 99 | 1% | -52% |
| Utilities | 36 | 0% | 34 | 0% | 42 | 0% | -14% |
| Wholesale Trade | 30 | 0% | 152 | 1% | 219 | 2% | -86% |
| Management of Companies and Enterprises | 2 | 0% | 15 | 0% | 2 | 0% | 0% |
| Mining, Quarrying, and Oil and Gas Extraction | 0 | 0% | 0 | 0% | 11 | 0% | -100% |
| Agriculture, Forestry, Fishing and Hunting | 0 | 0% | 3 | 0% | 8 | 0% | -100% |

# Economy & Workforce

INCOME

## Income

Adrian has a median household income of $37,075, which is approximately 33% lower than the county and the state median. The city has a poverty rate of 23%, which is 65% higher than the surrounding communities as well as county and the state. A portion of the city's poverty rate can be explained by students who do not have income or have very low income.

## Monthly Income

Adrian's median income translates to a monthly income of approximately $3,000. About 36% of total residents earn more than $3,300 per month in the city.

FIG. 5.4. INCOME & POVERTY LEVELS: SURROUNDING COMMUNITIES

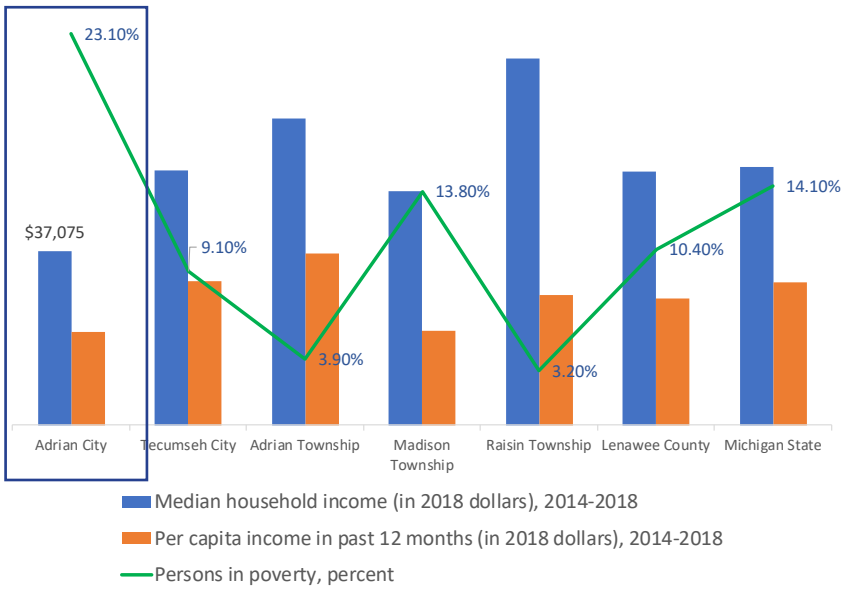



FIG. 5.5. EARNINGS PERCENT DISTRIBUTION

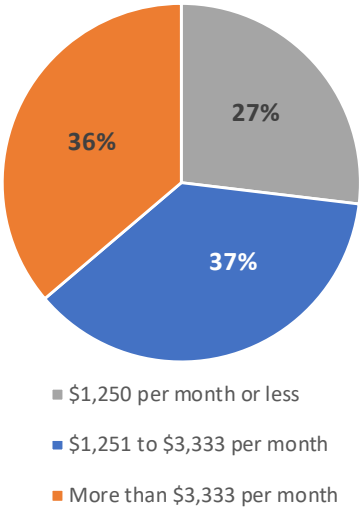



TABLE 5.2. HOUSING DATA BY COMMUNITY

| | Median household income (in 2018 dollars), 2014-2018 | Per capita income in past 12 months (in 2018 dollars), 2014-2018 | Persons in poverty, percent |
|---|---|---|---|
| **Adrian City** | **$37,075** | **$19,884** | **23.1%** |
| Tecumseh City | $54,052 | $30,633 | 9.10% |
| Adrian Township | $65,245 | $36,384 | 3.90% |
| Madison Township | $49,755 | $20,067 | 13.8% |
| Raisin Township | $77,981 | $27,577 | 3.2% |
| Lenawee County | $53,972 | $26,958 | 10.4% |
| Michigan State | $54,938 | $30,336 | 14.1% |

$19,884
Per-capita Income

$37,075
Median Income

23%
Poverty Rate
(County: 10.40%)

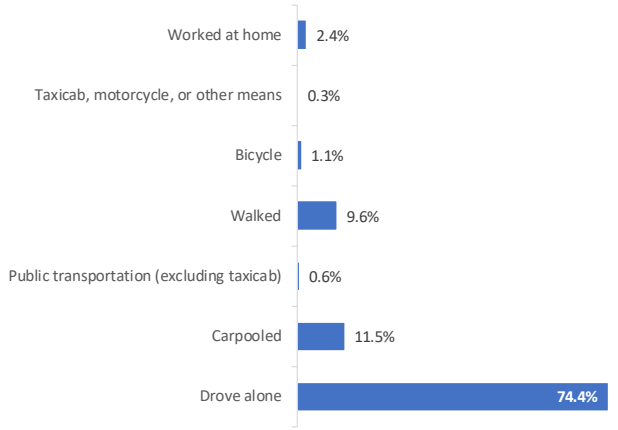
# Economy and Workforce

WORKFORCE COMMUTE PATTERNS

## Mode of Travel

In 2017 there were 10,291 workers employed in the city, 21.6% of whom also live in the city. Tecumseh and Ann Arbor are the most common places of employment for Adrian residents outside the city. In Adrian, the most common mode of travel to work is by car (approximately 75%). This is followed by carpooling at 11.5%. A very small percentage of workers currently use transit (0.6%). About 11% of residents use the non-motorized network to commute. Improving the non-motorized network could reduce overall commuting by car.

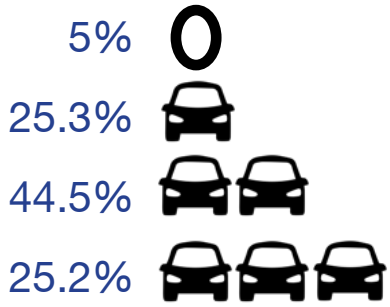
FIG. 5.6. MODE OF TRAVEL




## Car Ownership

In Adrian, there are a total of 8,233 workers over 16 years of age in households. A majority of households (44.5%) have two cars available. A small number do not own any motor vehicle.

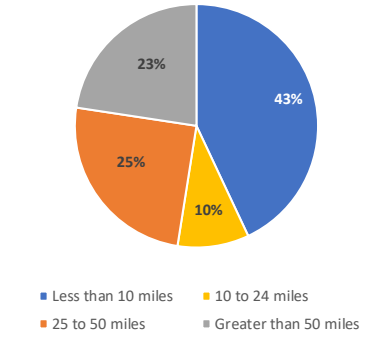
FIG. 5.7. CAR OWNERSHIP




## Travel Times

Research has indicated that the amount of time spent commuting impacts quality of life. Adrian residents generally have short commute times relative to other Americans, with 57% of residents traveling less than fifteen minutes. The average worker spends about 20 minutes commuting to work, which is approximately 25% less than the county mean (27) and United states (26.1). Only 20% of people have commute times ranging between 30 to 60 minutes, while 23% of worker have commutes greater than 60 minutes.

FIG. 5.8.TRAVEL TIMES




## Daytime Population

Adrian experiences an increase in its population during the daytime, as the number of workers that leave the city for work is less than the number that come to the city for work. Overall, the city's daytime population is about 11% greater than its permanent population.

FIG. 5.9. WORKERS INFLOW/OUTFLOW

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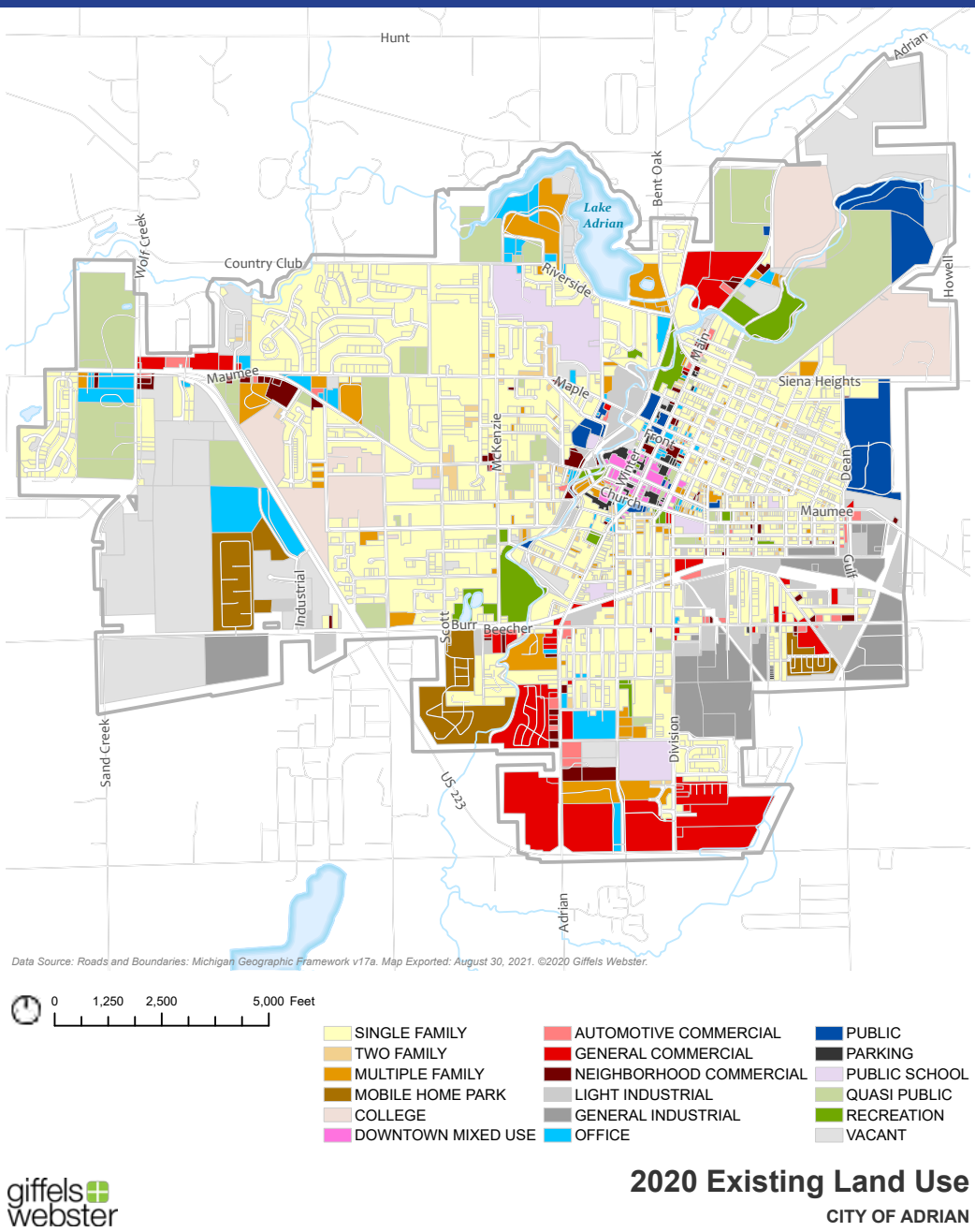
# 6. Existing Land Use

# Existing Land Use

## LAND USE IN CITY OF ADRIAN

Change in land use since 2004 in Adrian has been primarily related to changes on specific sites, rather than overall changes in large areas of the city. Turnover in industrial uses, some infill projects, and the recovery of commercial use in Downtown Adrian, were among the primary drivers of land use change during the period following the last Comprehensive Plan. In 2019, the Planning Commission reviewed 11 site plan applications, 11 special land use development applications, and 7 text amendments, including 2 rezonings.

**MAP 6.1: 2004 EXISTING LAND USE**



# 7. Community Facilities and Services

# Community Facilities and Services

CITY OF ADRIAN

## Police Department

The City of Adrian utilizes a 31-member force which includes patrol officers, detectives, and school liaison offers, among others. The Adrian Police Department receives approximately 20,000 calls for service annually. The department facilitates several community programs including college internships, gun safety programming, property identification equipment lending, safety city for kindergarten students, and a ride along program.

## Fire Department

The City of Adrian is served by the Adrian Fire Department. The department has an 28-member force and operates out of one station located on South Main Street. The Adrian Fire Department is trained to provide high-quality fire response as well as technical rescue, fire inspection, and fire investigation. This department receives an average of 2,500 requests for service annually. The Adrian Fire Department is part of the Lenawee County Mutual Aid Agreement which allows municipalities to send and receive aid to communities within the county during disaster responses or emergencies.

## Community Events

The City of Adrian supports community events and entertainment in a number of ways. The Adrian City Band is the second longest-playing community band in the country and has provided free concerts to the public for 183 seasons. In addition, the Adrian Symphony Orchestra and The Croswell Opera House operate within the city providing concerts and shows for residents and the regional community. Adrian's Art Discovery program encourages engagement with public art by placing fourteen interchanging sculptures from various artists throughout the downtown footprint.

# Community Facilities and Services

CITY OF ADRIAN

## Colleges and Universities

The City of Adrian is home to three higher education institutions, Jackson College at the Tech Center , Adrian College and Siena Heights University. Approximately 4,100 students attend the colleges and university within the city.

## Hospitals

The Promedica Bixby Hospital in the northern part of the city closed in 2020, replaced by a new facility further north outside city limits. This hospital is a resource for the larger Lenawee County area providing a wide range of health care services for the community. The old hospital campus presents a potential redevelopment opportunity for the city.

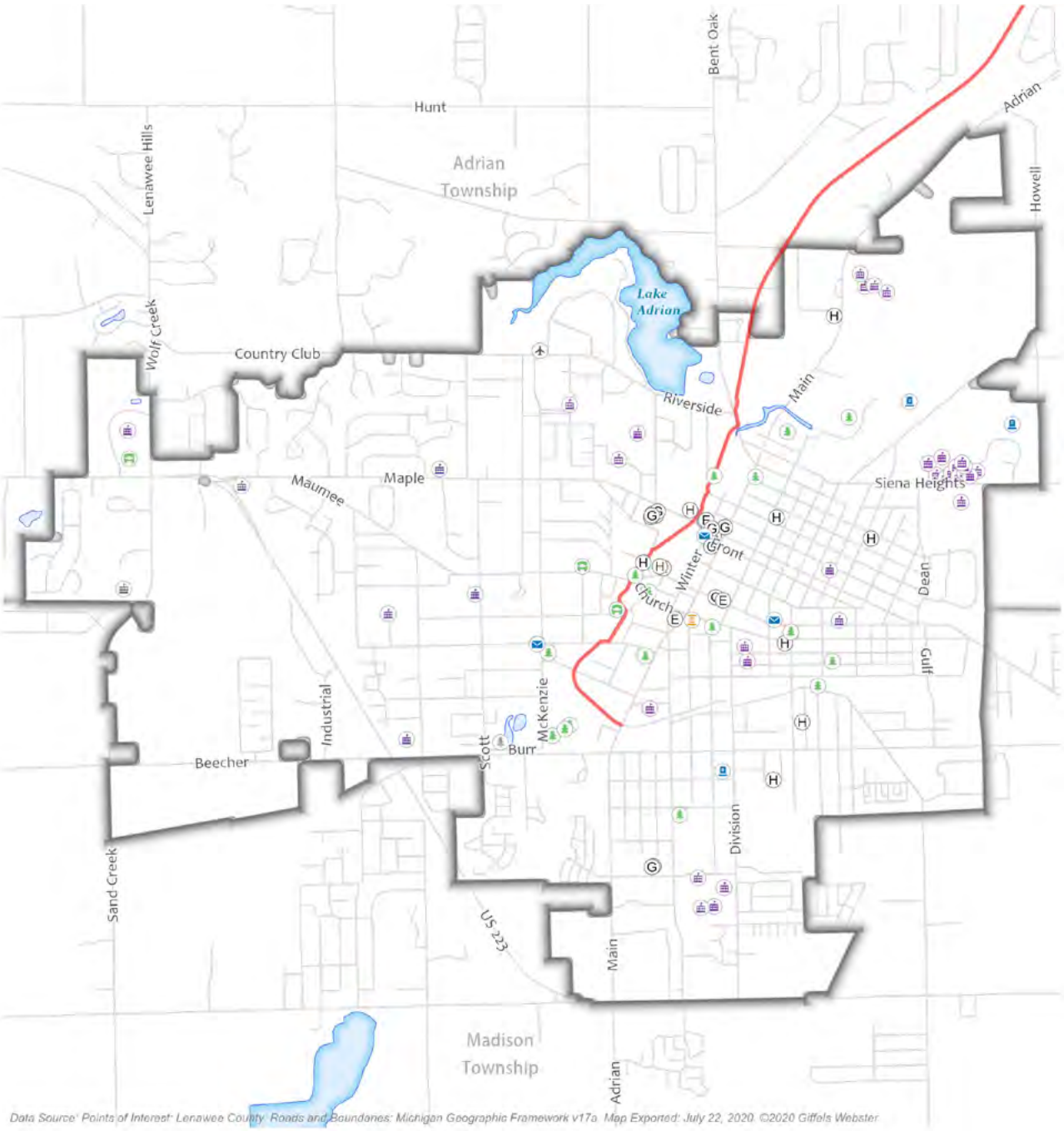
## Parks

There are 12 parks located in the City of Adrian: Riverside Park, Comstock Park, Trestle Park, West Park, Island Park, Deerfield Park, Monument Park, Dana Park, Dunlap Park, Parrish Park, Fee Park, and Burr Ponds Park. Island Park includes a dog park and skate park. The park system also includes Heritage Park, which is outside city limits. The Kiwanis Trail connects several Adrian parks and also connects the city to nearby Tecumseh. The parks include many amenities such as walking paths, playground areas, fishing piers, basketball and volleyball courts, baseball fields, floral gardens, picnic tables, barbecue capabilities, gazebos, an outdoor amphitheater, and accessible parking. In partnership with the YMCA, the City of Adrian also offers recreation at the Bohn Community Pool. The Lenawee County Fairgrounds are partially within city limits.

*Adrian College, Giffels Webster 2020*

*Trestle Park, Giffels Webster 2020*

## MAP 7.1: COMMUNITY FACILITIES




0 1,500 3,000 6,000 Feet

- Airport
- Cemetery
- Education
- Emergency Services
- Government
- Historic
- Museum
- Park
- Post Office
- Recreation
- Trails

giffels webster

**Community Facilities**

**CITY OF ADRIAN**

# 8. Economic Assessment

# Economic Assessment

IMPACTING FACTORS

The following is a short synopsis of the economic assessment findings and conclusions prepared for this comprehensive plan update, outlining a range of opportunities for Adrian. The evaluation is based on historical data, a survey of area residents conducted during this effort, property trends, and other information. It assesses current and probable future conditions for both residential and non-residential activity. It considers the economic disruption caused by the 2020 COVID pandemic as an aberration and does not model long-term trends on the basis of conditions during the pandemic.The Economic Development Toolbox and full economic assessment survey data are included in Appendix E and F, respectively.

## National and Local Factors Impacting Economic Development

### Demographics and other Changes

1. Birth, fertility and marriage rates have fallen to the lowest level in the history of the country (since rates were first recorded).
2. The average age of residents continues to increase.
3. The two fastest growing components of the population - the over-65 population and younger adult households - are increasingly seeking and participating in passive and other recreational activity and new forms of entertainment.
4. The young adult population relocates and shifts employment at a faster pace than any previous generation.
5. Growing household income differences will drive increased market segmentation.

### Changes in manufacturing and technology

1. Manufacturing is changing significantly through changing technology and technological applications.
2. Internet sales will continue to grow at a rapid pace.
3. Additive manufacturing will diminish the need for inventory storage on-site at retail operations.
4. On demand production will change the basic retail fabric.

### Essential Local Factors

1. The city and surrounding areas have a fairly stable population, and roughly 20% of Lenawee County's population lives in Adrian.
2. Adrian has lower median housing values than surrounding communities, but also lower overall housing costs and a wider variety of housing options. Ownership rates are low relative to the United States and Lenawee County.
3. Institutions of higher learning are a source of local stability, and the community has maintained access to a high-quality hospital system.
4. Changes in industrial occupancy have led to substantial long-term vacancy in these properties.

# Economic Assessment

FOCUS AREAS

While Adrian has utilized many available economic development tools, future success will depend upon taking advantage of opportunities and focusing on mitigating issues that diminish the City's long-term economic viability. Issues that exist include aging of the population, limited new business development, and commercial rent levels that impede reinvestment.

Availing the community of the opportunities and utilization of the available tools requires focusing to effectively and efficiently utilize limited human and fiscal resources. Also, some potential changes in policies and legislative activity may be necessary. The following suggestions are made to enhance economic and fiscal viability. For resources to support these recommendations, consult the Economic Development Toolbox in the Appendix of this plan.

## Economic development activity should be focused on the following

1. Expansion of Housing Opportunities
2. Code Enforcement to Stimulate Non-residential Investment
3. Expansion of Cooperative Property Owner Collaboration
4. Creation of Temporary Space Expansion
5. Entrepreneurship
6. Local "Crowdfunding" and Other Private Local Investment
7. Recruitment of Outside and Local Developer Investment Interests

# Economic Assessment

FOCUS AREAS

### 1. Expansion of Housing Opportunities.

Adrian is seeing a modest decline in population, a relatively stable number of housing units, and a growing population 65 years of age or older. Before the Great Recession, Adrian saw both single-family and multi-family housing unit growth, both of which have slowed significantly since 2011.

As defined, there is ample opportunity to capture new households through growth in the housing stock. Adding households significantly impacts the community's economic viability by expanding the internal commercial market and holding existing seniors in the community by accommodating them in appropriate housing, potentially freeing existing senior occupied units for younger households, creating new work environments, expanding tax revenues without changes in rates, and others.

A focus on housing expansion is likely to be the one activity that would have the most substantial economic impact on Adrian. Employment of tools that can assist first-time homebuyers, homeownership stimulation, and zoning and other regulations that foster walkability and community continuity are keys.

### 2. Code Enforcement to Stimulate Non-residential Investment.

Codes should be enforced to the same standard whether buildings are occupied or unoccupied. When unoccupied, enforcement increases the cost of sitting on the property and not leasing at rates that can at least compensate or cover the costs of maintenance. Sometimes it can cause a change in ownership of property that otherwise would sit unoccupied. In either case, there is a direct benefit to the community of enforcement, whether or not occupied. Residential code enforcement helps to support residential character and housing market viability. Interior and exterior commercial code enforcement can stimulate reinvestment in Adrian, even if legislative changes are required.

### 3. Expansion of Cooperative Property Owner Collaboration.

Vacancies are likely to rise in the short-term, and commercial rent levels remain low due to Covid-19 and outside competitive factors. In other Michigan communities, local property owner interests have worked and are working collectively by minimizing short-term returns (rent) for long-term viability. Deals can be made so rent levels are virtually non-existent initially and grow as revenues and tenure expand. Business attraction, viability, and longevity are enhanced, and long-term property ownership return-on-investment increased.

### 4. Creation of Temporary Space Expansion.

Adrian can generate excitement and activity through furthering pop-up space development. Vacant space and parking lot utilization are important to the viability of Downtown in both the short-term and longer-terms. Off-street parking can be used for outdoor seating for restaurants as employed throughout Michigan, and for the creation of temporary pop-up spaces that can spur outside visitation and entrepreneurship. Temporary pop-up storefronts can also play a role in filling vacancies as they happen.

*Off-street parking used for outdoor dining*

# Economic Assessment

FOCUS AREAS

### 5. Entrepreneurship.

Adrian, working through the County's economic development arm, has taken preliminary steps to expand entrepreneurship. Second to housing, entrepreneurship expansion is the second most significant long-term impact on Adrian's viability. Recognizing actions already taken, including incubator creation, entrepreneurship can be catalytic to foodservices, small scale craft development.

Working with its partners, it is suggested that Adrian pursue a permanent, continual relationship with area colleges and universities to offer an apprentice/internship in spaces within Adrian, including pop up areas, vacancies, food service establishments, and others. Students can be directed toward Adrian coupled with property owners with agreed-upon diminished or foregoing short-term returns. Entrepreneurship growth also fosters housing investment as well as the attraction of younger households.

### 6. Local "Crowdfunding" and Other Private Local Investment.

"Crowdfunding" and internal investors have banded together for specific efforts in Adrian. One of the fastest-growing needs in our economy expected to continue post-pandemic is for warehousing/flex space. One of the significant impediments to constructing such space in smaller communities is the associated speculative nature of the space and investment. Capital investment is required prior to return. Because of substantial growth in demand, the difference in timing between investment and return has diminished; construction of the space most often still begins in a speculative environment.

It is suggested that the tools used for such purposes in Adrian be pooled to create warehousing/flex space to yield job growth and entrepreneurship opportunities. As already seen in Adrian, a full range of economic activity can benefit from technology-driven (such as drone construction), hydroponic gardening, and restaurant/foodservice establishments.

### 7. Recruitment of Outside and Local Developer Investment Interests

As important as local private and public sector investment is to Adrian, so too is investment generated from private outside sources. If one examines the history of "crowdfunding," which reached beyond "friends and family" funding, to newer versions of the concept, such as "Start Engine," outside private funding can generate more considerable financial resources to make things possible that seemed beyond reach.

While not abandoning the regional efforts at business recruitment, Adrian should prioritize and pursue outside developer and investor interests on a project by project basis. That effort should include the following.

- Identification of entities to be solicited based on their portfolios.
- Direct solicitation of those entities. (It cannot be assumed that the "right" entities are looking for opportunities, know of such in Adrian even if ad placement is done, and that they will find you.)
- Follow-up with those expressing interests.
- Create local partnerships as appropriate to buy property, create lease arrangements, or any number of other diverse fiscal, buyout, or ownership relationships.

# Economic Assessment

FORECAST

### Understanding Economic Forecasting Models and Marketable Opportunities

The economic forecasting methods used here, which model a potential range of marketable opportunities in commercial, office, and residential space, rely on property trends, historical, local and regional data, and a survey of area residents conducted during summer, 2020. They assess the overall Adrian market and its potential growth and determine how much potential economic activity that could occur in Adrian is occurring outside of Adrian.

No community will capture all marketable activity and space. Furthermore, economic conditions continue to change; in most cases, generally speeding processes already impacting the economy before Covid-19. Purchasing online was growing rapidly prior to Covid-19, resulting in the exportation of dollars; the online purchasing rate sped up since the pandemic. Large proportions of office and workspace were being built in or simply moved to homes, and more people were working from remote locations before Covid-19; as with spending habits, the speed of change has accelerated.

This is important context for understanding all forecasting numbers in this plan. The demand forecasts are not a simple estimate of what is expected to be built in Adrian, but are rather an estimate of what could be built in the market based on forecast demand; Adrian will capture some fraction of this.

The following are estimates of additional marketable activity for Adrian. The opportunities are not linked to any specific development proposals, sites, structures, or land tracts.

### Forecast of Demand for Office Space

New households create the need for both expansion of services and employment as does the desire to work near home. The office market continues to change with increased emphasis on working from home, flexible work arrangement, contractual employment, and live-work arrangements. Covid-19 did not create these opportunities. These changes were well underway before the pandemic. In these cases, Covid-19 sped the evolution in office space. Covid-19 also temporarily diminished the growth in co-working space. But this is anticipated to be only a short-term decrease in demand.

- Office space demand for Adrian will grow by 12,750 to 46,900 square feet by 2030.
- An additional increased opportunity exists for 15,900 to 58,500 square feet between 2031 and 2045.
- Most probably, about 50 percent of the space will be in structures separate from homes.
- The increase in office space can facilitate new development or the filling of vacancies.

**TABLE 8.1. FUTURE ANTICIPATED OFFICE SPACE FOR THE ADRIAN MARKET**

| | 2019-2030 | 2031-2045 | 2019-2045 |
|---|---|---|---|
| Low Added | 12,750 | 15,900 | 28,650 |
| High Added | 46,865 | 58,500 | 105,365 |

Adrian expansion of office space (in square feet) to meet residential demand for services and employment.

# Economic Assessment

FORECAST

## Retail Goods & Related Services

New households result in increased spending and demand for retail goods and related supportable space. It is noted that no jurisdiction can be expected to capture all demand created by any market. Spending will occur in many places, including operations near home and work. Online purchases, vacation spending, and other activity diminish local sales. On the other hand, people living nearby, working within the area, employed nearby, and those coming to the area for a range of purposes will spend money in Adrian. Some dollars are exported, while others are imported. Currently, the survey indicates an opportunity to diminish the exportation of dollars from Adrian residents, particularly in food, food services, and linked entertainment activity.

The estimates of demand for retail goods and related services are based on both the growth in households and an assumed modest income growth after 2021 (average annual rate of 1% to 1.5% compounded) over and beyond inflation.

- Based on the anticipated growth in households and a very modest increase in real income, Adrian is expected to support between an additional 160,000 and 249,000 square feet of retail goods and related services space by 2030.
- There is also the potential to capture exported space in "Eat/Drink" or food services, "General Merchandise," and "Miscellaneous" retail. (Further breakdown of retail goods and related services demand is found in the appendix.)
- Most of the commercial opportunities are appropriate for land/parcels/structures associated with Adrian's core.
- Retail and entertainment are today and will continue to be in the future linked so that one creates an experience, not merely a shopping trip or a trip to go to a restaurant. The catalytic activity and focus would be food service establishments.

**TABLE 8.2. SUPPORTABLE SQUARE FEET OF SPACE (LOCAL RESIDENTS BUT ALL MARKETS INCLUDING ONLINE) LOW AND HIGH ESTIMATE (RANGE)**

| | 2020 | 2020-30 | | 2020-45 | |
|---|---|---|---|---|---|
| | Total | Added Low | Added High | Added Low | Added High |
| Food | 66,094 | 11,994 | 18,620 | 28,141 | 45,447 |
| Eat/Drink | 77,033 | 13,979 | 21,702 | 32,800 | 52,967 |
| General Merchandise | 214,161 | 38,857 | 60,331 | 91,189 | 147,254 |
| Furniture | 11,228 | 2,037 | 3,161 | 4,782 | 7,720 |
| Transportation | 113,112 | 20,526 | 31,866 | 48,161 | 77,776 |
| Drugstore | 20,065 | 3,641 | 5,653 | 8,543 | 13,797 |
| Apparel | 37,415 | 6,789 | 10,540 | 15,933 | 25,730 |
| Hardware | 99,740 | 18,097 | 28,096 | 42,465 | 68,577 |
| Vehicle Service | 69,823 | 12,669 | 19,671 | 29,730 | 48,010 |
| Miscellaneous | 175,226 | 31,795 | 49,365 | 74,608 | 120,485 |
| TOTAL | 883,897 | 160,384 | 249,005 | 376,352 | **607,763** |

# Economic Assessment

FORECAST SUMMARY

## Composite of Opportunities

The following figure summarizes the additional marketable activity for Adrian by 2045. The estimates are conservative, tending to understate demand to ensure Return-On-Investment for both the private and public sectors.

**COMPOSITE CONSERVATIVELY ESTIMATED OPPORTUNITIES FOR ADRIAN BY 2045**

HOUSING

**321**
Additional Housing Units

RETAIL

**376,352 sq. ft.**
+ recapture of select categories; Retail Goods & Services, with Appropriate Entertainment

OFFICE

**28,650 sq. ft.**
including co-working space

*Developed by The Chesapeake Group, Inc., 2020.

# Economic Assessment

## SUMMARY OF EXISTING ECONOMIC TOOLS

1. The Downtown Development Authority that has been utilized to complete various projects, including streetscape, beautification, parking lots, and the leveraging of a variety of grants. A Local Development Finance Authorities including the Adrian Industrial Park, Local Development Finance Authorities include the Adrian Industrial Park, The Adrian/Tecumseh Smart Zone, The Adrian Brownfield Redevelopment Authority and Lenawee County Land Bank Authority.

2. MEDC grants and loan programs, including infrastructure grants, Vibrant Cities grant, Rental Rehabilitation Grants, Façade Improvement Grants, Blight Remediation Grants, Brownfield Grants, and Farmers Market Capital Grant.

3. MSHDA, including Low Income Housing Tax Credits, Residential Blight Elimination grant, and Neighborhood Enterprise Zones, utilized to build affordable and chronically homeless housing, to incentivize homeowners and Habitat for Humanity projects, and to demolish over 20 blighted residential properties.

4. USDA RDA Incubator Kitchen grant used as part of the capital stack to construct a commercial kitchen for entrepreneurs and small-scale manufacturing in Downtown's Adrian Armory.

5. State of Michigan incentives for the renovation of historic buildings Downtown for growth and attraction of manufacturers through a tax incentive that led to renovation, expansion, acquisition of equipment, and growth of employment.

6. Community Capital utilized to construct a downtown park along the River Raisin and the Kiwanis Trail, a long-standing rails to trails project, build out of a community space called the Farver Room inside the Croswell Opera House, build a commercial kitchen incubator in the Adrian Armory, to fund the renovation of an historic building and establishment Downtown.

7. Entrepreneurship with Lenawee Now, adding entrepreneurship on a county-wide basis, establishing a local investing group called the Adrian Area Investment Accelerator, and working with the Lenawee Intermediate Tech Center and their marketing and entrepreneurship class to encourage entrepreneurship.

8. Project Rising Tide utilized to build support and apply for a USDOT/US Highway Administration pilot grant in support of autonomous electric vehicles for public transportation, produce drawings and cost estimates for a pedestrian bridge over N. Main Street, develop and move forward plans to convert a former office building to market rate housing on the river in Downtown, develop housing on a former elementary school site on the east side; and pursue potential Opportunity Zone projects.

9. Redevelopment Ready Communities used to make transparent and streamline planning and zoning processes, improve community engagement, and institutionalize many local government best practices.

# Economic Assessment

## SUMMARY OF EXISTING ECONOMIC TOOLS

10. Numerous Partnerships with Lenawee Now, One Lenawee, Adrian College, Siena Heights University, Jackson College, Adrian High School, the Lenawee Intermediate School District Tech Center, Lenawee Housing Development Coalition, City of Tecumseh, Habitat for Humanity, Adrian Area Chamber of Commerce, and the Michigan Municipal League, Michigan State University Extension Service, and the University of Michigan.

11. Bonding used to fund the Downtown streetscape.

12. Redevelopment Liquor License used to create Downtown liquor licenses when existing buildings are renovated.

13. Event development, including an annual arts event, First Fridays, Blues and Brews, the Christmas Tree Walk and Lighting Ceremony, and HubFest.

14. Speculative property purchases, including property on the City's west side which became the Industrial Park, farmland along West Beecher Road for manufacturing, farmland on the north side of the City for a senior assisted living project and headquarters for the Lenawee Humane Society, property on N. Main housing a high-tech telescope manufacturer and a regional arts campus, and in the downtown core a small hotel conference site yet to be developed.

# 9. Public Input Summary

# Public Input Summary

**PLANNING COMMISSION INPUT**

## Planning Commission Input

At the start of the Comprehensive Plan process, the members of the Planning Commission were given a short survey to establish a framework on key planning issues at their regular meeting on April 24, 2020. The Planning Commission was asked five questions that were conceptually based on a strategic planning concept, known as SWOT Analysis (strengths, weaknesses, opportunities, and threats). The purpose of this exercise is to identify areas where the city is doing well and recognize areas for improvement for the greatest possible chances for success.

Colleges in Adrian are perceived as the greatest strength, followed by community, history, and proximity to other areas. Commissioners identified blight as a principal weakness, along with low tax revenue and financial disparities among households. The city's higher education institutions, sense of community, and foundations of art and culture were identified as providing opportunity for the future. The city's weaknesses such as poverty, loss of jobs, loss of tax base were perceived as the biggest threats over the next twenty years.

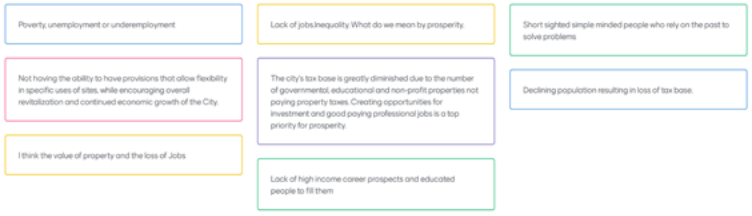
### STRENGTHS

### WEAKNESSES

### OPPORTUNITIES

*Source: Mentimeter Survey*

### THREATS




## Vision for 2040

The Planning Commission was asked to describe in one or two words what they would like Adrian to be twenty years from now in 2040. The responses included a common vision for a progressive, prosperous, sustainable community.

# Public Input Summary

ECONOMIC AND MARKET ASSESSMENT SURVEY

## Survey of Households

The City of Adrian regularly engages in public outreach efforts, and public input was key to the planning commission gaining an understanding of the community's vision for its future and perceptions of the present. The Comprehensive Plan update process began in April, 2020. At this point, public health guidelines in the State of Michigan had generally prevented large gatherings and enabled virtual meetings of public bodies in response to the 2020 COVID-19 pandemic. The public engagement strategy for the plan was adjusted accordingly, as it became clear that in-person open houses and interviews would not be feasible. Over the summer of 2020, an economic and market assessment survey was conducted to assess the current and potential future market in the city and its surroundings. A total of 635 unique households responded to the survey. The survey results can be broadly summarized as follows:

1. Ninety-six percent of the households reside in zip code area 49221.
2. The annual mean average household income is about $79,000. The majority of households have incomes between $30,000 and $80,000.
3. There is a complete range of household income levels from less than $5000 annually to more than $250,000 annually.
4. The majority have lived in their current home for at least ten years.
5. One-fourth of the households have only one member.
6. Ninety-eight percent live in Adrian full-time or all year.
7. One-third of the household do not have anyone employed full-time, generally reflecting the senior and student populations.

## Employment and Income by Household

- Seventy-five percent of the households do not have anyone employed part-time.
- Thirteen percent of the households have one or more members that would like to be employed full-time but are not.
- The average age of the primary income earner in the household is 55.

FIG. 9. 1. NUMBER OF PEOPLE IN HOUSEHOLD EMPLOYED FULL-TIME

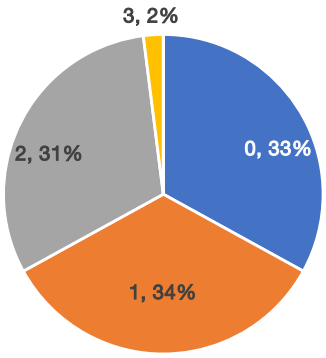
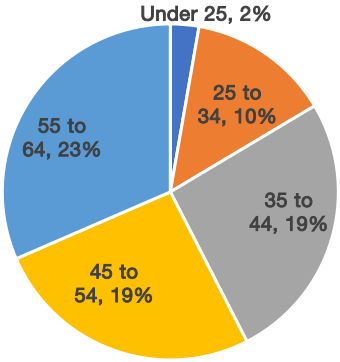



FIG. 9. 2. AGE OF PRIMARY INCOME EARNER




*Developed by The Chesapeake Group, Inc., 2020.*

# Public Input Summary

ECONOMIC AND MARKET ASSESSMENT SURVEY

## Survey Analysis

The most important findings of the survey are summarized in this chapter. Additional survey results are included in the Appendix, while responses related to the local housing market are included in the housing chapter of this plan. Also, an additional survey was conducted in March 2021. The results are found starting on page 53.

- Grocery spending is a reliable surrogate for convenience shopping in general. The average (mean) spending on groceries and related merchandise for Adrian households is $110 per week. About 48 percent of the households spend less than $100.

| TABLE 9.1. AVERAGE WEEKLY SPENDING ON GROCERIES | | | |
|---|---|---|---|
| Grocery Spending | Percent | Grocery Spending | Percent |
| Less than $35 | 1% | $125 to $149.99 | 11% |
| $35 to $44.99 | 4% | $150 to $174.99 | 10% |
| $45 to $59.99 | 10% | $175 to $199.99 | 5% |
| $60 to $74.99 | 14% | $200 to $249.99 | 3% |
| $75 to $99.99 | 19% | $250 to $299.99 | 1% |
| $100 to $124.99 | 21% | $300 or more | 1% |

- Country Market and Meijer dominate the grocery market, with a combined market share of 72 percent.
- Prior to Covid-19, about two-thirds of all households purchased and ate dinner and lunch outside the home at least once a week.
- Between 42 and 56 percent preferred local independent full-service establishments for both lunch and dinner.
- About one-fourth of the households preferred fast food establishments for lunch.
- For dinner, Sauce, Applebee's, and Fiesta Ranchera were frequented more often than other establishments.
- McDonald's, Alpha Coney Island, Culvers, Sauce, and Wendy's were the most frequented establishments for lunch.

| TABLE 9.2. DINING OUT: FREQUENCY | | |
|---|---|---|
| Frequency | Dinner | Lunch |
| A few times/week | 31% | 34% |
| About once/week | 34% | 29% |
| About twice/month | 17% | 14% |
| Once/ month | 8% | 10% |
| 4 to 9 times/year | 4% | 7% |
| A few times/year | 4% | 3% |
| Less often than a few times/year | 2% | 1% |

*Developed by The Chesapeake Group, Inc., 2020.*

# Public Input Summary

ECONOMIC AND MARKET ASSESSMENT SURVEY

## Other Important Shopping and Entertainment Purchasing Patterns

59 percent of households report shopping online at least twice a month prior to COVID-19. Though the community exports a great deal of retail spending via the internet, local spending is still significant for daily goods, though it is concentrated at chain establishments. Kohl's, Marshall's, and Walmart hold the largest apparel market share. About 50 percent of households rarely or never purchase sporting goods or outdoor recreation equipment. For those that do, Dunham and Amazon have dominant market share positions.

TABLE 9.3. FREQUENCY OF ONLINE PURCHASES IN GENERAL

| Frequency | Percent |
|---|---|
| A few times/week | 14% |
| About once/week | 19% |
| About twice/month | 26% |
| Once/ month | 14% |
| 4 to 9 times/year | 12% |
| Once or twice/year | 9% |
| Less often than once/year | 6% |

TABLE 9.4. FREQUENCY OF SELECT OUT-OF-HOME ENTERTAINMENT

| Frequency | Movies @ Theater | Live Theater | Crafts/Arts Shows | Any Entertainment |
|---|---|---|---|---|
| A few times/week | 0% | 0% | 0% | 7% |
| About once/week | 3% | 1% | 0% | 16% |
| About twice/month | 8% | 3% | 1% | 17% |
| Once/ month | 11% | 5% | 2% | 17% |
| 4 to 9 times/year | 23% | 18% | 13% | 16% |
| Once or twice/year | 31% | 36% | 51% | 13% |
| Less often than once/ year | 24% | 37% | 32% | 14% |

Prior to Covid-19, 57 percent of surveyed households sought some form of entertainment outside the home. Nearly a quarter of households reported at least one trip to a movie theater each month. Outdoor recreation and sporting also account for a share of household entertainment.

TABLE 9.5. FREQUENCY OF PARTICIPATION IN SELECT OUTDOOR RECREATION

| Frequency | Fishing | Boating | Kayaking | Hunting | Birding/Nature Walks |
|---|---|---|---|---|---|
| More often than once per week | 13% | 9% | 1% | 4% | 29% |
| A few times/month | 20% | 15% | 10% | 4% | 20% |
| About every month | 21% | 13% | 13% | 3% | 13% |
| 4 to 9 times/year | 19% | 23% | 15% | 16% | 9% |
| A few times/year | 22% | 16% | 22% | 13% | 11% |
| About once/year | 17% | 31% | 24% | 11% | 6% |
| Less often or never | 18% | 7% | 18% | 39% | 12% |

*Developed by The Chesapeake Group, Inc., 2020.*

# Public Input Summary

ECONOMIC AND MARKET ASSESSMENT SURVEY

## Other Important Shopping and Entertainment Purchasing Patterns

Area residents also reported participation in other recreational, cultural, and artistic activities. A municipality may be able to help foster some of these activities at community centers or public parks.

**TABLE 9.6. PARTICIPATION OF OTHER ACTIVITY IN THE PAST TWO YEARS**

| Activity | Percent | Activity | Percent |
|---|---|---|---|
| Regularly scheduled exercise classes | 19% | Adult education classes | 4% |
| Photography | 10% | Peer book club or discussions on other topics | 4% |
| Play music | 9% | Other performing arts | 3% |
| Dance | 7% | Sculpting | 1% |
| Reading or poetry | 7% | Technology-driven activity, such as 3D printing | 1% |
| Painting or drawing | 5% | Computer training | 1% |
| Pottery or other craft production | 5% | Film production | 0% |
| Writing, production, acting, or other involvement with live theater | 4% | Other | 20% |

# Public Input Summary

## VIRTUAL OPEN HOUSE

*Source: ArcGIS Story map, Virtual Open House Website*

### City of Adrian Comprehensive Plan Virtual Open House.

The City of Adrian launched the Comprehensive Plan Virtual Open House in response to in-person meeting restrictions resulting from the COVID-19 pandemic. The virtual platform allowed participants to engage with information about the community and provide input on a number of prompts. The City of Adrian Virtual Open House went live on October 16th and was available through December 31st. The Virtual Open House was promoted via the city's website, social media posts and postcards with a QR code posted in various locations within City offices. The Virtual Open House received 881 views and averaged approximately 5 views per day.

The open house website shared information on existing conditions in the city. The four major topics were:

1. Demographics
2. Transportation and Mobility
3. Sustainability and Resiliency
4. Redevelopment Sites

The open house included a survey to gather public input on some of the key elements being explored by the city's Planning Commission The survey included a total of 13 questions to cover the general perception of the city (2 questions), housing (2 questions), vision for the city's future (1 question), mobility and non-motorized infrastructure (3 questions), potential redevelopment options for selected sites (4 questions) and general input (1 question). During this period, A total of 32 participants responded to all survey questions. Due to the low response rate to the survey, the city sought additional input opportunities.

# Public Input Summary

ONLINE SURVEY

In late winter 2021, the City of Adrian distributed another online survey in order to get input from a larger number of residents. The survey included a number of questions regarding the demographics of the survey respondents, such as type of employment, commute patterns, and housing. A full summary of these responses is included in Appendix A-B. Other questions gathered input regarding housing demand, positive and negative aspects of the city, areas in need of improvement, priority areas, transportation goals and preferred type of businesses.

A total of 561 survey responses were obtained. The survey results and comments emphasize th importanc of economic development, community identity and eliminating blight.

## Type of Respondents

The majority of the respondents work full-time and are long-term residents of the city who are invested in the city's future.

TABLE 9.7. RESPONDENTS

| Options | Percent |
|---|---|
| 82 % | Residents of the city |
| 74 % | Currently living in the city and intend to continue living in Adrian |
| 52 % | Lived in the city for over 21 years |
| 65 % | Currently at home |
| 73 % | Have 2-4 people in their household |

## General Comments

The respondents were also asked to leave general comments at the end of the survey. The common theme of the comments is consistent with previous survey responses. A summary of recurring comments is provided below (in no specific order).

1. Address blight
2. Increase affordable housing stock for low income families
3. Increase housing options by offering more types of dwelling units
4. Provide more senior living facilities
5. Create more local job opportunities for college graduates
6. Increase the standards for visual improvements
7. Encourage vibrancy of downtown businesses
8. Encourage diversity in type of restaurants Provide opportunities for entertainment along the Riverwalk
9. Offer more community activities for all ages
10. Provide more bicycle opportunities
11. Simplify and update city zoning
12. Consider expanding historic designation for parts of Michigan Avenue and College Avenue

# Public Input Summary

ONLINE SURVEY

63%
Parks and Trails

## City Strengths

**What do you feel are the most positive aspects of Adrian as a place to live?**

Sixty three percent of the respondents consider parks and trails to be the biggest asset of the city. The location of the city in terms of proximity to higher education, employment (44%) and to other areas of the Lenawee County (43%), is the next biggest asset. The comments generally emphasize making the most of the community's assets.

80%
Vacant storefronts

## City Weaknesses

**Do you consider any of the following to be a negative aspect of living in Adrian?**

Close to eighty percent of the respondents consider vacant businesses and storefronts to be the largest area of concern, followed by road maintenance (50%) and lack of public transportation (48%).

72%
More Retail options

## Areas of Improvement

**What could be improved about Adrian?**

Respondents consider a greater focus on economic development to be the most important opportunity for improvement. Seventy two percent of respondents prioritize improved retail options and sixty one percent called for better upkeep of the city's housing stock. Sixty one percent of residents expressed a desire for more entertainment options close to home.

54.4%
Redevelopment of vacant unused properties

## Priorities for the city

**In your opinion, how important is addressing each of the following priorities for Adrian?**

The order of priorities from highest to lowest is consistent with the items the respondents considered to be negative aspects of the city. Redevelopment of vacant or unused commercial properties (76%), maintaining existing roadways (73%) and eliminating blight (64%) are considered high priority items for the city. Housing related items such as diversity, affordability, higher standards are also considered important by a majority or large plurality of respondents (45%-59%).

# Public Input Summary

ONLINE SURVEY

66%

Maintain existing roads and sidewalks

## Transportation Goals

**In your opinion, how important are the following transportation goals?**

Better maintenance for existing roads and sidewalks received the highest rating (66%) amongst the choices, followed by improved public transportation options (41%). Most of the non-motorized goals are considered somewhat important.

69%

Moderately priced single family homes

## Preferred Type of Housing Demand

**For each type of housing listed below, please indicate whether you feel the City of Adrian needs more, less, or has the right amount of it.**

A majority of responses (69%) indicated that there is a need for more moderately priced single-family homes. This is followed by downtown apartments/flats (54%), independent living senior facilities (40%) and townhouses (40%). One third of the respondents supported accessory dwelling units and micro-housing (less than 500 sf). When asked specifically if they would like the option to have an accessory apartment, sixty percent of the respondents declined and only eighteen percent said yes.

54.4%

More clothing stores

## Preferred Type of Businesses

**Please rate the following businesses from "too many already" in Adrian to "more are needed" in Adrian.**

Most respondents cited a need for more clothing stores (79%), entertainment venues (76%), bookstores (72%) and sit-down restaurants (70%). The economic development team could consider incentives for these types of uses, especially in the downtown area, to bring more people to these areas. The survey asked how the residents feel about the number of marihuana dispensaries allowed in commercial areas. Forty five percent thought they should be fewer facilities while only thirteen percent supported more.

# 10. Vision, Goals and Objectives

# Vision, Goals and Objectives

## VISION

The vision statement and goals were developed by the Adrian Planning Commission in response to public input and a discussion of the previous Master Plan goals and changes in the city since their adoption

The City of Adrian is a diverse community with a historic downtown and a friendly small-town atmosphere. Preserving this unique character for existing and future residents is a high priority for Adrian.

### The city strives to balance the needs of its residents now and in the future, while providing:

1. Excellent cultural, educational, recreational, and employment opportunities
2. Safe and growing neighborhoods for all residents that provide services and amenities as well as housing
3. A healthy housing mix that offers a variety of options for housing type and maintains affordability
4. Future growth and redevelopment that strengthens the city's traditional downtown
5. A business environment that retains industrial investment in the city, meets the demands of the current economy, and attracts commercial development to serve the needs of the community

# Vision, Goals and Objectives

GOALS & OBJECTIVES

## Historic Community Character

Build on the city's historic identity by enhancing the preservation of the City's historic resources and expansion of its cultural opportunities. New development of land should be of high-quality design and materials, and redevelopment should combine high-quality design with respect for the city's history. Address blight and incentivize and reward beautification

- Revitalize and strengthen the city's Downtown and older neighborhoods in a manner that will maintain Adrian's close-knit, small-town atmosphere.
- Promote the maintenance and continued use of historic buildings and properties.
- Strengthen code enforcement and efforts to manage and eliminate blight.
- Evolve the city's zoning regulations form the current emphasis on use to a greater emphasis on form.

## Quality and Variety of Housing

The City should strive to ensure the availability of a wide range of attractive housing choices that are protected from noise, traffic, and other impacts of non-residential development. Neighborhoods should provide a complete living environment and minimize motorized travel by providing housing, open space, and neighborhood commercial goods and services in a walkable environment. The city should implement Crime Prevention through Environmental Design (CPTED) strategies for maintaining safe neighborhoods.

- Provide housing opportunities for individuals and families of all types and income levels.
- Preserve and strengthen Adrian's residential neighborhoods.

## Sustainability and Resiliency

Maintain public and private stewardship of the natural environment through the preservation of open space, protection of natural resources, and utilization of low-impact development techniques. The city should develop a long-term resiliency plan.techniques.

- Plan for future resilience against environmental and economic disruption.
- Encourage and enable the increased use of renewable energy, next generation vehicles, and other innovations that decrease the city's demand for resources.

# Vision, Goals and Objectives

GOALS & OBJECTIVES

## Redevelopment Sites

Four specific redevelopment sites have been identified by the city that are currently vacant or under-utilized, given their location, unique features, and size. Redevelopment of these sites offers the opportunity to increase housing and stimulate business growth in concentrated areas of the city, allowing the rest of the city to retain its existing small-town character.

- Work with the Michigan Economic Development Corporation's RRC program to promote redevelopment of selected sites highlighted in this plan.

## Economic Development and Equity

The city should strive to maintain a balance between the economy, the environment, and the community to ensure equitable and sustainable development that meets the needs of today while ensuring the needs of future generations can be met. The city should work to maintain its industrial base while striving to diversify its commercial businesses and accommodate the modern research and technology sectors. The city should empower the less fortunate, increase business opportunities for small business owners, and strive to address social disparities to the best of its ability.

- Provide for an appropriate and sustainable amount of commercial and office uses outside of Downtown in appropriate locations that will minimize negative impacts on residential neighborhoods.
- Provide limited neighborhood commercial uses in clusters near residential areas, rather than in retail strips along major roads, to promote a traditional, complete neighborhood atmosphere that will complement rather than detract from the Downtown.
- Maintain and enhance the city's industrial base.
- Minimize the negative impacts of industrial development on adjacent land uses.

## Complete Streets

Support the city's entire transportation network through the development and enhancement of non-motorized transportation facilities and amenities. Invest wisely in the ongoing maintenance and improvement of existing infrastructure and seek to offer more transit options. Ensure that new development minimizes the demands placed on the city's existing infrastructure.

- Maintain and enhance the City's existing network of streets and highways.
- Promote alternative modes of transportation by improving walkability and creating new non-motorized infrastructure, such as bikes lanes, pathways, and sidewalks.

# 11. Land Use Plan

# Land Use Plan

CITY OF ADRIAN

The City of Adrian's land use plan is a representation of the preferred land use arrangement for the community. It identifies and defines the major future land use categories as well as the approximate locations for various uses envisioned by the Planning Commission. The boundaries reflected on the map are not intended to indicate precise size, shape or dimension; rather they portray a general land use arrangement, which may be refined as the community develops. In addition, the recommendations of the Land Use Plan have a long-range planning horizon and do not necessarily imply that near-term rezoning is appropriate.

**The land use plan includes two new categories that were not present on the previous future land use map: Blended Residential and In-Town Residential, which replaces the previous Live/Work category, and three areas have been identified for flexible designations. The office category now accommodates greater flexibility.**

This update summarizes the commercial area plan, industrial area plan, thoroughfare plan, and downtown plans of the last master plan and carries them forward with small modifications. The housing plan is updated.

The land use categories included on the Future Land Use Plan (Map 11.1) are described on the following pages.

## Residential Uses

The Housing Plan Update provides more detailed descriptions and recommended densities of each of the following categories, as well as forecasted future population and housing unit counts, alternative patterns of residential development, and solutions for infill housing.

### Single/Two Family Residential

This category includes detached single family homes, duplexes, and related accessory buildings. Single and two family residential uses comprise most of the City's residential neighborhoods.

### Multiple Family Residential

Multiple Family Residential areas include attached single family condominiums, apartments and other attached residential dwelling types.

### Manufactured Housing Park

This category includes manufactured housing communities (mobile home parks) and related accessory uses, such as community and recreation centers.

# Land Use Plan

FUTURE LAND USE CATEGORIES

## Office and Commercial Uses

### Office/Low-Intensity Employment

Uses in this category can provide an appropriate transition between more intensive commercial and industrial areas and surrounding residential neighborhoods. Historically, these areas have been designated for, and in some cases occupied by, office uses, including professional offices, medical offices. In addition to traditional office uses and permitted uses in these areas should be flexible and include low-intensity business services, personal services, and live-work development. In some locations, multi-family or multi-plex housing may more appropriately serve the city's long-term needs than additional office development.

### Neighborhood Commercial

This category includes retail sales and service establishments that are not located within the traditional downtown area, and that typically serve the immediate neighborhood in which they are located. Areas are planned to provide nodes of development at key intersections while discouraging strip commercial development along roadways throughout the City. Neighborhood commercial areas are intended to be neighborhood-oriented and pedestrian-friendly through both use and site design.

### General Commercial

General commercial uses include larger, community and regional commercial centers and highway- or auto-oriented businesses. General commercial areas are primarily concentrated along M-52 north of Downtown and south of Beecher, as well as near the US 223 and Maumee intersection. The south side of Adrian, near the Adrian Mall, has a great deal of underutilized land, and in particular, an oversupply of parking. There may be an opportunity in these areas to provide multi-family housing, re-green, or permit conversions for office uses, housing, low-intensity manufacturing and research, and large-scale indoor recreation. As the city moves toward transitioning Adrian Mall to different uses and examines the area around it, there may be an opportunity to eliminate the B-4 Planned Shopping Center district.

### Downtown Mixed Use

This category encompasses the existing Downtown area centered around Main Street and generally bound by the River Raisin to the west, Front Street to the north, Broad Street to the East, and Church Street to the south. Buildings within this area should be at least two stories and include retail uses on the first floor, with residential and limited office uses on the upper floors. Examples of appropriate first-floor uses include florists, specialty shops, beauty salons, bookstores, clothing stores, hardware stores without outdoor storage, bank branches, drug stores without drive-up windows, and bakeries.

# Land Use Plan

FUTURE LAND USE CATEGORIES

## Industrial Uses

The Industrial Areas Plan Update provides more detailed recommendations regarding industrial areas in the city, as well as an analysis of Adrian's industrial land area needs.

### Light Industrial

This category provides sites for typical light manufacturing, assembly, prototype development, research and technology, and similar uses without outdoor storage. Areas planned for light industrial uses include the existing light industrial sites located in the established industrial districts on the city's east side. Often these east side light industrial areas serve as a transition between heavier industrial areas situated along railroads and the nearby residential neighborhoods.

### Heavy Industrial

This category includes manufacturing plants, and industrial uses with outdoor storage. Indoor agricultural uses and aquaculture uses may also be appropriate for certain sites in these areas. Heavy industrial areas include sites south of Beecher and west of US 223, and existing heavy industrial sites located along railroads in the established industrial districts on the city's southeast side.

## Other Uses

### Quasi Public/College or University

This category includes uses owned by private, non-profit, or religious entities that provide public services. Also included are all buildings and grounds associated with Adrian College, Siena Heights University, andJackson College at the Tech Center.

### Public/Public School

This category includes public uses such as city and county government buildings, public cemeteries, and public elementary, middle, and high school buildings and grounds.

### Park/Recreation

This category encompasses existing and planned public and private outdoor recreation areas such as playgrounds, picnic areas, camps, sports fields, and the like. As illustrated on the Land Use Plan and further detailed in the Natural Resources plan element below, a linear park is planned along the River Raisin connecting Island Park on the City's north side with Riverside Park south of Downtown Adrian. It is important to note that while the Land Use Plan does not identify specific properties for future neighborhood parks, it is a long-term goal of the City to provide neighborhood parkland in appropriate locations to serve all of the City's neighborhoods.

# Land Use Plan

FUTURE LAND USE CATEGORIES

## Flexible Development Districts (2021)

### Adrian Mall

Adrian Mall occupies a large area of the city's south side, and much of this is underutilized parking and paving. The mall itself also has persistent vacancies. This area should be reimagined to support a mix of commercial, residential, office, and other uses, including uses often more associated with light industrial areas, such as distribution centers. An overlay or new district should focus on building form and an overall vision for a walkable, landscaped district that revitalizes this portion of the city.

### River District

The River District sits astride a branch of the River Raisin on the northwest edge of Downtown Adrian. This area has the potential to become a cohesive sub-district of the larger downtown that takes advantage of the riverfront. In order to accomplish this, this plan recommends adoption of an overlay district addressing building form as it relates to the street, neighboring sites, and natural features. In general, development should continue the pattern of downtown, with multi-story buildings at the lot line. Regulations should address the provision of open space along the river frontage and include considerations for non-motorized circulation within the district.

### Tecumseh Street Corridor

The Tecumseh Street Corridor is a commercially zoned stretch approximately one mile in length. Commercial uses are present in the corridor, but service organizations and residential uses occupy a significant portion of the Tecumseh Street frontage. This plan calls for an overlay permitting greater flexibility in permitted uses that are compatible with surrounding residential uses along the corridor, with a greater focus on building form. Auto-oriented uses, including drive-thrus, are not recommended in this area.

### In-Town Residential (Office/Residential)

This new category is intended to accommodate mixed use developments that afford residents the opportunity to live and work in the same building, but with an appropriate separation between their living quarters and their work space. Such a mix of functions can provide a unique opportunity for service professionals, artists, craftspeople, and designers who are often comfortable "mixing" their living and working arrangements, or accommodating them in close proximity to one another. Single use buildings (either office or residential) may be appropriate in these areas if mixed use buildings are determined to be infeasible or impractical. Up to 25% of residential buildings on a given block may be house-scale multiplex buildings, accommodating up to four units. This concept and percentage may vary within this planning area based on the zoning district language used to implement this planning-level recommendation. Single-use offices should be limited to properties with frontage on Michigan Avenue, Maumee Street, Broad Street, Maple Avenue, or Main Street.

### Blended Residential

The new blended residential category is intended to accommodate a wide variety of housing types, with a focus on house-scale Missing Middle housing types such as townhomes, rowhouses, multiplexes of two to six units, and planned single family development, such as cottage courts. Commercial, live/work and office units may be appropriate on property fronting on Maple Avenue or M-34.

### Flexible Development

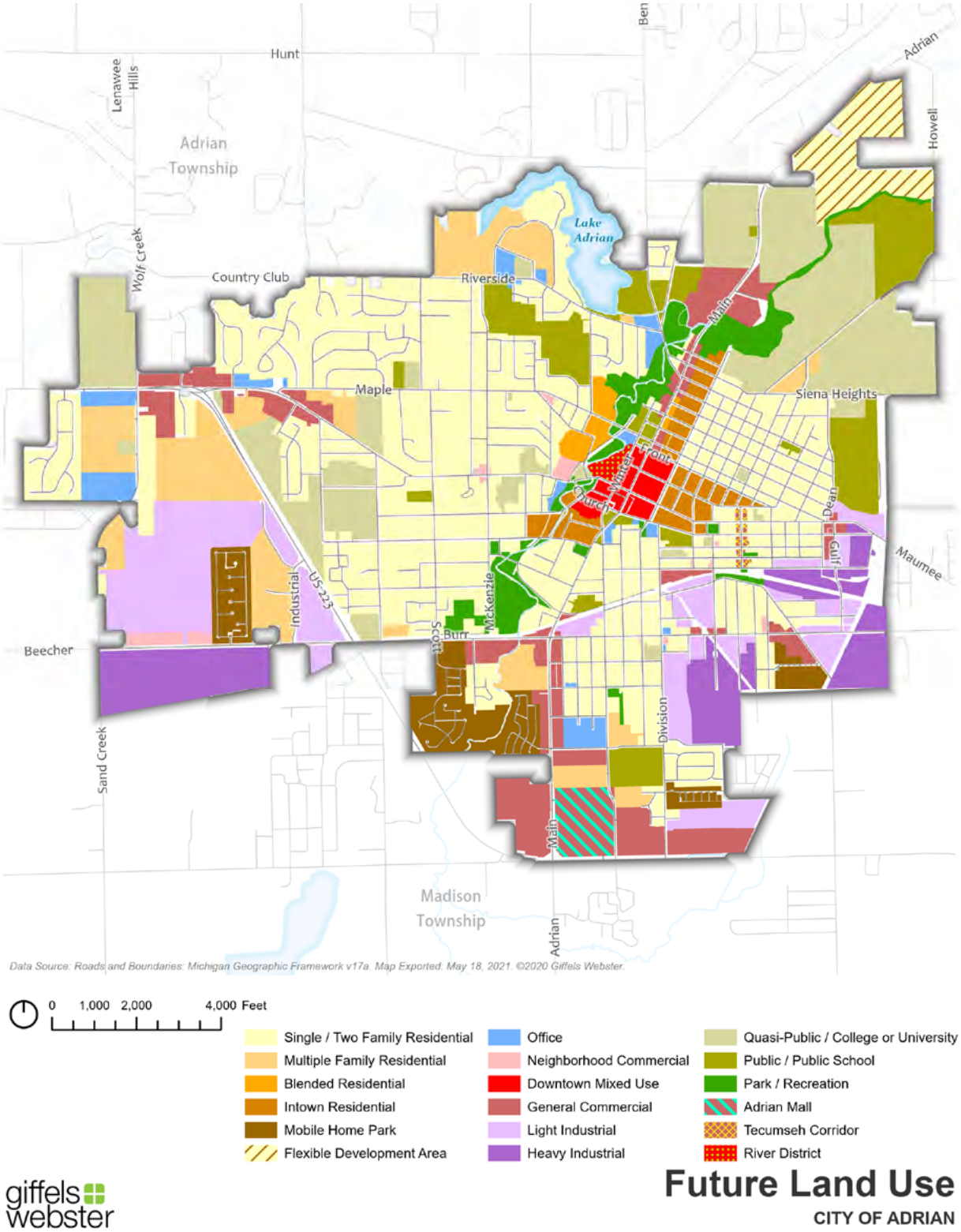
Intended to promote a large-scale mixed-use development, which is planned and reviewed as a single project in order to achieve a high quality, coordinated development. Such a development may include residential and related local commercial, office, and quasi-public uses intended to support the residential population. The use of Planned Unit Development is encouraged.

# Land Use Plan

## CITY OF ADRIAN

### MAP 11.1: 2021 FUTURE LAND USE

An 11 x 17 version of this map is provided in the appendix of this plan



# Land Use Plan

## SUMMARY

| TABLE 11.1. PERCENT BREAKDOWN OF FUTURE LAND USE AREAS | | | | |
|---|---|---|---|---|
| **General Category** | **Land Use Category** | **Total Acreage (Approximate)** | **Percent of Total Land Area for each Land Use (3)** | **Percent of Total Land Area (3)** |
| **Residential** | Single / Two Family Residential | 1,528 | 30.9% | **43.8%** |
| | Multiple Family Residential | 355 | 7.2% | |
| | Blended Residential | 29 | 0.6% | |
| | In-Town Residential (1) | 79 | 1.6% | |
| | Mobile Home Park | 172 | 3.5% | |
| **Flexible Development** | Flexible Development Area (2) | 115 | 2.3% | **2.6%** |
| | Adrian Mall | 51 | 1.0% | |
| | Tecumseh Street Corridor | 5 | 0.1% | |
| | River District | 10 | 0.2% | |
| **Office** | Office | 78 | 1.6% | **1.6%** |
| **Commercial** | Neighborhood Commercial | 24 | 0.5% | **8.4%** |
| | Downtown Mixed Use (2) | 49 | 1.0 % | |
| | General Commercial | 342 | 6.9% | |
| **Industrial** | Light Industrial | 368 | 7.5% | **12.7%** |
| | Heavy Industrial | 256 | 5.2% | |
| **Other** | Quasi Public / College or University | 621 | 12.6% | **21.5%** |
| | Public / Public School | 279 | 5.7% | |
| | Park / Recreation | 156 | 3.2% | |

(1) In-Town areas may contain residential and office uses.

(2) Downtown Mixed Use and Flexible Development Areas may contain commercial, office, and residential uses.

# Land Use Plan

FLEXIBLE DEVELOPMENT PRACTICES

## Form and Use

While the categories of the Future Land Use Plan are still broadly oriented around uses of land, more of the categories are designed to accommodate a mix of uses or greater general flexibility. In general, this plan recommends that the city begin moving away from a strictly use-based zoning paradigm in certain districts and toward a more form-based system focused on establishing a development environment that protects quality of life while allowing more uses to mix in a given area. This increases the city's flexibility as it seeks new development and redevelopment in the future, but also begins with the most intensely developed parts of the city. Most single-family neighborhoods will be mostly unaffected by this shift over the time frame of this plan.

## Potential Use of Overlays

The city could consider using overlay districts to promote its land use goals. Where the need for reinvestment is most urgent, a pink zoning overlay may be appropriate (see more information in the Implementation Chapter). A broader Traditional Neighborhood Development overlay may be appropriate for parts of the east side of the city where the city strives to create complete neighborhoods (see the section on Traditional Neighborhood Development later in this chapter. Areas identified for flexible development could benefit from a flex overlay that facilitates use of the planned unit development option to address planned development of larger parcels.

## Planned Unit Development

Planned Unit Development (PUD) can be an effective tool for achieving planned development or planned redevelopment while permitting innovative design ideas that may fall outside of what is typically permitted under conventional zoning. The city has identified several large areas as flexible development areas, and planned unit development is further identified as the preferred method for developing these areas. The PUD may, however, also be appropriate for facilitating infill development in previously built-out areas. This can include older neighborhoods as well as areas such as the large fields of underutilized parking in the southern commercial areas. During the planning process, staff and the planning commission agreed that the PUD process currently in place in the city's ordinances is cumbersome. This plan recommends a review of the process with an eye toward streamlining it and making it easier to use where appropriate.

# Land Use Plan

**RECOMMENDED ZONING TOOLS**

## Vacation Rentals

As of the adoption of this plan, there appeared to be between six and ten vacation rental units listed to booking within Adrian city limits searching on VRBO and Air BnB. While in general, these units do not seem to be a threat to neighborhood character at the moment due to their small number, the situation bears watching in the future, and action should be taken via ordinance if the number of such units begins to rise or impact certain areas more than others. In general, the city finds that it prefers that vacation rental units be owner-occupied for at least a portion of the year, rather than investment properties held solely as vacation rental units. At present, vacation rentals are regulated by the city's rental dwellings ordinance by the Rental Housing ordnance and must be registered and inspected every three years.

*Vacation Rentals in Adrian, VRBO website*

## Accessory Dwelling Units (ADU)

The city recognizes that accessory dwelling units may offer one potential path toward increasing overall housing stock, maintaining housing affordability and attainability, and accommodating aging residents. The city should consider permitting these units on lots with single family homes.

In the older, grid-style neighborhoods on the east side of the city, on properties with no detached garage, accessory dwelling units should be permitted as detached buildings with a similar footprint to the detached garages that are common in the area, or as upper-floor additions to existing detached garages, which will need to be inspected to ensure that they are up to code.

In other neighborhoods with designs reflective of later suburban development styles, where attached garages are more typical, accessory dwelling units may be more appropriately permitted as additions to the principal home. In either case, owner occupancy of one of the units should be required. The city may also consider phasing these units in by permitting only a small number per year to observe implementation and fine-tune its regulations accordingly.

**Garages converted to ADU'S**

*Practice Garage Apartments, Zoning Practice, May 2018*

# Land Use Plan

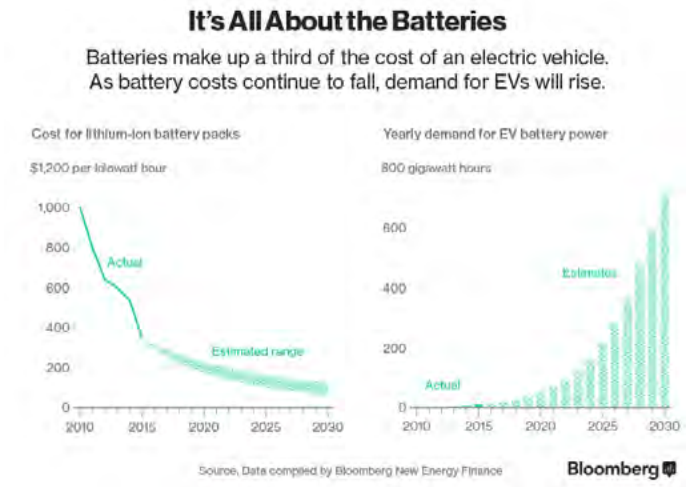
## RECOMMENDED ZONING TOOLS

### The Electric Vehicle Future

Electric vehicle market share is growing rapidly, with most automakers offering more models each year. As battery costs come down over time, electric vehicles will gradually overtake internal combustion vehicles in market share. Ranges are increasing, but some consideration must be made for additional charging infrastructure in the city. The city already has two chargers in its public parking lots.

Chargers on commercial sites will become more common, but they will become an essential component of residential development. While chargers for single family homes will most likely be located inside garages, multi-family developments will need to begin providing them for residents.

The city should ensure that it has zoning regulations in place as this transition occurs. At first, regulations will simply need to enable charger installations and consider their size, location, and aesthetics. Over time, it may become necessary to require the installation of EV chargers, or the installation of the underground electrical infrastructure that enables their eventual installation, for multi-unit residential projects.



*Source: City of Auburn Hills*

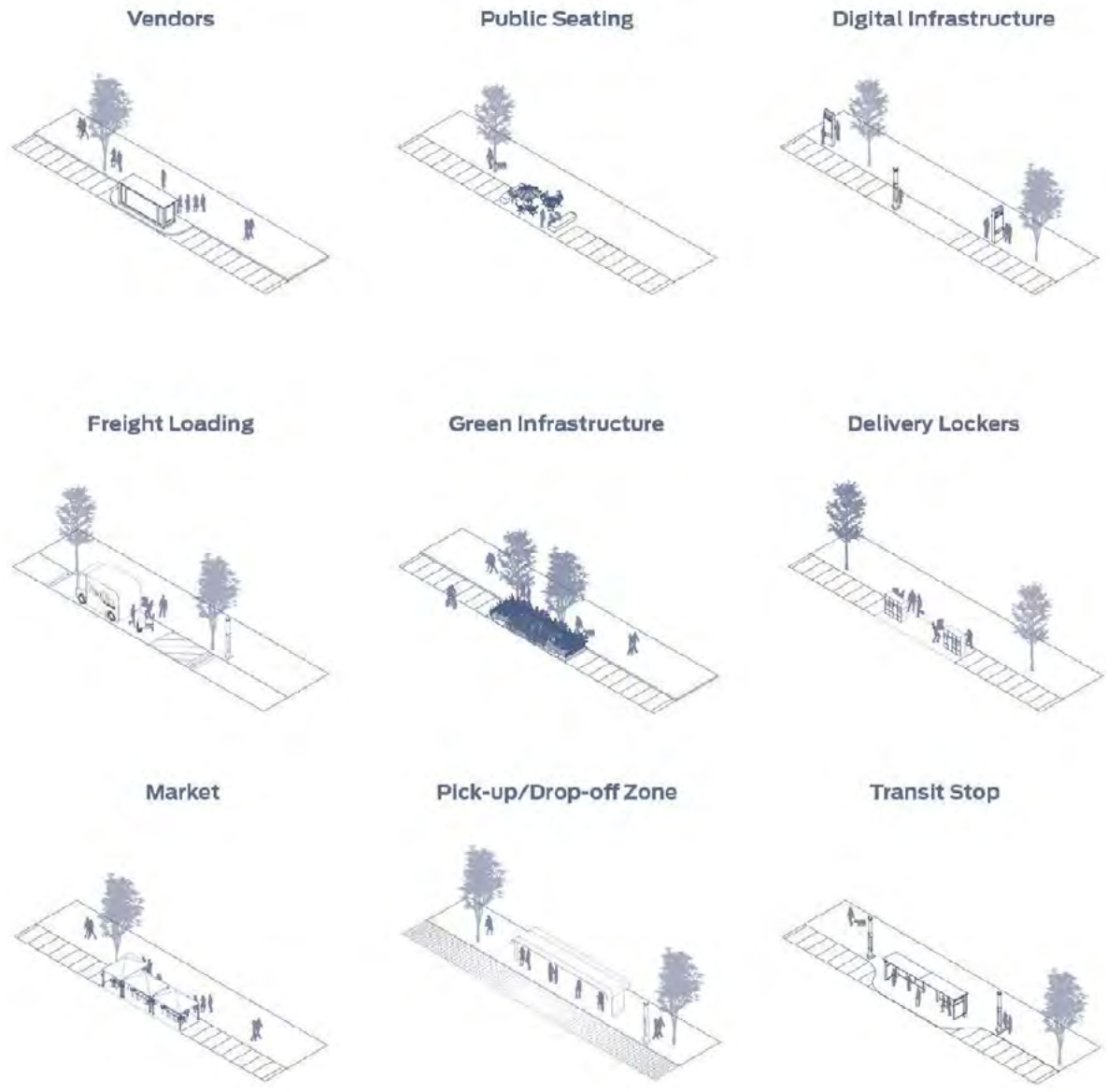
# Land Use Plan

RECOMMENDED ZONING TOOLS

## The Evolving Use of Curb space

As more of the economy moves Online, and the use of ride-hailing and delivery services increases, the city will need to consider how its curb space functions, and what is needed to facilitate anticipated future activity. Especially in the downtown district, the function of curbs may change dramatically over time, from primarily accommodating parking to also accommodating more very short-term users, such as ride-hailing drivers picking up passengers, delivery vans dropping very small loads, or residents briefly parking to pick something up (a trend accelerated by the COVID-19 pandemic), among other potential uses, as shown in Fig. 11.1. The city should monitor the use of downtown curb space and adjust usage zones as usage changes.

FIG. 11.1. THE EVOLVING USE OF CURB SPACE




*Source: "Blueprint for Autonomous Urbanism", Module 1, Fall 2017 by NACTO*

# Land Use Plan
ADRIAN MALL

## Adrian Mall

Adrian Mall occupies approximately 40 acres on the city's south side. The mall constitutes roughly one quarter of that area; most of the rest is devoted to a parking lot, as well as a handful of vacant outlots. The building has had low occupancy for many years, in line with broader nationwide trends affecting indoor shopping malls. This has implications for both the building itself and the larger property.

### The Building

Most of the mall building itself is condemned, with a sporting goods store the only remaining retailer. The southern anchor space of the mall is also owned separately from the rest of the building. While the sole remaining retail use should be accommodated in any redevelopment, the building should be removed. Considerations for the mall building should include supporting the existing retail uses in the mall. Any new retail uses or new accommodations for an existing business should be fully visible from nearby streets. Overall, the site has the potential to be adapted to other uses. While uses currently permitted in the underlying zoning district, such as restaurants, theaters, and other indoor entertainment uses, may take up some of this land, it is likely necessary to consider permitting other uses. Such uses could include multi-family development, medical or office uses, and lower-intensity uses generally associated today with industrial zoning, such as distribution centers.

### The Property

As previously mentioned, the site is much larger than the building itself, and the vast majority of the other land on the property is occupied by parking lots. In turn, the vast majority of the site's parking spaces are rarely in use, and many of them are never in use. Much of this land could be permitted to redevelop with new uses. Retail uses may be appropriate for some of this land, though the lack of development on most of the mall's outlots suggests that other uses should be considered. The amount of underutilized land could, for instance, accommodate a great deal of multi-family development. Any distribution center use taking over part of the existing building could potentially expand to occupy more of the site.

### Mechanisms for Promoting Redevelopment

In addition to the resources provided in this plan's Economic Development Toolbox, zoning changes should be considered for this site to provide more flexibility. Any district tor overlay developed for the site should focus on the form of the resulting built environment, working to create an area with walkability, visual appeal, and a variety of mutually supporting uses. As the site changes, an emphasis should be placed on reducing the overall amount of impervious surface in the area, adding landscaping to improve aesthetics, reduce heat island effects from large areas of pavement, and manage storm water. Landscaping improvements could also be promoted in the nearby South Main Street corridor, which has very little tree canopy.

*Adrian Mall District*

# Land Use Plan
CITY OF ADRIAN

## River District

The River District is on the northwest edge of Downtown Adrian and includes the area bounded by Winter Street on the east, West Maple Avenue on the north, the Kiwanis Trail and Race Street on the west, and West Maumee Street on the south. It is bisected by the South Branch of the River Raisin. It includes historic buildings such as the Adrian Armory Events Center, 202 West Maumee, and the former West Maumee Trading Company, as well as offices of the Daily Telegram (this building was in the process of being sold as this plan was developed), repurposed single family homes, retail spaces, and a large outdoor gas company yard on the river's west bank. The Courthouse Commons site on North Winter Street is identified elsewhere in this plan as a Redevelopment Ready Site.

This area has enormous potential for redevelopment or adaptation of existing properties to take advantage of the presence of the river, which is one of the city's most prominent natural resources and geographical features, and to consider greater neighborhood connectivity to the Kiwanis Trail. Redevelopment in this area could support the larger downtown by providing housing units and employment opportunities close to the city center, increasing overall activity levels and buying power within the core of Adrian.

An overlay district focused on building form and the relationship of development to natural features and permitting a wide array of uses, including multi-family uses at a high density, would help to build interest and facilitate redevelopment of this area.

MAP 11.2: LOCATION - RIVER DISTRICT

*River District-Winter Street*

*River District Commercial building*

# Land Use Plan
CITY OF ADRIAN

## Tecumseh Street Corridor

The Tecumseh Street Corridor, running north-south from Toledo Street to E Michigan Street for nearly one mile, is entirely zoned B-2 Community Business at present, with fairly shallow commercially zoned lots backing up to single-family neighborhoods. Due to the lack of depth on B-2-zoned lots, most parking is located in side yards. Nonconforming single-family residential uses occupy a significant portion of the overall Tecumseh frontage. The corridor has several businesses, including a handful of retail stores. Numerous formerly commercial spaces are currently occupied by service organizations. Parrish Park is also located in this corridor.

In order to facilitate revitalization of this corridor, this plan recommends a flexible future land use designation for the corridor. The designation embraces ground-floor commercial uses, permits upper-floor residential uses and small multiplex or attached housing development. Neighborhood commercial uses contribute to complete neighborhoods, providing services within walking distance. However, the area surrounding the corridor cannot support a full mile of commercial development, and it important to provide opportunities for additional residential development.

*Tecumseh Street Corridor - Commercial*

MAP 11.3: LOCATION - TECUMSEH CORRIDOR

# 12. Redevelopment Sites

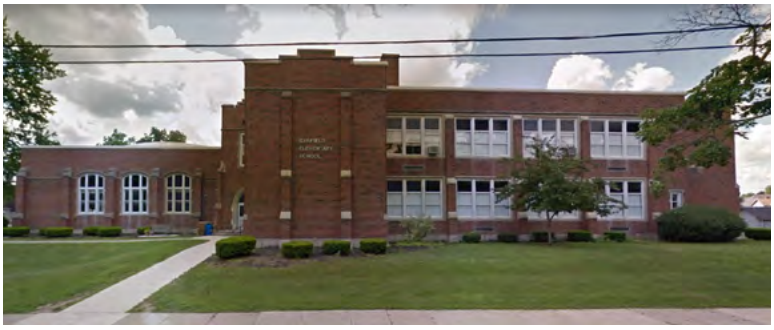
# Redevelopment Sites

## INTRODUCTION

**To implement the goals of this Master Plan, three specific redevelopment sites have been identified by the city that are currently vacant or under-utilized, given their location, unique features, and size. Redevelopment concepts for these sites suggest potential uses and approaches to facilitate redevelopment.**

In addition to the sites highlighted here, the planning commission identified several other sites for potential future study as priority redevelopment sites, two of which fall into focus areas addressed elsewhere in this plan:

- Adrian Mall
- Former Garfield, McKinley and Jefferson school sites (currently closed)
- The Telegram Building and other adjacent properties to the north, up to and including the Courthouse Commons building



*Potential Redevelopment Sites*

# Redevelopment Sites

SITE 1

## Old Bixby Hospital (East)

### 120 N Locust Street

This site is approximately 1.4 acres and currently zoned R-4 One Family Residential. It is occupied by a building that once served as the original location of Bixby Hospital. The building has been out of use for many years and its condition has accordingly deteriorated. In general, the planning commission felt that there was little reason to call for preservation of the building as a component of redevelopment. Several houses across Locust are owned by the Lenawee County Land Bank Authority, and an impactful redevelopment of this site could potentially catalyze further redevelopment in the area.

### Land Use

The site has potential to support new residential units in a multi-family structure. On the southern portion of the site, a new building could potentially match the height of the existing four-story building at a reasonable setback. On the northern portion of the site, which is proximal to well-maintained single-family homes, a lower height is more appropriate. A planned unit development is recommended for redevelopment of this site as this development approach provides the necessary flexibility to work with the unique history and character of the site.

### Sustainability

Development on this site should be based on a framework of sustainable building and site design practices that offers a model for development and redevelopment elsewhere in the city. The use of low-impact design, pervious paving materials, and native landscape materials should be prioritized.

### Facilitating Redevelopment

The site may qualify for brownfield redevelopment funding or other economic development assistance, given its past use and current condition. A planned unit development is recommended for redevelopment of this site as this development approach provides the necessary flexibility to work with the unique history and character of the site.

MAP 12.1: LOCATION-OLD BIXBY HOSPITAL (EAST)

*Old Bixby Hospital (East)*

# Redevelopment Sites

SITE 2

## Old Bixby Hospital (West)

### 818 Riverside Avenue

This site is located on the northern city limits. It is approximately 14 acres and currently zoned OS-1 Office Service. It is occupied by a large former hospital and several expansive parking lots. The building grew through numerous additions over many years, and therefore does not have a unified appearance. It is also known to have asbestos and mold issues in some areas. Therefore, the best potential redevelopment of the site will remove the building and replace it with new development.

### Land Use

Given that the property is situated near office development, including other still-operating medical uses, future medical use of the property should not be ruled out. The location is convenient to Adrian High School, which is across Riverside Avenue to the south. The bulk of the site is well-suited to a mix of residential uses. While a portion of the site could be devoted to single family units, there is also great potential to introduce a range of multi-plex and attached single family uses, which are not currently common in the city's housing stock.

### Sustainability

The site is bordered on the northwest by tributaries of Lake Adrian, whose surroundings are densely forested. Future redevelopment should work to preserve this prominent natural feature. Low impact design, native landscaping, and natural stormwater management systems such as rain gardens and bioswales would help integrate development on the site with its natural surroundings.

### Facilitating Redevelopment

Some state funding for environmental remediation may be available to assist with removal of the existing building. A planed unit development would provide for planned, phased development of the site and would afford the city some discretion over site design.

MAP 12.2: LOCATION-OLD BIXBY HOSPITAL (WEST)

*Old Bixby Hospital (West)*

# Redevelopment Sites

SITE 3

## Courthouse Common

### 227 N Winter Street

This site is roughly three quarters of an acre and located on the northwest edge of downtown. It has B-3 Central Business zoning and is developed with a building that reflected downtown development patterns with its zero-lot line location. Parking is in the side and rear yards. A marketing plan for this property was completed by the city in January 2020 through the Rising Tide program. This marketing plan envisioned the redevelopment of the building itself into a multi-family condominium project with 15 units.

### Land Use

The building is currently used as office space. Its past uses include work-release project housing and office uses different from the current occupants. The building could be repurposed or replaced. Redevelopment should view this as a two-frontage property, with frontage on both Winter Street and the South Branch of the River Raisin, and should also consider the site in its context as part of the larger River District, which is described elsewhere in this plan. The site could accommodate multi-family residential development, bringing in residents to support the downtown, and also has mixed-use potential for live-work space, or lower level retail and office with upper level residential. Parking for any residential use should be accommodated on-site.

### Sustainability

The site is located on a branch of the River Raisin, and close to the Kiwanis Trail, which is the most extensive example of non-motorized infrastructure in the Adrian area. Development could take advantage of proximity to both of these assets, and protect the river by utilizing innovative stormwater management approaches, such as bioretention or a green roof.

### Facilitating Redevelopment

This plan calls for the development of a River District overlay aimed at encouraging the development of a cohesive district for this area. If such an overlay is not in place at the time of redevelopment, the B-3 zoning district offers a high degree of flexibility and guidance on form that are likely to facilitate appropriate development.

A planned unit development remains an option if a developer presents a unique concept not anticipated by conventional zoning.

MAP 12.3: LOCATION-COURTHOUSE COMMONS

*Courthouse Commons*

# Redevelopment Sites

SITE 4

## Pharm Building

### 152 E Front Street

This site is roughly 1.6 acres and is occupied by a 26,000-square-foot building. The rest of the site is paved for parking. The building on the site is a former retail stores with few windows, and an entrance that faces the parking lot rather than the street. With large, uninterrupted spaces inside, the building is versatile and therefore has a great deal of potential for adaptive reuse. This site is in the Downtown Mixed Use zoning district.

### Land Use

While this site would benefit from reoccupancy by many of the diverse uses permitted in the Downtown Mixed Use district, its location, and particularly its proximity to the Farmer's Market and City Hall, suggests that an ideal use would be one that engages the community, fills a service gap, and/or encourages further economic development. For example, a grocer would provide a long-absent service in close proximity to, and in some cases within walking distance of, the city's densest neighborhoods. Other potential reuses could include an incubator space for start-up retailers, craftspeople, or other businesses seeking to launch without fully investing in an independent space.

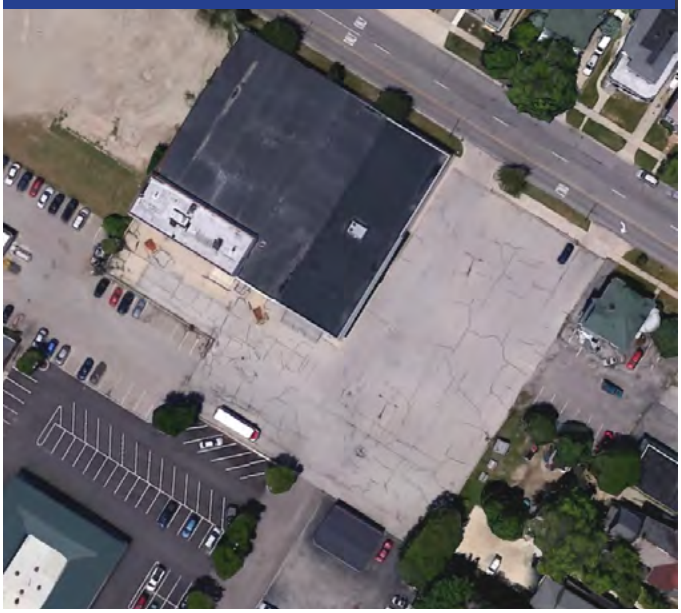
### Sustainability

The existing building can be reused and modified to accommodate new uses. Its large roof provides a great deal of renewable energy potential, and removal of some pavement in favor of green space could improve stormwater management and reduce heat island effects.

### Facilitating Redevelopment

Zoning currently in place for this property supports its reuse. Funding for reuse is likely to largely come from private sources, though there may be an opportunity to develop a cooperative funding system for an incubator or maker space.

MAP 12.4: LOCATION - PHARM BUILDING



*Pharm house Building*

# 13. Sustainability & Resiliency

# Sustainability & Resiliency

## INTRODUCTION

As we plan for the future, many of the challenges we will face are related either directly or indirectly to our place in larger systems, both natural and manmade. We often have little direct local control over these systems, but adapting to change and discovering our role in contributing to the health of these systems is nonetheless essential to planning for a community that can survive and thrive even in the face of the most severe challenges.

Michigan is affected by our changing climate in many ways, some of which may seem counterintuitive. For instance, as average annual temperatures rise, the chance of prolonged deep freezes such as those experienced in the 2013-2014 and 2014-2015 winters may increase, as warming elsewhere on the planet destabilizes the jet stream, allowing Arctic air that would normally be trapped further north to descend into the Upper Midwest.

A changing climate has far-reaching implications for Michigan's agricultural and tourism economies, waterfront development, and communities with older stormwater management infrastructure. Adrian is an inland community in an agricultural area. See the natural features appendix for a summary of local soils types, wetlands and woodlands, and geology. Whiile this means that the city will not be affected by some of the more widely discussed effects of climate change in Michigan, such as coastal erosion, a warming climate will nevertheless bring new challenges and influence the agricultural economy of the wider region.

Resilient communities are not only preparing for weather and climate-related shocks, but are also preparing for economic and health shocks as well. In 2020, we saw the impacts of a global pandemic on local community health, education, recreation, commerce, technology and social connectivity. These impacts touched everyone's lives in big and small ways and may have lasting impacts in our communities.

*Children's toys wear masks in a nod to the COVID-19 pandemic in a downtown Adrian window display, October, 2020. (Giffels Webster,*

# Sustainability & Resiliency

DIFFERENCES AND SIMILARITIES

### Sustainability vs Resiliency

Though they are related, resiliency and sustainability are not the same. Sustainability is the more familiar, well-established concept, and focuses on decreasing or eliminating the detrimental future impacts of our current activity. Resiliency recognizes that our built environment will be subject to stresses and is the practice of designing that environment in a way that can endure those stresses.

Planning for resiliency must consider that some threats are ongoing, persistent stresses, while others are sudden shocks, single events that disrupt the day-to-day functioning of the community.

## How are Resiliency and Sustainability Related?

**Failure to act in a sustainable way now harms our ability to be resilient in the future.**

## Resiliency

Ability of a system to prepare for threats, absorb impacts, recover, and adapt

### Persistent Stress

Persistent stressors are recurring events or conditions that impact quality of life, economic activity, and social stability.

- Change in climate/weather patterns
- More frequent extreme heat
- More frequent destructive weather
- Groundwater contamination
- Loss of protective topography, woodland, wetland
- Changes in economic opportunity: potential loss of production across industries (tourism, agriculture)

### Disruptive Events

Sudden shocks are individual events that must be managed in real-time and recovered from after the fact:

- Heat wave
- Heavy rain and flooding
- Sever winter storms
- Coastal dynamics
- Agriculture/food systems
- Damage to natural systems
- Toxic algae blooms
- Crop-destroying late freezes
- Drought
- Wildfires

## Sustainability

The reduction or elimination of future impacts from current activity

### Environmental

- Reduce waste
- Reduce pollution
- Reduce resource extraction
- Limit human impact on natural systems
- Limit impacts of economic activity on human and natural health

### Social

- Pursue social stability
- Mitigate impacts of poverty, lack of savings, low income
- Provide facilities, services to least connected and least able citizens

### Economic

- Balance short-term monetary gain with long-term stability
- Consider future costs of infrastructure
- Consider costs of mitigating future impacts of sudden shocks versus cost of recovery

# Sustainability & Resiliency

## EFFECTS OF CLIMATE CHANGE

A changing climate has far-reaching implications for Michigan's agricultural and tourism economies, waterfront development, and communities with older stormwater management infrastructure. Locally, Adrian must anticipate that a greater number of extreme weather events will occur in the future, damaging property, impairing access to parts of the city, and creating financial distress for local residents and businesses.

Michigan is affected by our changing climate in many ways, some of which may seem counterintuitive. For instance, as average annual temperatures rise, the chance of prolonged deep freezes such as those experienced in the 2013-2014 and 2014-2015 winters may increase, as warming elsewhere on the planet destabilizes the jet stream, allowing Arctic air that would normally be trapped further north to descend into the Upper Midwest.

Climate change is not merely a future threat; changes in the local climate have already been recorded in places around the world, and Michigan is no exception. For instance, according to data from the National Oceanic and Atmospheric Administration (NOAA), average temperatures in the Great Lakes region rose 2.3 degrees Fahrenheit from 1951 to 2017, extending the frost free season by 16 days, while total annual precipitation increased 14 percent and the number of heavy precipitation events rose 35 percent. By 2070, average temperatures in southern Michigan are expected to rise an additional 4 degrees, and the annual number of days above 95 degrees will correspondingly rise by between 5 and 10. Communities will experience between 25 and 35 fewer nights below freezing, and average annual ice cover on the lakes will continue to decline.

As the frequency and intensity of severe weather events continues to increase, communities will experience economic disruption. For instance, while the frost-free season has nominally increased, farmers in many of Michigan's agricultural communities have not benefited in recent years due to abnormally late frosts (such as those in mid-May, 2020) or heavy rain events, which have damaged early crops or delayed planting of late crops. Rising temperatures and more very hot days may effect the timing of summer festivals and tourism. Communities must be prepared to anticipate the local effects of regional climate trends.

*The health of the River Raisin watershed is key to the economic health of the region, and also influences human health. (Giffels Webster, 2020)*

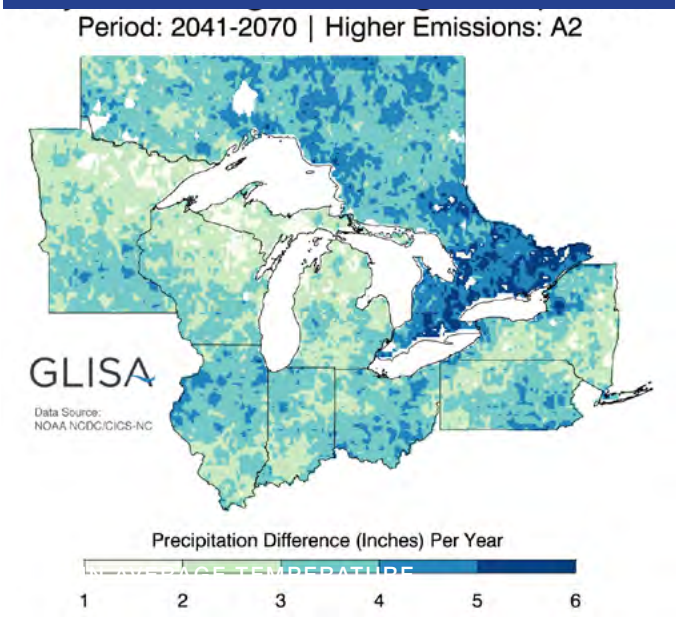
# Sustainability & Resiliency

EFFECTS OF CLIMATE CHANGE

## Precipitation.

According to NOAA, average annual precipitation in the Great Lakes region is expected to increase over the next several decades. While the change may seem small, projections indicate that the average rise will be driven by an increase in heavy precipitation days, and that there will also be a modest in crease in the number of consecutive dry days each year. In other words, rainfall is expected to become more concentrated in heavy storms.

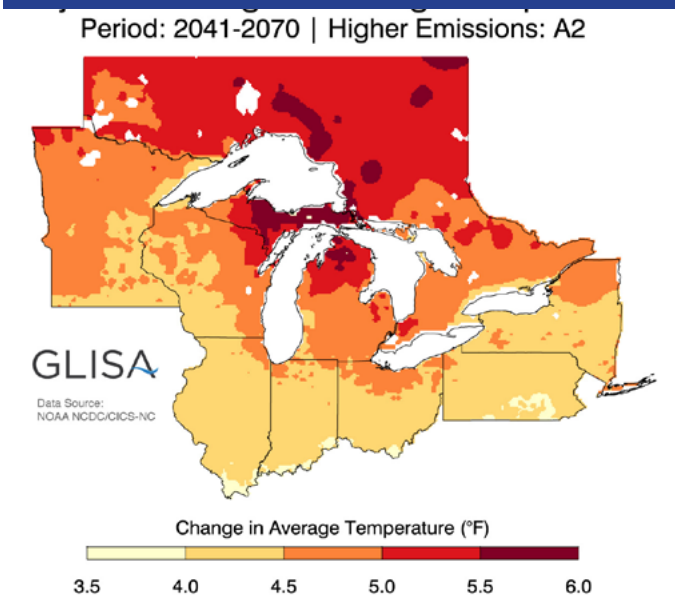
FIG. 13.1. PROJECTED CHANGE AVERAGE PRECIPITATION (2041-70)




## Temperature.

Average temperatures in the Great Lakes region have increased and will continue to increase well into the future, even if greenhouse gas emission are sharply reduced soon; if emissions are not curbed, the increase will be greater. Adrian will likely see about a 4.5-degree rise in average temperatures over the next several decades, with more than 30 additional days over 90 degrees and more than 10 additional days over 95 degrees. The area is expected to see at least 30 fewer nights below 32 degrees by 2070.

FIG. 13.2. PROJECTED CHANGE IN AVERAGE TEMPERATURE (2041-70)




*Above: Maps courtesy National Oceanic & Atmospheric Administration's Great Lakes Integrated Sciences and Assessments Program (GLISA)*

# Sustainability & Resiliency

EFFECTS OF CLIMATE CHANGE

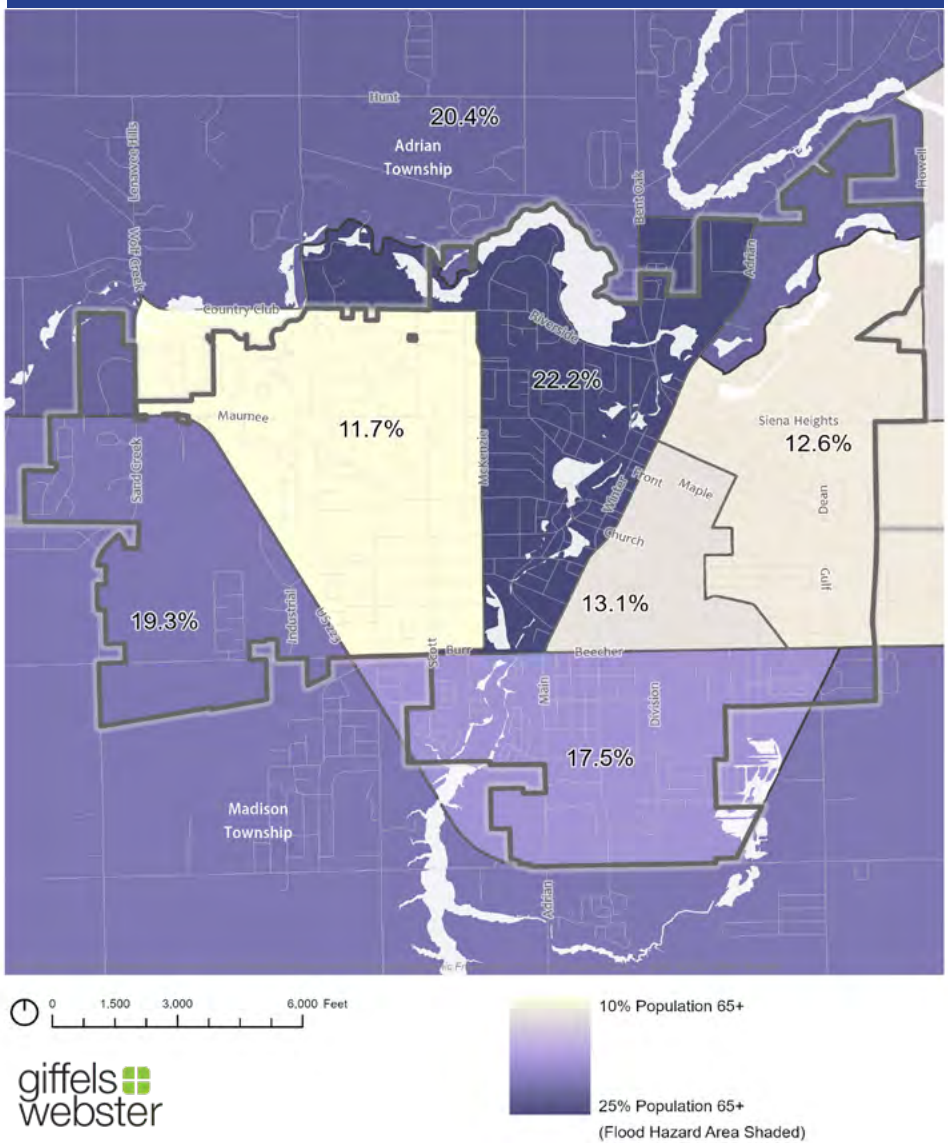
## Addressing Resiliency & Identifying Vulnerable Populations

Resilient communities anticipate likely shocks, understand trends in stressors, and prepare for potential worst case scenarios. Understanding where a community is physically most vulnerable to specific events, and understanding which members of the community are likely to be most vulnerable in each case is key to effective planning. This chapter discusses in general terms what the community may expect in the future and what might be done to prepare for it; this plan recommends the development of a community resiliency plan. Though an entire community will be affected by a major event such as a severe storm, flood, or long power outage, certain segments of the population are more vulnerable to the effects of such events, and in some cases are also more likely to live in locations that are more likely to be severely affected.

Though the most vulnerable populations will vary based on the specific event, certain population segments warrant special attention even in a general analysis:

- Low-income households
- The elderly
- The disabled
- Children

MAP 13.1: SENIOR POPULATION BY CENSUS TRACT



# Sustainability & Resiliency

EFFECTS OF CLIMATE CHANGE

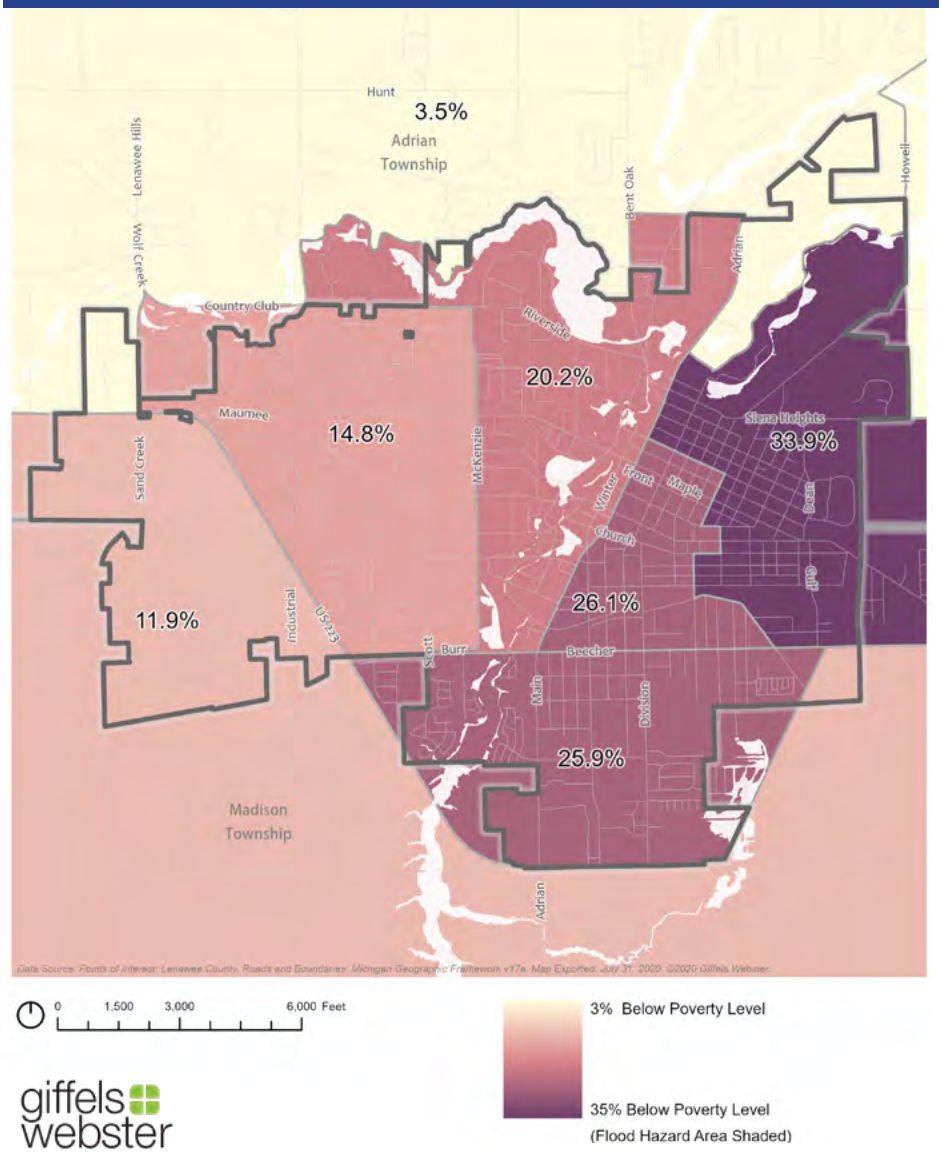
## Addressing Resiliency & Identifying Vulnerable Populations

Low-income households are often located in areas with limited open space and tree canopy and are often less likely to have access to disaster mitigating items such as air conditioning and reliable transportation. Low-income households may also lack the financial resources to support quick recovery after a disaster or to prepare effectively for likely future events. The elderly and disabled may similarly lack financial resources and mobility, and may be more socially isolated than other groups. Especially in extreme heat events, the elderly and very young children are much more likely to be badly affected, including to the point of hospitalization, than the general population.

Different disasters are most likely to affect different areas, and communities can use geographic information systems to map relative risk levels for different neighborhoods. Identifying vulnerable populations living in especially vulnerable areas allows a community to focus resources where the need is greatest.

The maps on these pages show the neighborhoods with the highest proportions of senior residents and the highest levels of poverty, indicating that these areas may require special attention when planning for resiliency.

MAP 13.2: POVERTY BY CENSUS TRACT



**CITY OF ADRIAN** 2021 Comprehensive Plan DRAFT

# Sustainability & Resiliency

## MITIGATION, ADAPTATION, AND RISK REDUCTION

This Comprehensive Plan recongizes the importance of additional planning efforts needed to ensure the city is resilient and sustainable. Future planning should include a public outreach process in two basic parts: education and input. Education includes making community members aware of potential threats and the process of planning for them, with an emphasis on outreach to the most vulnerable members of the community. The input process should offer the opportunity for residents and other stakeholders such as municipal staff and business owners to engage in detailed, focused conversations regarding resiliency planning issues. It is important for the community to engage in vigorous outreach through multiple channels to get people involved.

### Extreme heat

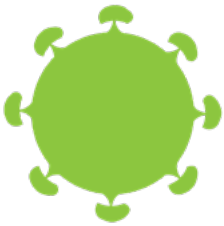
Average temperatures in the Great Lakes region rose 2.3 degrees Fahrenheit from 1951 through 2017. Extreme heat is dangerous for vulnerable populations and can also tax electrical infrastructure, leading to power outages, which in turn can increase the risk for the people most prone to succumbing to heat. Designating specific locations with backup power sources (such as municipal halls, libraries, and schools) as cooling stations can provide vulnerable residents with an essential escape from the heat. There may be a need to provide transportation to cooling stations for those with limited mobility options.

### Severe winter storms

As temperatures rise, winter precipitation levels are anticipated to rise as well, and mixed precipitation events with more heavy ice may become more common. Severe winter storms can result in power outages, impeded mobility, damage to structures and trees, and lost economic productivity. Municipal costs for snow removal should be included in budget planning. While storms are the primary focus of future concern, communities also benefit from planning for extreme cold—locations designated as cooling stations in the summer can become warming stations in the winter.

### Heavy rain and flooding

Heavy rain events are already more common in Michigan than they were in the mid-to-late 20th Century, having increased by 35% from 1951 to 2017, as total annual precipitation increased by 14%. They are anticipated to become even more common in the future.

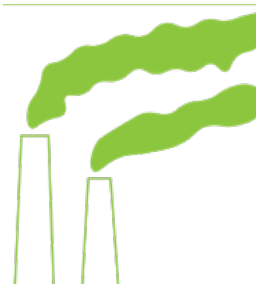


### Public health emergencies

The 2020 COVID-19 pandemic brought with it unprecedented economic disruption, forced short-term changes in social habits, destroyed numerous small businesses, and led to a very large increase in unemployment in a very short time period. Planning for public health emergencies needs to consider the many dimensions of the social fabric that are heavily impacted, including the availability of medical services, government's ability to continue functioning under quarantines or stay-at-home orders, and the locations and numbers of vulnerable populations. Local police, fire, and ambulance services may be particularly taxed in a future public health emergency.

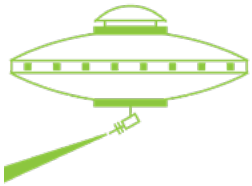
# Sustainability & Resiliency

**MITIGATION, ADAPTATION, AND RISK REDUCTION**



## Damage to natural systems

Human activity is rarely in balance with the natural systems it occurs within. While resource extraction and pollution offer two very obvious examples of human activity, nearly all modern human development activity has some impact on natural systems, including loss of habitat, interruption of habitat, and increased emissions due to greater travel distances as development moves outward into wild places. A combination of rising temperatures and agricultural runoff that changes the nutrient balance in major water bodies has led to much higher frequency of toxic cyanobacteria and algae blooms, particularly in Lake Erie. These blooms can impair drinking water quality and limit recreational opportunities, including fishing and watersports.



## Unanticipated events

No community can plan for every possible future event or scenario. This is why developing resiliency, improving sustainability, understanding vulnerabilities, and identifying emergency resources is so important.

## Drought

We most frequently think of drought as a prolonged period without precipitation. While this kind of drought is certainly possible in the future in Michigan, the more likely effects of the changes the state is experiencing will be changes in seasonal distribution of storms with precipitation. Winter rainfall will become more common, snowpack overall may decrease, and stream levels will peak earlier in the year, affecting water availability and the timing of groundwater recharge. Drought is exacerbated by higher temperatures, which lead to increased evaporation rates; even with higher average rainfall, land may become drier, and as rain becomes less frequent in the hottest summer months, mid-summer drought could become a regular challenge. Dry conditions bring with them the possibility of wildfires, which are not uncommon in rural Michigan but could grow in scale and intensity in coming years. It is important to understand the community's water sources and how extended periods of drought might affect water availability.

## Food systems

As the climate changes and weather patterns shift accordingly, planting and harvesting conditions become less predictable, and the potential for crop losses increases. In 2019, unusually heavy rains across much of Michigan made planting during the typical time difficult for many farmers. While the number of frost-free days has increased by an average of 16 days across the Great Lakes region from 1951 to 2017, the timing of those extra days has not uniformly added to the growing season. In recent years, unexpected late freezes after earlier-than-usual warm weather lead to the loss of large portions of fruit crops such as apples and cherries.

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# 14. Thoroughfare Plan & Complete Streets

# Thoroughfare Plan

BACKGROUND

The function of a road system and its ability to move traffic in an efficient and convenient manner have a significant impact on the viability of land uses and overall quality of life in a community. The primary goal of the Thoroughfare Plan is to plan for a road network that will serve the residents and businesses anticipated in the Land Use Plan chapter. This includes the City of Adrian's road network of state, city, and private roadways.

## 2007 Thoroughfare Plan

The 2007 Thoroughfare Plan made recommendations regarding changes to the functional classification of certain roadways in the city. The 2007 plan also called for one-way streets in Downtown Adrian to be re-striped for two-way traffic. This was subsequently done, improving vehicular circulation throughout the downtown area. This plan carries forward the functional classification ad design recommendations of the 2007 plan.

Over the years during which the majority of roads and freeways were constructed in the United States, the concept of "functional classification" was developed by the Federal Highway Administration. This involved two main elements: mobility and access. Mobility relates to how vehicular traffic is able to flow through or around an area. Access relates to how travelers of the streets access adjacent land uses (primarily through intersections and driveways).

At higher levels of mobility, travel speeds and volumes are higher; as a result, access to these roads becomes more limited. Conversely, lower classification roads often feature slower speeds and provide more access points to adjacent land uses.

While this system of classification worked in the past, it is clear that the functionality of roads only takes one type of user into consideration: motorized travelers. Motorists learn to drive understanding the trade-offs of roadways: freeways run faster than surface streets, but they can't be used to get directly to their destination. However, with non-motorized uses, the function of roads isn't as black and white. For example, if a pedestrian or cyclist wants to go somewhere, generally speaking, their travel time may not be impacted by the type of road on which they travel. The decision of what road to use depends largely on what the destination is, how safe it is to get there, and the availability of transportation facilities (such as sidewalks). The idea of mobility for non-motorized users goes beyond simply the efficiency of travel to a wider range of barriers to mobility that partly correspond with functional road classifications, but also correspond to land uses, overall community safety, and condition of transportation facilities.

Source: Giffels Webster

# Thoroughfare Plan

CLASSIFICATION SYSTEM

An important element of the Comprehensive Plan process is the development of a plan for the overall system of streets and roads in a community. This system provides for the movement of people and goods from places both inside and outside the community. Road rights-of-way also provide places for various public utilities such as water lines, gas lines, sanitary and storm sewers, cable television lines, electrical power and telephone lines. Because of these combined roads and utility functions, the system of roads in a community can impact economic conditions, environmental quality, and energy consumption, land development and overall quality of line in a community.

## EXISTING ROAD CLASSIFICATIONS FOR ADRIAN

Traditional transportation planning identifies several major categories of road classifications known as National Functional Classification (NFC). These classifications were created by the US Department of Transportation, Federal Highway Administration and are based on mobility and access provided by certain roads. As roads are modified over time, they may not fall neatly into one classification or another, but their functions for motorized travel can generally be understood. It is important to note that substantial variations in road characteristics exist although the NFC may be the same for many roads in a community. The City of Adrian currently has, or is served by, roads that fall generally into the following categories:

### Principal Arterials

Principal arterials generally carry long distance, through-travel movements. They also provide access to important traffic generators, such as major airports or regional shopping centers. In Adrian, US-223 serves the community as a principal arterial roadway.

### Urban Minor Arterial

The main function of arterial roads is to serve as routes for through traffic, while providing access to abutting properties and minor intersecting streets. Minor arterials carry through-travel movements but carry trips of shorter distance and to lesser traffic generators. Arterials are eligible for federal funding. The Main Street, Maple Avenue, Maumee Street, Division Street, McKenzie Street, Beecher Street, and Riverside Avenue all currently function as the minor arterial road within Adrian.

### Urban Major Collector Street

Collector streets primarily permit direct access to abutting properties and provide connections from local streets and neighborhoods to minor arterials. Through traffic movement from one part of the municipality to another is deliberately discouraged on these streets. Collectors provide the opportunity to connect to arterials, allowing for the reduction in the number of curb cuts onto arterials and ensuring fewer interruptions for arterial traffic. Collectors are eligible for federal funding. Examples of existing collector roads include Oakwood Road, northern Broad Street, Madison Street, and Michigan Avenue.

### Urban Local Streets

Local streets provide access to abutting land. These streets make up a large percentage of total street mileage, but they almost always carry a small portion of vehicle miles traveled. They offer the lowest level of mobility and may carry no through traffic. Local roads are not eligible for federal funding. Examples of this class of roadway include local residential streets located within the city.

# Thoroughfare Plan

CITY OF ADRIAN

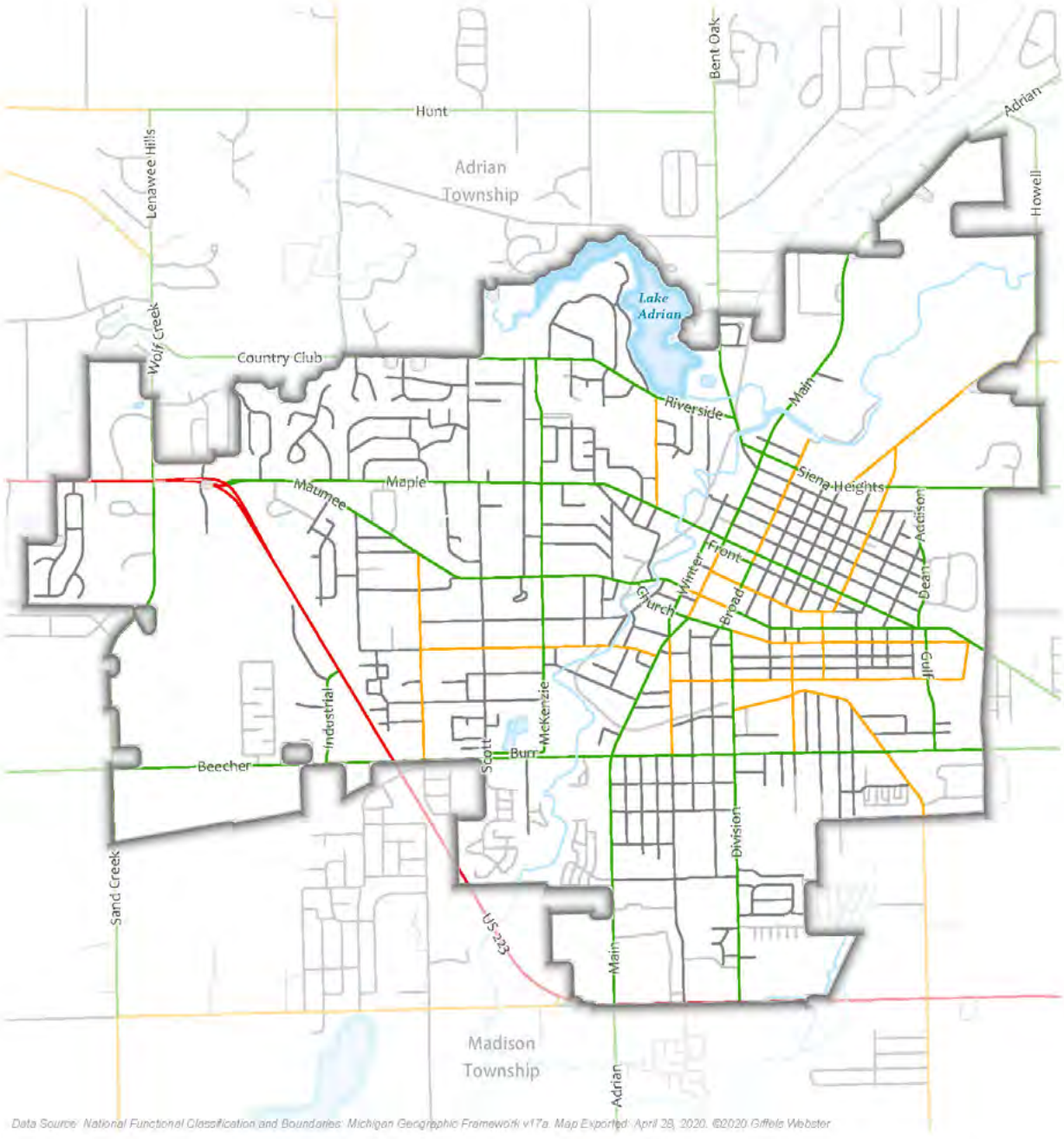
## Planned Roadway Functional Classifications

The Thoroughfare Plan Map 14.2 indicates how the roadways in the City of Adrian are classified for future road function; Map 14.1 shows the current classifications. Relative to the existing functional classification of the City's roadways, the following changes in designation are proposed in order to better reflect the actual usage of these roadway segments:

- Locust Street is proposed to be upgraded from a local to a minor collector street, as it is the only street providing a complete, direct north-south connection from E Michigan St to the Siena Heights area;
- Church Street between Winter Street and Main Street is proposed to be downgraded from a major arterial to a collector, reflecting that Church west of Winter is also a collector, and the major arterial turns south along Main Street at the intersection with Church;
- Winter Street between Front Street and Main Street is proposed to be downgraded from a minor arterial to a collector, in order to permit Winter Street to better function as part of the walkable downtown environment; Broad Street fulfills the arterial function in this area;
- Front Street between Winter Street and Main Street is proposed to be downgraded from a minor arterial to a collector, reflecting the change in classification of Winter Street.

In the case of roadways for which no change in designation is proposed, the existing classification is thought to be appropriate to handle future circulation requirements.

## MAP 14.1: NATIONAL FUNCTIONAL CLASSIFICATION




0 1,500 3,000 6,000 Feet

- Interstate Freeway
- Other Freeway
- Other Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Local Road
- Uncertified/Private

giffels webster

**National Functional Classification**

**CITY OF ADRIAN**

# Thoroughfare Plan

ACCESS MANAGEMENT

## Access Management Recommendations

Most streets provide two functions: 1) to move traffic and 2) to provide access to land uses that abut them. However, these functions can often conflict because each access point interrupts traffic movement as vehicles turn off and onto the roadway. In order to balance these two road functions, access management techniques should be used. The access management section describes ways in which the road network's capacity can be maximized, by reducing the impact of development abutting the major road network.

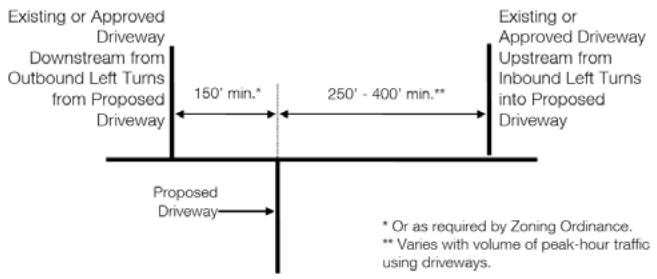
The access management techniques described below primarily apply to more intensive, non-residential land uses. Access management is usually implemented through the site plan review process, and these techniques are suggested as guidelines in that process. Reference should also be made to applicable sections of the Adrian Zoning Ordinance. Each case will require an individual analysis to determine the appropriate action given the characteristics of the site and use.

### Restricting the Number and Spacing of Access Points

Limiting the number of driveways permitted for each land use can help preserve the traffic movement function of a roadway. Proposed and existing land uses should provide the minimum number of driveways needed to provide access to a development site. If additional driveways are proposed, additional street frontage for the subject site and appropriate spacing between existing driveways should be provided.

Even if only one access point is proposed, the most appropriate location should be selected to preserve the function of the roadway and, more importantly, to assure public safety. Driveways located too close together are safety hazards and can negatively impact road capacity.

Recommended spacing standards for non-residential driveways on the same and opposite sides of the roadway are provided in the Table and Figure below.




*Spacing Standards for Driveways on Opposite Side of Street*

**TABLE 14.1. SPACING STANDARDS FOR DRIVEWAYS ON SAME SIDE OF STREET**

| Speed Limit (Mph) | Minimum Drive-way Spacing (Feet)* |
|---|---|
| **25** | **135** |
| 30 | 155 |
| 35 | 180 |
| 40 | 215 |
| 45 | 260 |
| 50 or greater | 310 |

* Center-to-center.
Note: Greater separation between driveways and street intersections may be required.

# Thoroughfare Plan

ACCESS MANAGEMENT

## Encouraging Shared Access

Providing shared access to a site reduces the number of access points, preserves the capacity of the road, and can even help to maintain the character of the community. Shared access can be achieved through a variety of techniques including shared driveways, frontage roads, and internal connections between sites. As discussed above, access management is critical for non-residential land uses because of their intensive nature and tendency to demand a higher number of access points.

## Access/Driveway Design

Another access management technique is assuring proper driveway and intersection design. Driveways should be designed with adequate width, turning radius, and depth to allow automobiles and large trucks to enter and exit a site safely and efficiently. A clear-vision area at the corners of all driveways and intersections is also needed for safe driver visibility.

In addition, uses that generate high volumes of traffic may warrant the construction of deceleration and acceleration lanes adjacent to driveways and intersections. Left-turn passing lanes or center left-turn lanes may also be necessary. Such improvements are often identified by the completion of traffic impact studies. In general, traffic impact studies are recommended whenever a proposed land use will generate more than 750 vehicle trips per day and/or more than 100 vehicle trips in one direction during the morning (e.g., 7 a.m. - 9 a.m.) or afternoon (4 p.m. - 6 p.m.) peak hour.

Finally, restricting turning movements at a driveway or intersection is often warranted due to traffic volumes or poor spacing of proposed access points relative to existing driveways and/or intersections. For example, when an existing driveway is too close to an intersection, it is possible to improve the access and safety by restricting turning movements to right turns in and out of a proposed or existing development site.

## MAP 14.2: 2021 THOROUGHFARE PLAN

giffels webster

**Thoroughfare Plan**

**CITY OF ADRIAN**

# Complete Streets

POLICY

## Complete Streets Policy

'**Complete Streets**' is a term used to describe a transportation network that includes facilities for vehicles, pedestrians, cyclists, and other legal users of all ages and abilities. In 2010, Michigan passed Complete Streets legislation to encourage and justify the development of Complete Streets in communities. At that time, Michigan's Planning Enabling Act was also amended to require comprehensive plans to address Complete Streets. Communities that adopt Complete Streets policies recognize that

- Complete Streets provide transportation choices, allowing people to move about their communities safely and easily.
- Complete Streets policies acknowledge the problems with current transportation facilities.
- Implementing Complete Streets strategies will make communities better places to live and work.

An important element of the Comprehensive Plan process is the planning for the overall system of streets and roads in a community that provide for the movement of people and goods from places both inside and outside the community.

The National Complete Streets Coalition (NCSC) compiled a list of ten principles that makes an ideal Complete Streets policy.

| | |
|---|---|
| | **VISION** |
| **Vision and intent** | Includes an equitable vision for how and why the community wants to complete its streets. Specifies need to create complete, connected, network and specifies at least four modes, two of which must be biking or walking. |
| | **DESIGN** |
| **Diverse users** | Benefits all users equitably, particularly vulnerable users and the most under-invested and undeserved communities. |
| **Design** | Directs the use of the latest and best design criteria and guidelines and sets a time frame for their implementation. |
| **Land use and context sensitivity** | Considers the surrounding community's current and expected land use and transportation needs. |
| | **IMPLEMENTATION** |
| **Performance measures** | Establishes performance standards that are specific, equitable, and available to the public. |
| **Commitment in all projects and phases** | Applies to new, retro-fit/reconstruction, maintenance, and ongoing projects. |
| **Clear, accountable expectations** | Makes any exceptions specific and sets a clear procedure that requires high-level approval and public notice prior to exceptions being granted. |
| **Jurisdiction** | Requires inter agency coordination be-tween government departments and partner agencies on Complete Streets. |
| **Project selection criteria** | Provides specific criteria to encourage funding prioritization for Complete Streets implementation. |
| **Implementation steps** | Includes specific next steps for implementation of the policy. |

# Complete Streets

## ELEMENTS AND BENEFITS

**FIG. 14.1. ELEMENTS OF COMPLETE STREETS**

**GREEN SPACE**
Green spaces encourage community interaction and provide opportunities to rest

**SIDEWALKS**
Sidewalks for pedestrians to link neighborhoods, schools, civic uses, and other destinations together

**STREETSCAPE**
Protective streetscape including trees and street lights to provide shade, create buffer and contribute to a sense of safety and security

**BIKE LANES**
Protected bike lanes increase the level of comfort and encourage more users

**CROSS WALKS**
Crosswalks, pedestrian pavement markings, and crosswalk signals make it safer for pedestrians to help slow motorized traffic

**ROAD DIET**
This involves reducing either the width or number of travel lanes to make space for shoulder or bike path

**TRAFFIC SIGNALS**
Traffic signals with pedestrian signal heads and audible crossing signals for visually impaired pedestrians to safely cross major roadways

**TRAFFIC CALMING**
Curb extensions or bump-outs and other traffic calming devices slow vehicular traffic, and alert drivers to the presence of pedestrians

**TRANSIT STOPS**
Our dependence on the automobile increases air and water pollution resulting from motor vehicles and the impervious surfaces of roads

**WAY FINDING**
Wayfinding signs help people on foot or bicycles to identify the route to important destinations and civic spaces

*Image Source: Street Mix; Exhibit prepared by: Giffels Webster*

**FIG. 14.2. BENEFITS OF COMPLETE STREETS**

## Safety

- Reduce pedestrian accidents by increasing the safety factor.
- Perceptions of the safety of non-motorized travel strongly influence decisions about alternative modes of travel for many.
- Reducing either the width or number of travel lanes to make space for shoulder or bike paths will improve safety (road diet).
- Refer to 'Level of Comfort' in the Appendix.

On an average, a pedestrian was killed in the US every 88 minutes in traffic crashes in

## Health

- Walking or biking to school will result in reduced child obesity rates.
- Sedentary lifestyles have been shown to be associated with a host of long-term health problems.
- Sidewalks, bike paths and access to transit increases level of physical activity.

Between 1989 and 2018, child obesity rates have risen dramatically, while the percentage of walking or biking to school has dropped

## Access

- Walking or biking to school will result in reduced child obesity rates.
- Sedentary lifestyles have been shown to be associated with a host of long-term health problems.
- Sidewalks, bike paths and access to transit increases level of physical activity.

54% of older American living in inhospitable neighborhoods say they would walk and ride more often if things improved

## Environment

- Our dependence on the automobile increases air and water pollution resulting from motor vehicles and the impervious surfaces of roads.
- Studies have shown that 5 to 10 percent of urban automobile trips can reasonably be shifted to non-motorized transport.
- Refer to Appendix to know more about Americans reliance on automobiles and how it can be reduced.

Carbon-dioxide emissions can be reduced by 20 pounds per day or more than 4,800 pounds in a year per each commuter by using transit instead of driving

## Economy

- Designing residential and local business districts are redesigned with traffic calming measures and provide safe pedestrian access increases consumer activity.
- Implementing Complete Streets will be a good placemaking strategy for economic development and community revitalization.

Nearly 40 percent of merchants reported increase in sales, and 60 percent more area residents shopping locally due to reduced travel time and convenience

*@Giffels Webster*

# Complete Streets

## TRAFFIC STRESS

The usage rate of any non-motorized facility by diverse group of users depends on the level of comfort the path provides. Level of comfort typically depends on various stress factors such as vehicular traffic speed, volume and the time of the day. Safely designed pedestrian/bicycle lanes lead to more users and less accidents. The recommended non-motorized routes in this master plan are rated based on the following criteria:

### Level of Traffic Stress

The Mineta Transportation Institute developed a rating system to rate the "stress levels" users experience. The 'Level of Traffic Stress' (LTS) ratings range from 1 (lowest stress) to 4 (highest stress and discomfort) and are based on factors such as the speed and volume of vehicle traffic, the number of travel lanes, the size and complexity of intersections, and the types of bicycle facilities provided.

### Type of Ridership

A study completed by Roger Geller for the Portland Office of Transportation identified Four Type of Users which correlates with the LTS ratings. The type of riders are categorized by their level of comfort riding on different types of facilities.

### All Ages and Abilities

National Association of City Transportation Officials (NACTO) developed an 'All Ages & Abilities' criteria for selecting and implementing bike facilities. All Ages and Abilities facilities are defined by three primary factors: safety, comfortability and equitability. This guide helps communities design facilities with appropriate traffic calming measures based on contextual factors such as vehicular speeds and volumes, user type and level of comfort to reduce accidents and increase ridership. Another good resource for determining the right type of facility for a particular route is the 'Bikeway Selection Guide' created by US Department of Transportation Federal Highway Administration.

FIG. 14.3. ALL AGES AND ABILITIES

| TYPE OF USERS | BARRIERS TO CONSIDER |
|---|---|
| Children | Smaller and less visible from driver's seat |
| Seniors | Lower visual acuity and slower riding speeds |
| Women | Concerns about personal safety and traffic stress. Prefer buffers or barriers from vehicular traffic lanes |
| People Riding Bike Share | Bike to transit or make one-way trips. Rely on comfortable and easily understandable bike structure |
| People of Color | Fear of exposure to theft, assault or being a target for enforcement |
| Low-Income Riders | Rely extensively on bicycles to ride to work. Access to continuous and safe facilities |
| People with Disabilities | Use adaptive bicycles that require wider envelope and operate at lower speeds |
| People Moving Goods or Cargo | Cannot be accommodated by facilities designed to minimal standards |
| Confident Cyclists | Constitute a smaller percentage of total users, most often male. In the U.S., 76% of bike trips are made by men and 87% of competitive cyclists are male. |

# Complete Streets

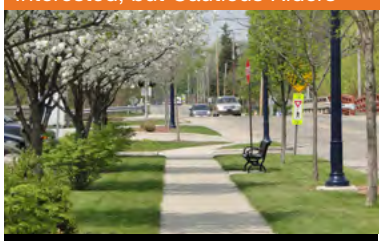
## TRAFFIC STRESS

### FIG. 14.4. LEVEL OF TRAFFIC STRESS AND TYPE OF RIDERSHIP

The Mineta Transportation Institute developed a rating system to rate the "stress levels" users experience. A study completed by Roger Geller for the Portland Office of Transportation identified Four Type of Users which correlates with the LTS ratings.

## LTS-1

Interested, but Cautious Riders

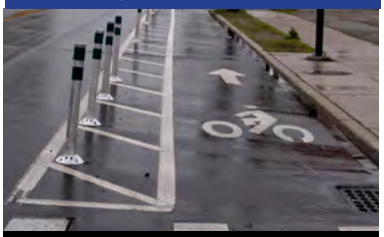


SHARED USE PATHS

- Shared use paths are used by pedestrians as well as bicycle users
- 8 feet min. width with 5-10 feet planted buffer
- Ideal traffic speeds less than 25 miles per hour
- Wider Right-of-way widths
- Pavement surfaces should be based on anticipated usage volumes
- **Comfortable for all ages and abilities**

## LTS-2

Interested, but Concerned Riders



BUFFERED BIKE LANES

- Bike lanes separated by buffers defined by pavement markings and parallel parking
- 8 feet min. two-ways or 5 feet min. one-way with 5 feet painted buffer
- Ideal traffic speeds from 20-25 miles per hour
- Limited Right-of-way widths
- Add vertical delineation such as candlestick bollards for increased level of perceived protection
- **Comfortable for most adults**

## LTS-3

Enthused and Confident Riders

BIKE LANES

- Dedicated bike lanes that are adjacent to traffic lanes
- 8 feet min. two-ways or 5 feet min. one-way with 5 feet
- Ideal traffic speeds more than 25 miles per hour
- Dedicated bike lanes that are adjacent to traffic lanes
- Limited Right-of-way widths
- Reduce curbside and intersection conflicts through access management
- **Comfortable for confident bicyclists, who prefer not to share with the vehicles**

## LTS-4

Strong and Fearless Riders

BIKE ROUTES

- Identifying a specific route as a 'Bike Route' is the simple alternative when immediate infrastructure improvements to roadway network are not feasible
- Wayfinding signage such as 'share the road' or directional signage can be installed to guide the users to destinations or other connections
- Traffic calming measures are required to manage speeds
- **Uncomfortable for most users**

# Complete Streets
REGIONAL CONTEXT

## Regional Context for Non-Motorized Plan
### 2018 Adrian-Area Non-Motorized Transportation Plan for the Kiwanis Trail and Surrounding Areas

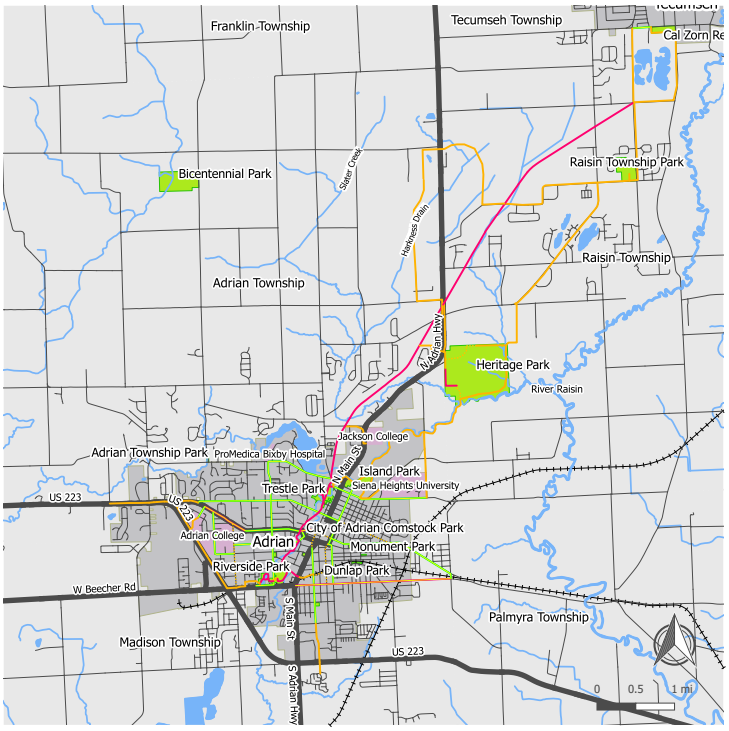
#### Background
Adrian is located near the geographic center of Lenawee County and is accessible from all directions via major state highways and county roads. The Kiwanis Trail was first developed as part of Adrian's land use plan recommendations from 1974. It is an eight-mile paved path that runs from Adrian to just south of Tecumseh, ending at Green Highway and Ives Road. Over half of the county population is concentrated in the urbanizing Clinton, Tecumseh and Adrian corridor and Kiwanis Trail is the only true shared use path in Lenawee County.

#### Takeaway
The 2018 Adrian-Area Non-Motorized Plan laid the groundwork for the formation of the Kiwanis Regional Trail Authority, consisting of representative from Adrian, Tecumseh, Adrian Charter Township, Raisin Charter Township, and the Adrian Kiwanis Club. The Authority is fundraising for the completion of the Kiwanis Trail connection to downtown Tecumseh. The goals of the authority include:

- Increasing the number of Kiwanis Trail users
- Organization of volunteer maintenance events
- Fun runs/walks/bikes on the Trail

The Authority also plans to track feedback from surveys regarding recreation that are conducted periodically by the individual communities and Lenawee County. The City of Adrian's 2006 land use plan also emphasized improvement/development of non-motorized transportation. The objectives included filling gaps in the existing sidewalk network, converting abandoned railroad rights-of-way to pathways, development of an East-West bike path through the city and connecting residential areas with the downtown.

*Adrian Area*




Legend

Adrian Area Non-Motorized System
- Existing SUP
- Proposed SUP
- Proposed Bike Lane
- Existing Bike Lane
- Proposed Shared Road
- Prominent Locations
- Parks

**ADRIAN AREA NON-MOTORIZED TRANSPORTATION SYSTEM**
The Adrian Area's non-motorized transportation system contains bike lanes, shared use paths, side paths, sidewalks, shared lanes, wayfinding signage, controlled crossings, and trail heads. The map shows a variety of line types and colors to represent infrastructure recommendations. A legend is provided to help clarify the map features.

*22 | The Plan*

*Source: 2018 Adrian-Area Non-Motorized Transportation Plan*

# Complete Streets

EXISTING FACILITIES

## Existing non-motorized network

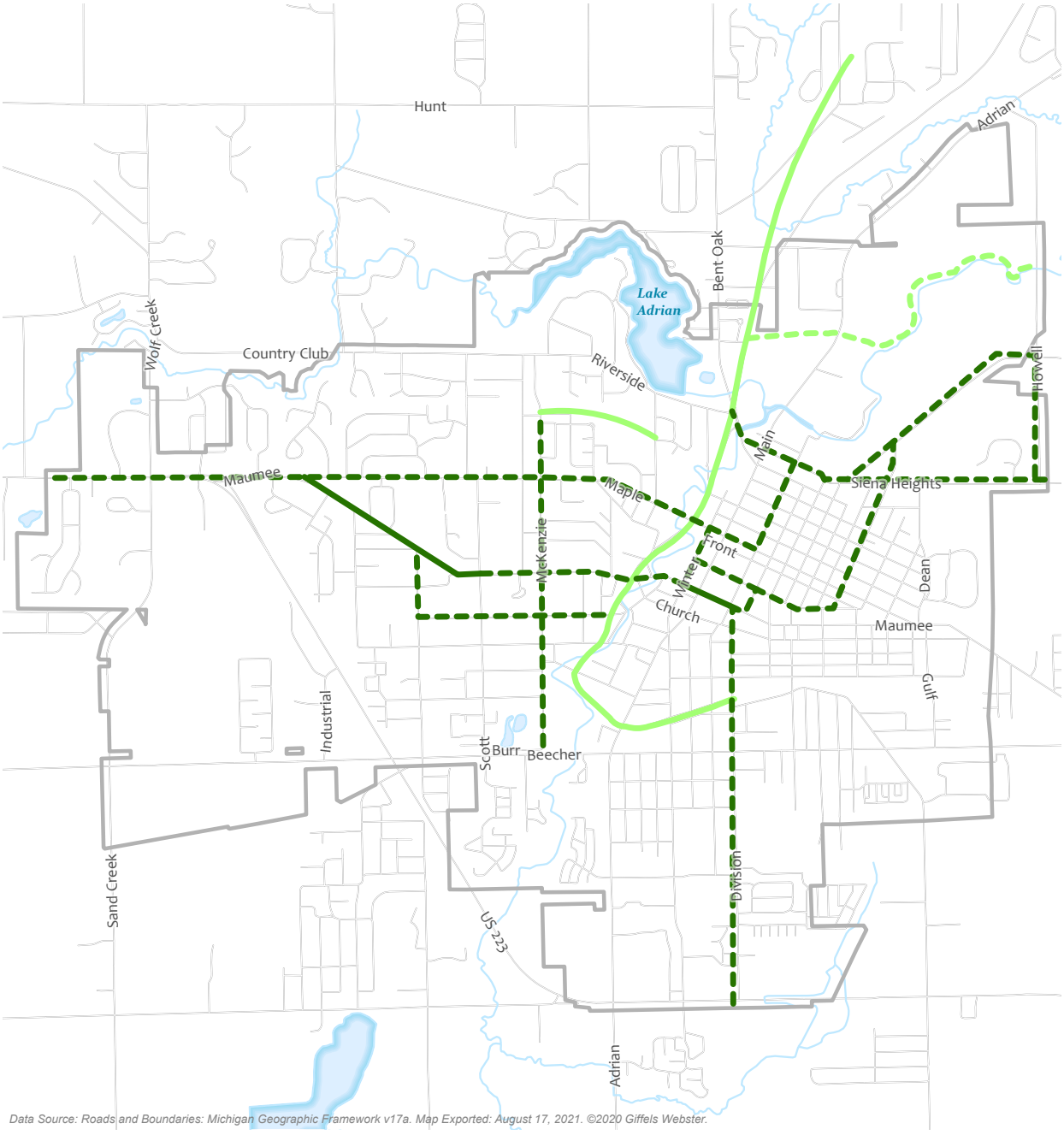
### Sidewalks

The City of Adrian has a highly connected network of sidewalks throughout the residential districts in the city and the downtown. The commercial areas of the city are accessible to pedestrians traveling from residential districts but there are several intersections along South Main Street and southern Division Street with unmarked crosswalks. Safe, well-marked, illuminated pedestrian crosswalks and paths are necessary to ensure continuity throughout the city and comfortable pedestrian amenities. Most residential parts of the city have sidewalks on both sides of the street and link to the city's parks and local destinations. Few of the intersections located in the neighborhoods have marked crosswalks which is a safety concern when neighborhood streets connect to roads with higher speeds.

### Shared Use Paths

Bikeways are defined as rural wide paved shoulders, shared-lane markings, and local, county, or national bike routes. Along the River Raisin, the Kiwanis Trail provides over seven miles of shared-use path. Shared-use paths are typically eight to ten-foot paved surfaces used for bicyclists and pedestrians. They are separate from roadways and allow safe travel or recreation for joggers, walkers, and bicyclists. The Kiwanis Trail connects downtown Adrian to downtown Tecumseh and the Tecumseh Trail. The Kiwanis Trail also intersects with the Trestle Park Trails creating an expansive network in downtown Adrian. Bicycle travel on the Kiwanis Trail and within the residential areas in Adrian is considered comfortable and safe for most people.

## MAP 14.3: 2021 PATHWAYS PLAN




0 1,000 2,000 4,000 Feet

- Bike Lane
- Future Bike Lane
- Trail
- Future Trail Extension

giffels webster

**Pathways Plan**
**CITY OF ADRIAN**

# 15. Housing & Density Plan

# Housing Plan

## CITY OF ADRIAN

The Housing Plan refines the residential land use designations identified in the Land Use Plan. The chapter begins with an analysis of existing conditions and housing trends in the City and nearby communities, followed by specific recommendations for future density City of Adrian. The overall intent of the Housing Plan is to outline a strategy to ensure that the housing needs of Adrian's current and future residents will be met.

# Housing Plan

DEMOGRAPHICS

## Housing Types

Nationally, the rate of home ownership is 63.9%. Of the 7,624 housing units in Adrian, 54% are owner-occupied, and 56% are detached, single-family units. Ownership is heavily concentrated in these detached units; 80% of detached units are owner-occupied.

Very few of the city's attached units are owner-occupied. A large portion of these attached units are apartment-style units. As with many of the city's demographic peculiarities, some of the relatively low rate of ownership is likely a reflection of the student population. The city also has a population of temporary residents who relocate to the city to be near family members incarcerated at the Gus Harrison Correctional Facility. The high demand for rental units suggests a need to ensure that inventory is adequate in the future.

TABLE 15.1. HOME OWNERSHIP DATA BY COMMUNITY

| | Owner-occupied housing unit rate, 2014-2018 | Median value of owner-occupied housing units, 2014-2018 | Median selected monthly owner costs with a mortgage, 2014-2018 |
|---|---|---|---|
| **Adrian City** | **54.40%** | **$74,700** | **$886** |
| Tecumseh City | 68.20% | $129,300 | $1,121 |
| Adrian Township | 86.50% | $166,900 | $1,277 |
| Madison Township | 82.80% | $106,200 | $1,096 |
| Raisin Township | 94.80% | $164,400 | $1,328 |
| Lenawee County | 77.40% | $133,300 | $1,170 |
| Michigan State | 71.00% | $146,200 | $1,279 |
| United States | 63.80% | $204,900 | $1,558 |

## Housing Value

Median home value (MHV) is often used as a measure of local economic health. Adrian's MHV of $74,700 for owner-occupied units is 44% less than that of Lenawee County as a whole.

Most of the city is built out with smaller lots and smaller house sizes, and much of it is older than in surrounding communities, accounting for some of the difference.

Meanwhile, gross rents are similar in the city and county-wide. Adrian has much more variety in its housing stock than most surrounding communities and many more renters as a portion of all households. As noted above, some of the higher demand for non-single family housing types is likely driven by the student populations of the colleges and families of incarcerated individuals.

FIG. 15.1. HOUSING OCCUPANCY: ADRIAN

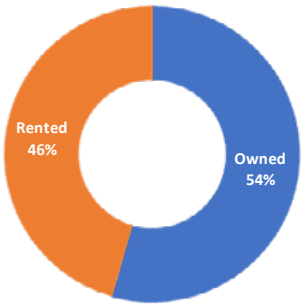
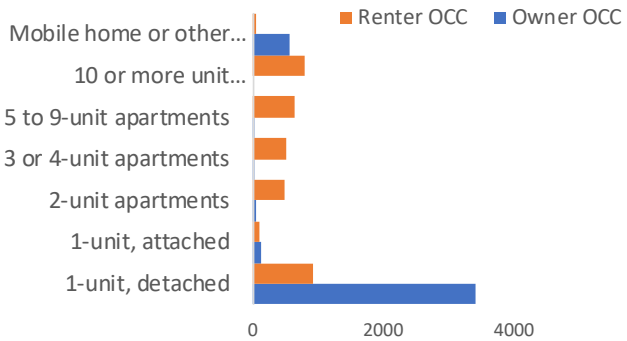



FIG. 15.2. HOUSING TYPES BY OCCUPANCY




Source: ACS Data, 2018

City. $735
County: $765
Median Gross Rent

City: $74,700
County: $133,300
Median value of Owner Occupied housing units

# Housing Plan

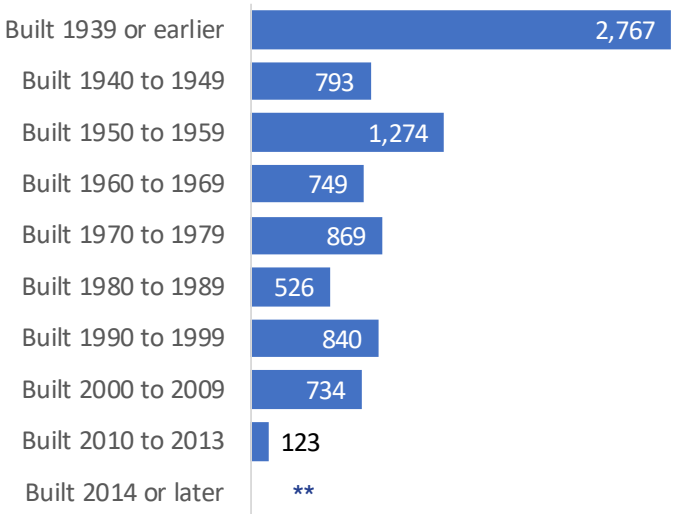
DEMOGRAPHICS

## Housing Age

Older housing reflects the physical, historic and social context of a community. The age of housing influences local housing policies for rehabilitation and redevelopment. Older houses require additional maintenance and upkeep, and may also require upgrades to ensure energy efficiency, barrier free access and increased livability for aging adults.

When aggregated in a single area, as they are in certain Adrian neighborhoods, older homes can be a historic asset to a community and part of what makes a place distinctive. Over 60 percent of housing in Adrian is over 50 years old. Very few newer houses were built in the past decade. Older housing of a lower quality can be burdensome for owners and the community as a whole, especially when maintenance falters. Given the build out of the community, future housing of all types will likely be proposed an built on an infill basis.

**FIG. 15.3. HOUSING BY YEAR STRUCTURE BUILT**




** According to the data provided by the city, a total of twenty four housing permits were issued from 2014 to 2020.

*Adrian houses (Giffels Webster, 2020)*

# Housing Plan

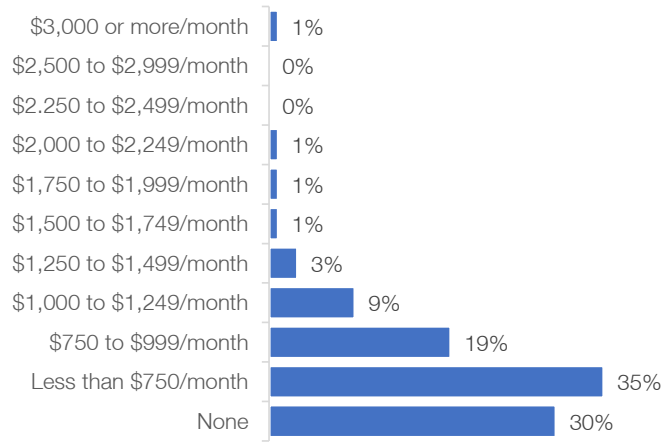
## HOUSING MARKET

The market survey conducted in summer 2020 included a module of questions about housing demand and resident intentions. Responses were used to build a forecast of housing demand.

Key Survey & Housing Data for Projections of Future Demand

- The average home in the area is roughly 1,690 square feet.
- About 45 percent of the homes are less than 1,500 square feet.
- About 12 percent of the respondents' homes are 2,500 square feet or more.
- The average monthly rent or mortgage payment, including those without any monthly payment, is $640.
- The average monthly payment, excluding those without any monthly payment, is $920.
- About one-third of the responding households pay $750 or less per month toward rent or mortgages.
- Many respondents do not have monthly payments generally due to tenure in their homes, living with other family members, and payments for housing made by others for students.

**FIG. 15.4. CURRENT MONTHLY PAYMENTS***




*Developed by The Chesapeake Group, Inc., 2020

### Likelihood of Moving

One-fourth to one-half of the responding residents believe they will or may move in the next five years. These residents become a critical component of the potential demand for future housing in Adrian. Lifestyle and medical or physical changes are the primary reasons for a potential move in the foreseeable future.

- The overwhelming majority (80%) will stay in Michigan when or if such a move occurs.
- In addition to those likely to move, another potential factor impacting the future housing market is the internal creation of new households. About 13 percent of the responding households have one person likely to create a new household in the foreseeable future.
- Five percent of the households have more than one member likely to generate new homes.
- For those that may or are likely to move, 38 percent will seek smaller units than the ones they now live. Another 28 percent will seek a similar-sized unit to the current unit.

Because of the likelihood of moving and the anticipated new household generation, among other reasons, perceptions of Adrian that could impact the decision are worth noting:

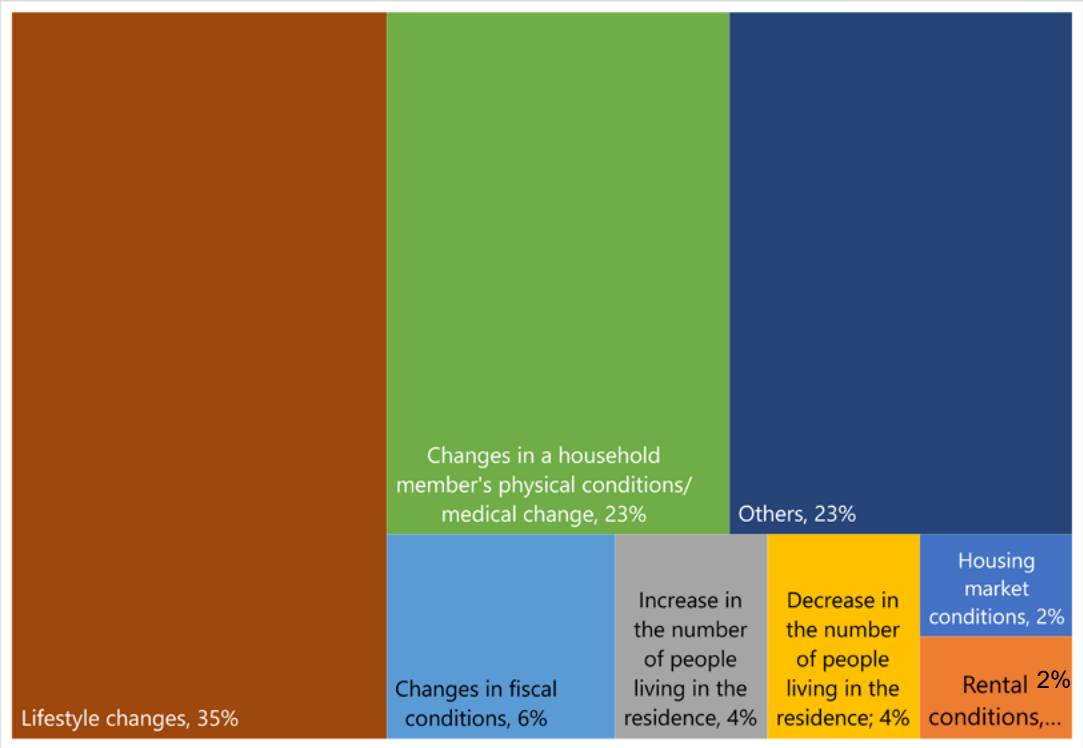
- One-half of the responding residents defined housing options as being either "poor" or "fair."
- About nine out of ten respondents find walkable shopping options to be "poor" or "fair."
- About three-fourths find Adrian's shopping experience to be "poor" or "fair."
- About two-thirds find the "availability of places that I can live, walk, and work at or near one location" to be "poor" or "fair."

See images on next page for more details.

# Housing Plan

## HOUSING MARKET

**FIG. 15.5. PRIMARY REASON FOR MOVE FOR THOSE THAT MAY MOVE**




*Developed by The Chesapeake Group, Inc., 2020

**FIG.15.6. RANKING OF ADRIAN CHARACTERISTICS/ACTIVITIES***

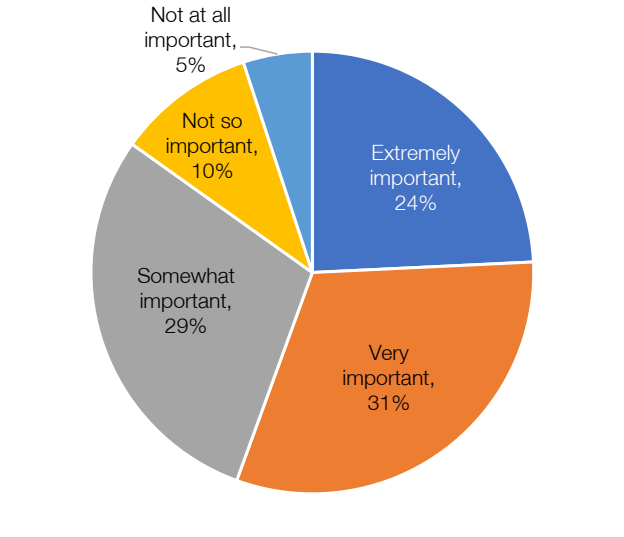
*Developed by The Chesapeake Group, Inc., 2020

# Housing Plan

## HOUSING MARKET

**FIG.15.7. IMPORTANCE OF FUTURE LIVING PLACE BEING NEAR RECREATION, WALKING AREAS, AND WORK***

Furthermore, over one-half of the respondents who may or are likely to move defined being near recreation, walking areas, and work as "very" or "extremely important."




*Developed by The Chesapeake Group, Inc., 2020

Emphasizing the importance of walkability, 63 percent of the households have one or more member that walks for health or recreational purposes at least once each week. Twenty-two percent ride a bicycle with that frequency.

Another component of the housing market reflected in the survey findings is Adrian College and Siena Heights University student population.

- According to published figures from "USA News and World Report" in 2020, 83 percent of the Adrian College students live in college-owned or affiliated housing. About 17 percent live off-campus.
- 2020 enrollment for the College is estimated at 1,856. This reflects a small increase over 2018, but a larger increase from 2011, with enrollment estimated at 1,817 in 2018, and 1,650 in 2011.
- The same source indicates that about 1,000 students of Siena Heights are enrolled at the Adrian Campus. Enrollment at Siena Heights has declined since 2011. According to the University's web site, the enrollment at the Adrian campus has declined by about 20% in the past two years. About 60 percent of the University's Adrian campus students live in college-owned, operated, or affiliated housing, and students are required to reside on campus until age 21.
- Jackson College at the Tech Center serves students who have graduated high school and local students still in high school who are seeking college credits, students combining high school graduation and the receipt of college credits, adult learners, and other non-traditional students.

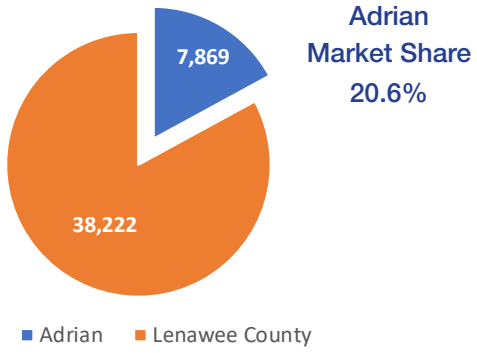
# Housing Plan

FORECAST

## Forecast of Housing Demand

According to HUD data, Lenawee County permitted between 81 and 131 units annually from 2011 to 2018, while the City of Adrian itself permitted 24 new units from 2014 through 2020. Six of the county-permitted units were in multi-family structures, while the rest were single-family homes. In both cases, new units were added at a rate well below pre-Great Recession levels.

**FIG.15.8. HOUSEHOLDS IN ADRIAN AND LENAWEE COUNTY – EXISTING MARKET SHARE***




*Developed by The Chesapeake Group, Inc., 2020.

### Market Share Scenario

Based on historical patterns in Lenawee County and Adrian, sales and rental trends, and analytics derived from the survey of residents in Adrian and surrounding communities, the potential for new housing units for Adrian is defined based on a "market share" scenario. Market share is an important economic concept implying "holding one's own," or maintaining an existing relationship between a community and its surroundings.

Based on the previous housing patterns, Adrian has not always grown at a market share rate. It is possible that Adrian will decline as a share of Lenawee County, and that these numbers will ultimately be lower. Neither of the following estimates is linked to the holding capacity of available land, current zoning, current planned activity, or any existing development regulations. Achieving market share is based solely on market factors.

Within the context of the market share scenario, a range of future housing is anticipated as shown in Table 15.2 below.

- At the lower end of estimates for market potential, Adrian can support an additional 257 units by 2030 and 321 additional units between 2031 and 2045.
- At the higher end of the potential, Adrian can support 947 additional units by 2030, and an additional 1,183 units between 2031 and 2045.

**TABLE 15.2. FUTURE ANTICIPATED HOUSING FOR ADRIAN MARKET SHARE SCENARIO***

| | 2019-2030 | 2030 | 2031-2045 | 2045 |
|---|---|---|---|---|
| Low Added | 257 | - | **321** | - |
| High Added | 947 | - | **1,183** | - |
| Low Total | - | 8,131 | | 8,452 |
| High Total | - | 8,821 | | 10,004 |

More than half of potential units may be multi-family units, as shown in Table 15.3 below. By 2030, an additional 142 non-single-family units would be marketable, and a total of 319 units would be marketable by 2045.

Given the importance of the downtown area to Adrian and the desire for walkability, maximizing the market opportunity for this type of housing could be critical. (Non-single-family structures include duplexes, town homes, and other attached structures for the purposes of this analysis.)

**TABLE 15.3. FUTURE ANTICIPATED NON-SINGLE FAMILY HOUSING FOR ADRIAN**

| | 2019-2030 | 2031-2045 | 2019-2045 |
|---|---|---|---|
| Low Added | 13 | 16 | - |
| High Added | 142 | 177 | - |
| Low Total | - | - | 29 |
| High Total | - | - | 319 |

# Attainable Housing

CITY OF ADRIAN

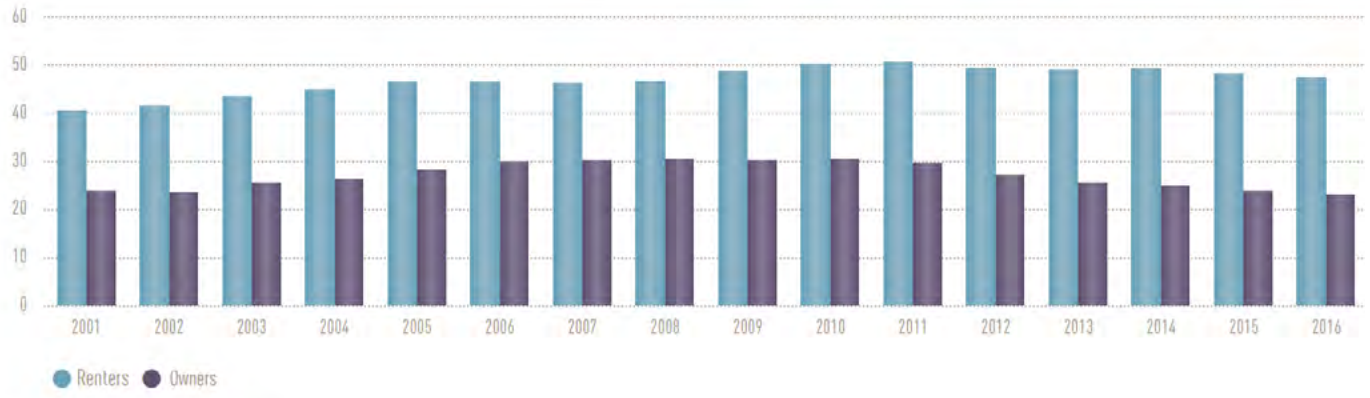
**Thriving communities provide a wide spectrum of housing options to support all residents. The availability of "attainable" housing helps accommodate everyone from young adults who are just beginning to live on their own, to older residents looking to downsize while staying in the community. While there is no universal definition of "attainable housing," The term was recently defined by the Urban Land Institute as "nonsubsidized, for-sale housing that is affordable to households with incomes between 80 and 120 percent of the area median income (AMI)."**

## Overview

In many communities, young adults and the elderly have limited housing options due to a combination of their lower income levels along with the pricing and availability of housing. This kind of financial challenge can impact people of all ages.

The general rule of thumb based on guidance from the U.S. Department of Housing and Urban Development is to spend a maximum of 30% of a household's income on housing costs, yet many people find themselves spending more on housing, leaving less of their income available for other household expenses. Finding attainable housing can be challenge and it can stress family finances.

**FIG.15.9. NEARLY HALF OF RENTER HOUSEHOLDS AND A QUARTER OF OWNER HOUSEHOLDS ARE COST BURDENED**
(Share of households with cost burdens in percent)




Source: Joint Center for Housing Studies at Harvard University, The State of the Nation's Housing 2018

Figure __ demonstrates that nearly half of all renter households and about a quarter of owner households are cost burdened. Cost burdened is defined as households spending more that 30 percent of income on housing. In 2001, only slightly more that 40 percent of renters were cost burdened.

Notes: Cost-burdened households pay more than 30% of income for housing. Households with zero or negative income are assumed to have burdens, while households paying no cash rent are assumed to be without burdens.

Housing costs are on the rise. According to the National Association of Home Builders, the median price of a new home was $375,000 in March 2020, up from $325,100 in October 2018. The median price for existing homes was $280,600, up from $257,500 in 2018. The cost of new construction is driving the overall cost of housing higher.

# Attainable Housing

CITY OF ADRIAN

The supply of multifamily for-sale housing is decreasing. Multifamily for-sale housing has historically represented about 20 to 25 percent of total multifamily permits. This type of housing is often more attainable because of its lower cost. In the past 8 years, multifamily for-sale housing has represented 6 to 7 percent of total permits, reflecting a significant post-Great Recession decline. New construction has delivered larger homes with more bedrooms even though household size was dropping. "Although one- or two-person households make up more than 60 percent of total households, nearly 50 percent of the homes delivered are four bedrooms or more. Less than 10 percent of the homes offer fewer bedroom options like one and two bedrooms," as noted by ULI.

The same ULI report notes that small housing, under 1,400 square feet, has historically represented about 16 percent of new construction, but in the last cycle, it has averaged closer to 7 percent. When combined with the next size category, 1,400 to 1,800 square feet, the overall distribution of "small homes" has declined from just under 40 percent to 22 percent. Homes over 2,400 square feet have increased from 32 percent to 50 percent of new construction since 1999, according to the ULI .

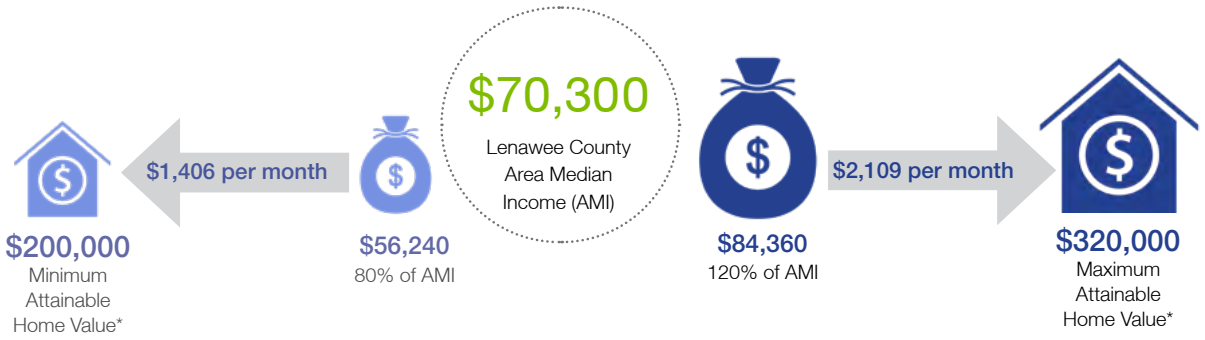
## WHAT DOES THIS MEAN FOR ADRIAN ?

The Lenawee County median family income (also referred to as area median income, AMI) for 2020, which is used by the U.S. Department of Housing and Urban Development for housing reports and applies to Lenawee County as a whole, was $70,300.00[1]. Median family income is typically higher than median household income, which is available from US Census data. A family consists of two or more people, whereas a household may only consist of one person (according to the US Census definition). As noted earlier, attainable housing has been defined as non subsidized, for-sale housing that is affordable to households with incomes between 80 and 120 percent of the area median income (AMI)." The figure below demonstrates an estimated range of attainable home value in the Lenawee County market based on numbers below:

**Minimum.** 80% of the area median income (AMI) = **$56,240**. With an estimated 30% of AMI spent on housing, a total of **$1,406** per month is available for housing related costs. A home valued about **$200,000** is attainable at this income level.*

**Maximum.**120% of the area median income (AMI) = **$84,360**. With 30% of AMI spent on housing, **$2,109** per month is available for available for housing related costs. . A home valued about **$320,000** is attainable at this income level.*

## FIG. 15.10. ESTIMATED ATTAINABLE HOME VALUE FOR CITY OF ADRIAN




* Assumes 30 year fixed, 3.3%, 10% down, $3,660 in property taxes annually and $133/month in insurance via nerdwallet.com

# Attainable Housing

CITY OF ADRIAN

The average price for a single-family home of new construction in southeast Michigan was $376,600, which is substantially higher that the median home value. A 2017 Lenawee County study showed a median cost of a new single family home to be $213,527, substantially lower than the Metro Detroit market. The national average for new single family home construction is about $325,100 (2018). To buy a new construction home valued at $376,600, a family household income of about $96,000 is required, which is just outside the range of attainable housing (see Figure _ above).

In addition to housing costs, transportation costs can also be a substantial economic burden. Transportation costs are the second highest household expense and are considered affordable if they are 15% or less of household income. Transportation costs in Adrian are about 25% of median household income, higher than what is considered "affordable." The average annual transportation costs for a household in Adrian is $12,082.The longer commuting times for Adrian residents is impacting transportation costs.

The Comprehensive Plan addresses attainable housing by targeting a wide variety of housing options. This includes single-family detached housing, multi-family dwellings, manufactured housing, and missing middle housing types, which are house-scale building with multiple units (duplexes, quadplexes and cottage court bungalows). This variety of housing types will expand the number of homes available across many price points.

## References


- https://americas.uli.org/wp-content/uploads/sites/2/ULI-Documents/ULI_Attainable-Housing_F2.pdf
- https://www.huduser.gov/portal/datasets/il/il2020/2020MedCalc.odn
- https://www.realtor.com/realestateandhomes-search/Lenawee-County_MI/overview
- https://www.lenawee.mi.us/DocumentCenter/View/2406/Housing-Needs-Assessment-Presentation-2017

# Density Plan

CITY OF ADRIAN

The Future Land Use Map (Map 11.1) depicts the entire land area planned for residential development within the City, while the Residential Density Plan Map (Map 15.1) specifies the recommended number of dwelling units per acre within each planned area. The Residential Density Map assigns densities to flexible development areas.

## Single/Two Family Residential

Consistent with existing development trends, single family development remains the principal residential development form provided for in the city's Housing Plan. Located throughout Adrian, single and two-family residential uses comprise most of the city's housing stock. This category includes detached single family homes, duplexes, and related accessory buildings. More than 1,520 acres or approximately 35 percent of the City's total land area is planned for Single or Two Family Residential use. Planned densities range from 1.0 to 5.0 dwelling units per acre.

## Multiple Family Residential

Multiple Family Residential areas include attached single family units and apartments. The category is concentrated around the city limits. This category includes approximately 210 acres, equivalent to five percent of the City's total land area. In Multiple Family Residential areas, a maximum density of 10 dwelling units per acre is anticipated in low-rise areas and 22 dwelling units per acre in high-rise areas.

## Blended Residential

This category covers nearly four percent of the city's total land area and is intended to accommodate a wide variety of housing types, with a focus on house-scale Missing Middle housing types such as townhomes, rowhouses, multiplexes of two to six units, and planned single family development, such as cottage courts. Commercial, live/work and office units may be appropriate on property fronting on Maple Avenue or M-34. This category overlaps a flexible development area on the city's far west side, and density is identified at an average of 9 units per acre. This level of density promotes a walkable environment and the provision of nearby services for the creation of complete neighborhoods.

## In-Town Residential

Areas designated for In-Town Residential are located contiguous to Downtown Adrian, surrounding the core of the City. These areas comprise roughly two percent of the city's land area. This category is intended to accommodate mixed use developments that afford residents the opportunity to live and work in the same building, but with an appropriate separation between their living quarters and their work space. Such a mix of functions can provide a unique opportunity for service professionals, artists, and designers, who are often comfortable "mixing" their living and working arrangements or accommodating them in close proximity to one another. Single use buildings (either office or residential) may also be appropriate in these areas if mixed use buildings are determined to be infeasible or impractical. The Residential Density Map identifies an average density of 9 dwelling units per acre in these areas.

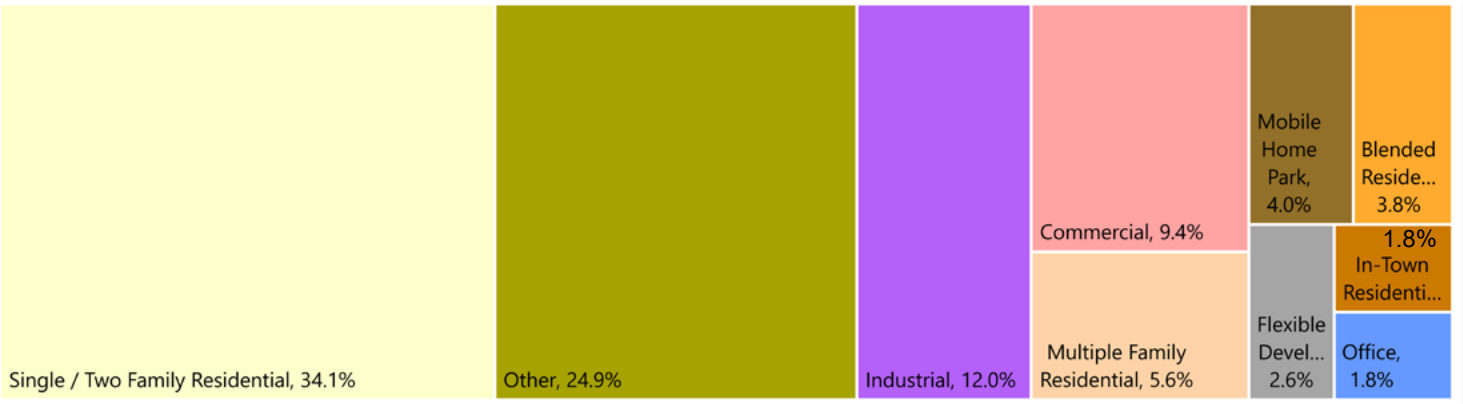
## Mobile Home Park

This category includes mobile home parks and related accessory uses, such as community and recreation centers. Located in southern Adrian, the areas designated Mobile Home Park encompass approximately four percent of the city's total area. Manufactured housing communities are planned for a maximum density of 5.0 dwelling units per acre, although they may have a lower density.

# Density Plan

CITY OF ADRIAN

FIG.15.11. PERCENT OF TOTAL LAND AREA FOR FUTURE LAND USE CATEGORIES IN ADRIAN




1 In-Town areas may contain residential and office uses.

2 Downtown Mixed Use and Flexible Development Areas may contain commercial, office, and residential uses.

## Flexible Development

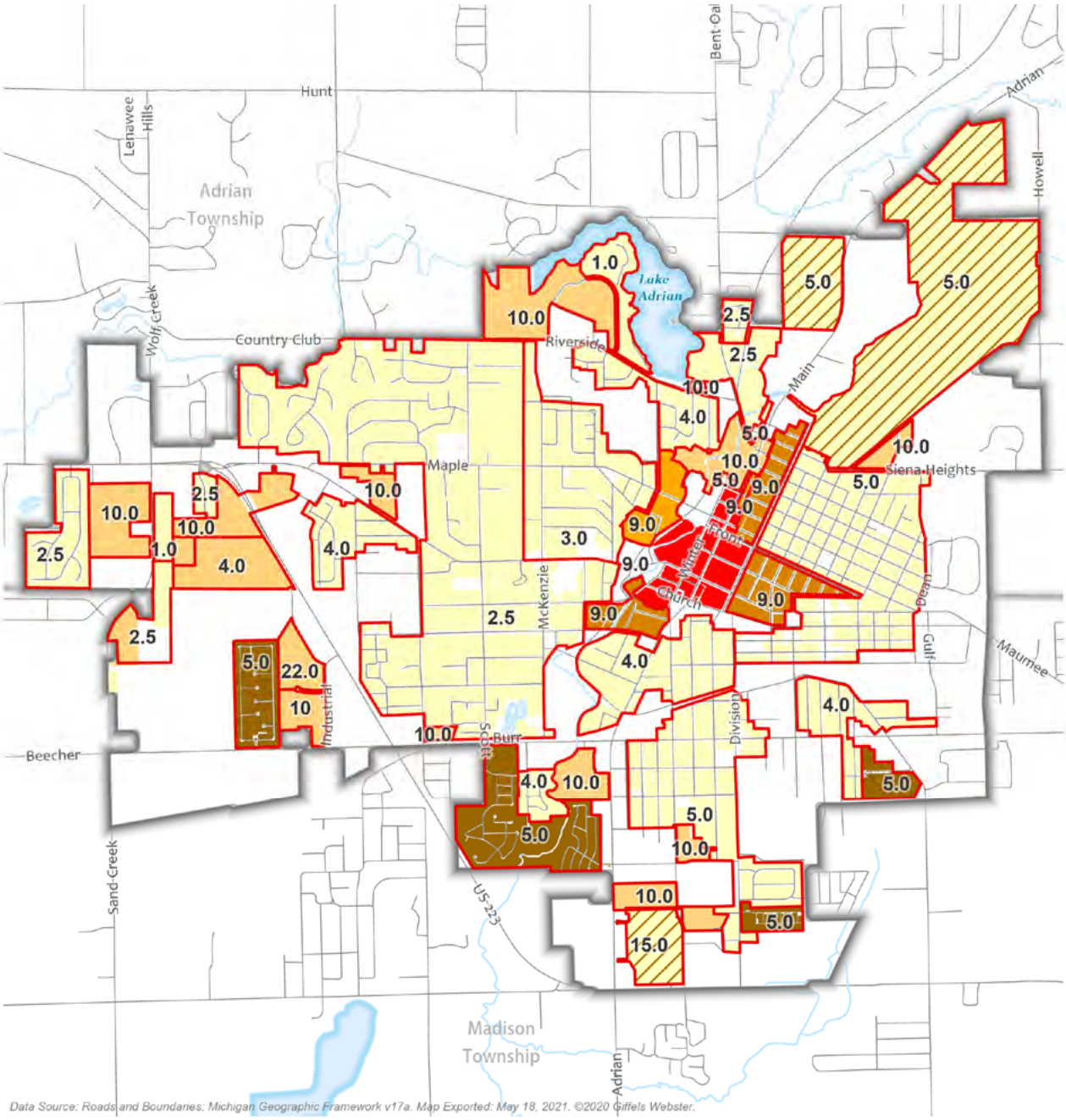
The Flexible Development category encompasses 110 acres, which is less than 3 percent of Adrian's total land area. Located in northeast Adrian, this area is intended to promote a large-scale mixed use development that would be planned and reviewed as a single project in order to achieve a high quality, coordinated development. The Planned Unit Development option is envisioned for this area. Such a development is expected to include a mixture of single and multiple family residential development and related local commercial, office, and quasi-public uses to support the residential population. This area's planned density of 5.0 dwelling units per acre accounts for the possibility that the area may develop with both single and multiple family residential uses.

## Downtown Mixed Use Residential

This category, which comprises 45 acres or just over one percent of the City's land area, includes second and third floor apartments and condominiums over first floor retail or office space Downtown. Residential units on upper floors are accessible by either internal or external stairs. The Housing Plan encourages residential use of second and third floors of Downtown buildings, since a larger population Downtown contributes to the vitality of the district and its businesses. This type of housing provides an additional option, unique to Adrian, for people wishing to locate or relocate within the City.

## MAP 15.1: 2021 RESIDENTIAL DENSITY PLAN

An 11 x 17 version of this map is provided in the appendix of this plan




0 1,000 2,000 4,000 Feet

- Single / Two Family Residential
- Multiple Family Residential
- Blended Residential
- In-Town Residential
- Mobile Home Park
- Flexible Development Area
- Downtown Mixed Use
- Residential Density Areas

** Density is not designated for industrial areas in the city

giffels webster

**Residential Density**
**CITY OF ADRIAN**

# Density Plan
CITY OF ADRIAN

## Office/Low-Intensity Employment

This category covers 1.8% of the city's area. The future land use plan identifies it as an area where multi-family residential uses may be appropriate in some locations, especially if demand for specialized office space declines. If residential uses are permitted in these areas, density can be based on the low-rise multiple-family areas above, at an average of 10 units per acre.

## Other Potential Areas for Residential Development

Areas in the southern portion of the city currently identified for commercial use that are underutilized at present and largely devoted to parking for commercial uses that no longer demand such high quantities of parking may have potential for multiple-family redevelopment to increase housing stock and promote choice. If considered for residential redevelopment in the future, density in the 10-14 unit per acre range may be appropriate, with the higher end of the range prevailing if the development is oriented toward senior living.

## Infill Housing

In the City of Adrian, infill development could arise out of a variety of circumstances. The owners of a house on a double lot may decide to split the lot and sell off the vacant half. A house that has fallen into derelict condition may be razed or restored. A non-conforming commercial use may go out of business and be torn down to make way for a new house. Several underutilized parcels could be combined for a larger development. In all of these cases, one or more new houses will be built in the midst of an existing residential district. The character of this new development is particularly important in a city like Adrian, which has architecturally significant neighborhoods.

## Infill Housing Guidelines

As the city works to revitalize its oldest neighborhoods or provide more housing opportunity, underutilized parcels may be targeted for residential redevelopment. This requires that the City of Adrian establish a set of basic guidelines to help direct public policy decisions. To further the objectives of the City, these guidelines, along with a clear definition of what constitutes residential infill / redevelopment, should be incorporated as a section of the City Zoning Ordinance.

- When Residential Infill / Redevelopment shall be consistent with the predominant character of the existing neighborhood and shall be built in an architectural style that blends in with or complements existing houses on the street.
- Residential Infill / Redevelopment proposals shall be consistent with the use and density recommendations of the City's Comprehensive Plan. To that end, all requests for rezoning will be measured against the adopted Comprehensive Plan.
- Residential Infill / Redevelopment shall not require public expenditure for infrastructure improvements. The cost of all infrastructure upgrades shall be borne by the development sponsor.

# Density Plan
CITY OF ADRIAN

## Missing Middle Housing and Gently Introducing Higher Density

House-scale, multi-unit and clustered single family bungalows may be characterized as "Missing Middle" housing, a term coined by Daniel Parolek of Opticos Design, Inc. in 2010. Parolek defines this type of housing as follows:

"Well-designed, simple Missing Middle housing types achieve medium-density yields and provide high-quality, marketable options between the scales of single-family homes and mid-rise flats for walkable urban living. They are designed to meet the specific needs of shifting demographics and the new market demand, and are a key component to a diverse neighborhood. They are classified as "missing" because very few of these housing types have been built since the early 1940s due to regulatory constraints, the shift to auto-dependent patterns of development, and the incentivization of single-family home ownership."

Characteristics of these housing types include:

- Walkable (homes are set in walkable context)
- Medium density but lower perceived density
- Smaller, well-designed units
- Smaller footprint and blended densities

FIG. 15.12. MISSING MIDDLE HOUSING

# Density Plan
CITY OF ADRIAN

## Applying Missing Middle Housing Strategies

Adrian's existing housing mix does include some multi-family, and upper floor residential uses, many of them concentrated on the city's east side. This is partially a reflection of the relative age of this side of the city, as it was once more common for other housing types to be mixed into single family neighborhoods than it has been since zoning regulations shifted toward exclusively single-family districts from the 1950s onward.

In order to bring these types of units back into the mix, small multiplex housing types should be added to the list of permitted uses in the single-family zoning districts that cover much of the east side of the city to facilitate revitalization and increase housing stock. Initially, permitting these uses where certain higher intensity conditions exist, such as frontage on a collector street or adjacency to commercial uses, can facilitate their re-introduction to neighborhoods.

Small multiplexes in existing neighborhoods and more multi-family options in areas that are currently reserved for office development or underutilized for commercial development will help increase housing stock in the city. Increased stock and the relatively lower per-unit cost of construction for attached units can lower prices and increase housing stability for lower-income residents.

*While the term "Missing Middle" suggests a gap in housing stock, Adrian's housing inventory does include examples of the forms included in the term.*

# Complete Neighborhoods

## TRADITIONAL NEIGHBORHOOD DEVELOPMENT

Planning in the late 20th Century tended to emphasize the total separation of residential and non-residential uses. This led to a sprawling, auto-dependent development style that requires the use of a personal vehicle to accomplish even small daily errands. Adrian is split between the suburban development style of the postwar era and the more compact, pedestrian-oriented style of traditional neighborhood development. Today, disinvestment is most prevalent in these older neighborhoods, but the existing form of these areas holds promise for revitalization.

Modern planning often envisions **Traditional Neighborhood Development (TND)** as a method for developing new neighborhoods and communities in the style of a traditional village, with amenities in easy walking distance from most homes. However, the same principles that guide TND in a new development context can also be used to guide infill development and redevelopment. With their well-connected street grids, relatively high density, and some non-residential uses already present, the neighborhoods on the east side of Adrian already posses many of the elements and benefits of TND.

This plan recognizes that Downtown Adrian is a regional center in addition to drawing residents from across the city. In establishing its vision for complete neighborhoods, it further recognizes that the non-residential uses that are desirable in neighborhoods are those that most directly serve the local residents of the neighborhood. Many of these same uses, such as corner shops, may also provide employment for people who live nearby.

**FIG.15.13. TRADITIONAL NEIGHBORHOOD UNIT CONCEPT**

Above figure illustrates in a generalized way how uses may mix in a traditional neighborhood, with a park and public or quasi-public use establishing a center with small-scale convenience uses. Thoroughfares at the edge of the neighborhood serve as boundaries, with more intensive non-residential uses along these roads. The neighborhood is roughly half a mile across, which provides for a ten-minute walk from end to the other. This is a general guideline and will not apply neatly to all neighborhoods.

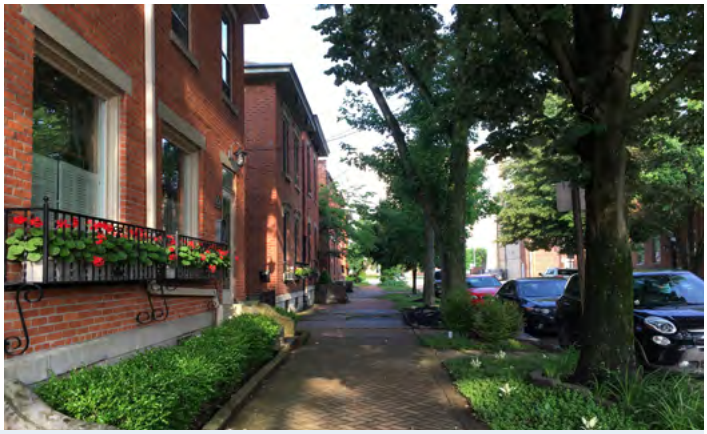
# Complete Neighborhoods

## TRADITIONAL NEIGHBORHOOD DEVELOPMENT GOALS

### APPLYING COMPLETE NEIGHBORHOOD STRATEGIES IN ADRIAN

As the city integrates missing middle housing types into its east side neighborhoods, there are also opportunities to permit low-intensity convenience commercial uses at principal intersections, where two collector streets meet, or a collector street intersects with a minor arterial. Such commercial uses may also be permitted in neighborhoods in future land use categories that fall under the Flexible Development category.

*Above: Example of a neighborhood service business located in a primarily residential area, Royal Oak, Michigan*



*Above: In the historic Germantown neighborhood of Columbus, Ohio, examples abound of neighborhood shops and services mixed in with local residences, as well alternatives to single-family detached homes, such as row houses and small multiplexes. Walkability is high and traffic is low, in part because many errands can be accomplished on foot.*

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# 16. Downtown Plan

# Downtown Adrian

**REINVENT DOWNTOWN ADRIAN PLAN**

The heart of Adrian lies in its downtown, which is the city's principal hub of commercial, social, and governmental activity. This Comprehensive Plan incorporates by reference the 2018 ReInvent Downtown Adrian Plan. The ReInvent Downtown Adrian Plan is built on several previous planning efforts:

### 2003 Blueprint for Downtown Adrian

This plan envisioned Downtown Adrian as an attractive mixed-use area of retail, entertainment, office, and residential uses. Increased retail activity, more residents, and more activity were important goals. The plan called for maintenance and restoration of historic buildings, pedestrian amenities, and extensive landscaping.

### 2007 Comprehensive Plan- Downtown Adrian Chapter

This plan considered Downtown Adrian as both a regional center and a neighborhood, identifying the following key planning issues:

- The lack of retail establishments and the limited variety and choice of retail goods.
- The influx of office businesses into the Downtown rather than retail businesses.
- The limited range of restaurant choices.
- The under-utilization of upper stories of Downtown buildings for residential uses.
- The one-way street system.
- Downtown building disrepair.

The plan includes a façade assessment identifying the design elements that contribute to a sense of place in Downtown Adrian and provides recommendations for building on those existing assets. While some of this plan's recommendations have been implemented, many of the goals and objectives established in this plan remain relevant and have been carried forward in the Implementation Chapter of this plan. A key element of the 2007 Plan, the elimination of the one-way pair road system on M-52 through downtown, was implemented in 2010. Another important action item from the Plan that is now active is the Adrian Farmers Market structure.

### 2014 Retail Market Study

The 2014 Retail Market Study identified a significant retail gap indicating that Downtown Adrian had the potential to host between 20 and 30 new retail and restaurant establishments.

# Downtown Adrian

## REINVENT DOWNTOWN ADRIAN PLAN

### ReInvent Downtown Adrian established three overarching goals.

1. Increase the tax base of Downtown Adrian incrementally.
2. Increase the total number of jobs in Downtown Adrian.
3. Increase the population of Downtown Adrian.

### These goals are further supported by six strategic focus areas.

1. Institute a high level of placemaking in Downtown Adrian.
2. Partner on city practices and procedures.
3. Continue efforts to Preserve the DDA district as a place for pedestrians, vehicles and transit.
4. Grow and attract businesses.
5. Strengthen social, economic and environmental capital.
6. Connect neighborhoods and nodes with the DDA district.

Above: Development Authority Boundary Exhibit

The action items of this plan are incorporated into the Implementation Chapter of this Comprehensive Plan.

### Activating Underutilized Spaces

Downtown Adrian has several vacant and underutilized lots, as well as several vacant storefronts. Though the clear goal for these spaces is new construction and long-term occupancy, in the meantime, these spaces can be utilized to generate activity in Downtown Adrian. The action items of the ReInvent Downtown Adrian plan identify pop-up uses as a potential activation strategy. Pop-up uses can take many forms. Vacant shopfronts can be activated by working with property owners to permit temporary events to be held in these spaces, or even by establishing window displays and planter boxes to contribute to the overall sense of liveliness in the district. Indoor or outdoor, events could include small concerts, flea markets, exercise classes, food truck rallies, or other similar events, on a regular or irregular schedule. An accessible calendar of events should be maintained online to help draw attendees. On vacant properties, small sheds can be used to house temporary shops; these set-ups, which have been used successfully in Muskegon and Detroit in recent years, can provide entrepreneurs with the opportunity to test products and perhaps become established as permanent occupants of downtown spaces.

### Pursuit of Select Level Main Street Designation

The City of Adrian is actively pursuing a Select Level designation from the Michigan Economic Development Corporation's (MEDC) Michigan Main Street program. When a community takes part in the Select Level of Michigan Main Street, the MEDC provides five years of intensive technical assistance focused on attracting residents, business investment, economic growth, and employment to the central business district. Leveraging the greater resources of a state-level agency would add new energy to the city's efforts to support the revitalization of Downtown Adrian.

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# 17. Implementation Strategies

# Implementation Strategies

CITY OF ADRIAN

The thoughtful preparation and adoption of any plan would be of diminished value without a program of implementation strategies. The implementation strategies of this chapter will assist the city in putting the key recommendations of the Master Plan to work. The implementation program is based on the goals and objectives discussed earlier. A specific Zoning Plan outlines steps that can be taken toward implementation through amendments to the Zoning Ordinance.

The best plans are those that are implemented in a consistent, incremental, and logical manner. The implementation matrix that follows is designed to show how the goals of the Master Plan are fulfilled by action strategies All boards, commissions, and authorities are encouraged to read through all of the strategies to understand how they all work together to create a better community to live, work, and play.

## Implementation Matrices

In order to illustrate the connection between goals, objectives and action strategies, each of the implementation matrices that follow align with the Master Plan goals, which are noted at the top of each matrix. Within each matrix, the action items are broken into subcategories intended to assist with identification and prioritization. Not all goals contain action items within each subcategory and some goals are repeated as they can advance more than one goal. This matrix also carries forward some action items from the 2006 plan that remain relevant today. The matrix subcategories include:

TABLE 17.1. IMPLEMENTATION ACTION ITEMS

| Action Strategy | Description |
|---|---|
| Zoning | These are items requiring zoning amendments and will generally be led by staff and the Planning Commission. |
| Advocacy | These will be items involving education of the community, including residents, business owners, property owners, developers and design professionals. They will be led by a combination of staff, boards and commissions. This may also involve city staff and officials working with county and state officials to coordinate plans and funding, as appropriate. |
| Capital Improvement | These involve large capital investments, such as equipment, projects or studies, that require inclusion into the City's Capital improvement plans in order to determine the most efficient time and method of completion and may involve multiple municipal departments |
| Other | Other items may involve research, study and further evaluation by staff and/or other boards and commissions. |

**After adoption, the Planning Commission will assign time frames or priorities to the action items. These time frames are intended as guides and may be adjusted as resources allow or as other issues arise. Generally, short time frames are intended as three years or less; medium–to-long time frames are more than three years.**

# Implementation Strategies

CITY OF ADRIAN

The tables that follow assign actions to the goals and objectives, leaving room to establish priority levels for short-term, mid-term, and long-term items as the next step following adoption of this plan. This chapter should be reviewed periodically and at least annually to assess progress and adequately budget for specific strategies. Each action should have a "lead," a board, commission, group, or individual who is responsible for project initiation and coordination.

**TABLE 17.2. IMPLEMENTATION MATRIX CATEGORIES**

| Matrix Categories | Definitions |
|---|---|
| **Action Strategy** | The actions necessary to carry out goals and objectives |
| **Lead Body** | Identifies the primary party responsible for accomplishing the action strategy |
| **Time frame** | Identifies and prioritizes the time frame for the action strategy to be implemented. |
| **Potential Funding Sources** | Lists potential funding sources that could be utilized to accomplish the action strategy.<br>See Funding Sources Matrix Below for reference details. |
| **Supporting Partners** | Identifies other parties involved in the accomplishment of the action strategy |
| **Abbreviations** | Admin - Adrian Planning Department<br>PC - Planning Commission<br>CC - City Council<br>LN - Lenawee Now<br>KTRC - Kiwanis Regional Trail Authority<br>SZ - Smart Zone<br>NA - Not Applicable |

**TABLE 17.3. POTENTIAL FUNDING SOURCES**

| Matrix ID | Type of Funding Source |
|---|---|
| 1 | General fund and/or other typical financial mechanisms available to the city for general government operation and for public infrastructure and services improvement |
| 2 | Tax increment financing revenues as provided by the City of Adrian Brownfield Redevelopment Authority (BRA) and Downtown Development Authority (DDA). |
| 3 | Historic Preservation programs, including historic tax credits. |
| 4 | Redevelopment and urban renewal programs (Community Development Block Grant (CDBG), etc). |
| 5 | Special Improvement District programs that may be created for maintenance and improvement of public facilities. Certain funds may also be used for planning, design, construction, managing, marketing activities and business recruiting services. |
| 6 | Grants related to transportation improvement, streetscape enhancement and alternate modes of travel programs; funds to improve air quality in areas that do not meet clean air standards; funds for recreation-related acquisitions and improvement. |
| 7 | Non-traditional grants and funding programs for beautification, enhancement and public art. |
| 8 | Public-Private Partnerships (P3) |

# Implementation Strategies

CITY OF ADRIAN

## Historic Community Character

Build on the city's historic identity by enhancing the preservation of the city's historic resources and expansion of its cultural opportunities. New development of land should be of high-quality design and materials, and redevelopment should combine high-quality design with respect for the city's history. Address blight and incentivize and reward beautification.

- Revitalize and strengthen the city's Downtown and older neighborhoods in a manner that will maintain Adrian's close-knit, small-town atmosphere.
- Promote the maintenance and continued use of historic buildings and properties.
- Strengthen code enforcement and efforts to manage and eliminate blight.
- Evolve the city's zoning regulations form the current emphasis on use to a greater emphasis on form.

### Goal 1 | HISTORIC COMMUNITY CHARACTER

| | Action Strategy | Lead Body | Time Frame (Years) | Funding Sources | Supporting Partners |
|---|---|---|---|---|---|
| | **Zoning Action Items** | | | | |
| 1.1 | Evaluate the city's zoning districts and identify ways to shift from an emphasis on controlling use to an emphasis on guiding the form of development and the creation of appealing public spaces. | PC | 1 | NA | Admin |
| 1.2 | Review and revise zoning ordinance standards to permit development consistent with the 2019 Reinvent Downtown Adrian Plan. | PC | 1 | NA | Admin |
| 1.3 | Establish design guidelines and sign standards that are consistent with the Downtown Adrian Plan. | PC, DDA | 1 | NA | Admin |
| 1.4 | Support the creation of shared facilities that can help new local businesses build their operations. | CC | 5 | 8 | Admin |
| 1.5 | Develop downtown design guidelines to guide exterior renovation and ensure that historical details, proportions, and architectural design are preserved or complemented. Ensure ground-floor transparency. | PC | 2 | NA | Admin |
| 1.6 | Require signage to be integrated into the architectural design of buildings in the downtown and other commercial districts. | PC | 2 | NA | Admin |
| 1.7 | Develop design guidelines or standards to ensure infill development reflects the City's historic character. Encourage the use of historically sensitive designs, styles, and features in new residential and commercial development. | PC | 2 | NA | Admin |
| 1.8 | Incentivize the reuse and rehabilitation of historic Downtown buildings. | Admin | 2 | 6,7,8 | CC, LN |
| 1.9 | Encourage the redevelopment of industrial sites west of Downtown to residential uses to provide additional opportunities for housing near Downtown. Examine the zoning of th sites in River district west of downtown and potential environmental hurdles to housing development. | | | | |

# Implementation Strategies

CITY OF ADRIAN

## Goal 1 | HISTORIC COMMUNITY CHARACTER (Contd.)

| | Action Strategy | Lead Body | Time Frame | Funding Sources | Supporting Partners |
|---|---|---|---|---|---|
| | **Advocacy Action Items** | | | | |
| 1.10 | Encourage redevelopment for residential uses in and near the Downtown. Encourage and facilitate upper-floor residential conversions. | PC | 2 | 6,8 | Admin |
| | **Capital Improvement Action Items** | | | | |
| 1.11 | Continue to promote and market façade grant and loan programs with priority attention given to first-floor storefront improvements. | CC | 3 | 6,7,8 | DDA |
| 1.12 | Develop consistent intersection and streetscape enhancements for all Downtown streets and intersections, expanding outward from Maumee and Main. | CC | 3 | 1,2,5 | DDA |
| | **Other Action Items** | | | | |
| 1.13 | Develop and adopt a Historic Preservation Element as an amendment to the Comprehensive Plan to provide recommendations for historic preservation of Downtown. | PC | 1 | NA | CC |
| 1.14 | Increase code enforcement efforts to ensure compliance with city standards and protect the long-term stability of neighborhoods. Review penalties and focus enforcement efforts on bringing sites into compliance. | Admin | 6 | 1 | CC |
| 1.15 | Encourage communication and cooperation between the City and surrounding Townships in directing and regulating land use in order to maintain Adrian's function as the prominent urban center in the County. | Admin | 5 | NA | CC |
| 1.16 | Work with Adrian's cultural and arts community to strengthen the City's cultural identity. | Admin | 5 | 7 | |
| 1.17 | Expand the existing historic district to include the Downtown commercial area, additional residential neighbor-hoods, and other historical assets. | Admin | 5 | | |

# Implementation Strategies

CITY OF ADRIAN

## Quality and Variety of Housing

The City should strive to ensure the availability of a wide range of attractive housing choices that are protected from noise, traffic, and other impacts of non-residential development. Neighborhoods should provide a complete living environment and minimize motorized travel by providing housing, open space, and neighborhood commercial goods and services in a walkable environment. The city should implement Crime Prevention through Environmental Design (CPTED) strategies for maintaining safe neighborhoods.

- Provide housing opportunities for individuals and families of all types and income levels.
- Preserve and strengthen Adrian's residential neighborhoods.

### Goal 2 | QUALITY AND VARIETY OF HOUSING

| | Action Strategy | Lead Body | Time Frame | Funding Sources | Supporting Partners |
|---|---|---|---|---|---|
| | **Zoning Action Items** | | | | |
| 2.1 | Establish Infill Housing Standards and incorporate as a section of the City Zoning Ordinance. | PC | 2 | NA | CC, Admin |
| 2.2 | Explore opportunities to promote the development of age-progressive and other senior housing options in the community. Consider the best locations for these developments and adopt regulations accordingly. | Admin | 5 | NA | PC |
| 2.3 | Include a variety of housing types as permitted uses in areas targeted for redevelopment as recommended by in th housing plan. | | | | |
| 2.4 | Evaluate the regulations of districts intended to promote live-work arrangements and adjust to ensure that permitted uses enable the types of occupancy that will encourage the most extensive reinvestment. | PC | 3 | NA | Admin |
| 2.5 | Develop the zoning overlays identified in this plan. | PC | 1 | NA | CC, Admin |
| | **Advocacy Action Items** | | | | |
| 2.6 | Provide opportunities for affordable housing, including attached and detached housing types. | PC | 3 | 4,8 | CC Admin |
| | **Capital Improvement Action Items** | | | | |
| 2.7 | Ensure fair and adequate provision of public services to all of the City's neighborhoods. | CC | 5 | 1,5 | Admin |
| | **Other Action Items** | | | | |
| 2.8 | Work with Habitat for Humanity and the Lenawee Vocational Technical Center to renovate and restore existing housing. | Admin | 5 | 4,8 | |
| 2.9 | Explore opportunities for neighborhood park development, and target underserved neighborhoods on the western side of the City for future parkland acquisition. | | | | |

# Implementation Strategies

CITY OF ADRIAN

## Redevelopment Sites

Three specific redevelopment sites have been identified by the city that are currently vacant or under-utilized, given their location, unique features, and size. Redevelopment of these sites offers the opportunity to increase housing and stimulate business growth in concentrated areas of the city, allowing the rest of the city to retain its existing small-town character.

- Work with the Michigan Economic Development Corporation's RRC program to promote redevelopment of selected sites highlighted in this plan.

### Goal 4 | REDEVELOPMENT SITES

| | Action Strategy | Lead Body | Time Frame | Funding Sources | Supporting Partners |
|---|---|---|---|---|---|
| **Zoning Action Items** | | | | | |
| 4.1 | Evaluate the zoning designations of the redevelopment ready sites identified in this plan, and ensure that regulations are in place that provide flexibility on these sites. | PC | 1 | NA | Admin |
| 4.2 | Evaluate the city's planned unit development requirements to ensure that they support smart redevelopment of these sites that benefits the applicant, city, and neighborhood. | PC | 1 | NA | Admin |
| **Advocacy Action Items** | | | | | |
| | Not Applicable | | | | |
| **Capital Improvement Action Items** | | | | | |
| | Not Applicable | | | | |
| **Other Action Items** | | | | | |
| 4.3 | Work with the MEDC to market these sites. | Admin | 3 | NA | LN |

# Implementation Strategies

CITY OF ADRIAN

## Economic Development and Equity

The city should strive to maintain a balance between the economy, the environment, and the community to ensure equitable and sustainable development that meets the needs of today while ensuring the needs of future generations can be met. The city should work to maintain its industrial base while striving to diversify its commercial businesses and accommodate the modern research and technology sectors. The city should empower the less fortunate, increase business opportunities for small business owners, and strive to address social disparities to the best of its ability.

- Provide for an appropriate and sustainable amount of commercial and office uses outside of Downtown in appropriate locations that will minimize negative impacts on residential neighborhoods.
- Provide limited neighborhood commercial uses in clusters near residential areas, rather than in retail strips along major roads, to promote a traditional, complete neighborhood atmosphere that will complement rather than detract from the Downtown.
- Maintain and enhance the city's industrial base.
- Minimize the negative impacts of industrial development on adjacent land uses.

### Goal 5 | ECONOMIC DEVELOPMENT AND EQUITY

| | Action Strategy | Lead Body | Time Frame | Funding Sources | Supporting Partners |
|---|---|---|---|---|---|
| | **Zoning Action Items** | | | | |
| 5.1 | Review material, landscaping, screening, lighting, and other site requirements for non-residential development to ensure attractive development with a low impact on nearby residential uses. | PC | 2 | NA | Admin |
| 5.2 | Review and, if necessary, update outdoor storage standards to ensure proper screening and nuisance abatement. | PC | 2 | NA | Admin |
| 5.3 | Review and, if necessary, amend standards for impervious surface coverage to reduce impervious coverage to the extent practical. | PC | 2 | NA | Admin |
| 5.4 | Direct highway commercial and other non-neighborhood commercial development away from residential areas. | PC | 2 | NA | Admin |
| 5.5 | Permit greater flexibility of permitted uses in areas currently zoned for office uses. | PC | 2 | NA | Admin |
| 5.6 | Enable the establishment of small commercial sites to serve the convenience needs of surrounding neighborhoods. | PC | 2 | NA | Admin |
| 5.7 | More clearly define neighborhood commercial uses vs big box and thoroughfare commercial uses. | PC | 2 | NA | Admin |
| 5.8 | Connect homeowners with the Michigan State Housing Development Authority's Property Improvement Program (PIP) loan program to fund home repairs | | | | |

# Implementation Strategies

CITY OF ADRIAN

## Goal 5 | ECONOMIC DEVELOPMENT AND EQUITY (Contd.)

| | Action Strategy | Lead Body | Time Frame | Funding Sources | Supporting Partners |
|---|---|---|---|---|---|
| **Advocacy Action Items** | | | | | |
| 5.8 | Develop strategies and incentives to maintain and enhance existing industrial uses. | Admin | 2 | 6,8 | CC |
| **Capital Improvement Action Items** | | | | | |
| | Not Applicable | | | | |
| **Other Action Items** | | | | | |
| 5.9 | Encourage redevelopment of brownfield sites. | Admin | 5 | 3,4 | LN |
| 5.10 | Improve marketing efforts to attract new industrial development in the City. | Admin | 3 | 8 | SZ |
| 5.11 | Incentivize high tech and research and development uses to locate in the City of Adrian. | Admin | 45 | 8 | LN |
| 5.12 | Encourage relocation of industrial uses near Downtown and throughout the city to more appropriate locations in planned industrial areas. | Admin | | NA | PC, LN |

# Implementation Strategies

CITY OF ADRIAN

## Complete Streets

Support the city's entire transportation network through the development and enhancement of non-motorized transportation facilities and amenities. Invest wisely in the ongoing maintenance and improvement of existing infrastructure and seek to offer more transit options. Ensure that new development minimizes the demands placed on the city's existing infrastructure.

- Maintain and enhance the City's existing network of streets and highways.
- Promote alternative modes of transportation by improving walkability and creating new non-motorized infrastructure, such as bikes lanes, pathways, and sidewalks.

### Goal 6 | COMPLETE STREETS

| | Action Strategy | Lead Body | Time Frame | Funding Sources | Supporting Partners |
|---|---|---|---|---|---|
| **Zoning Action Items** | | | | | |
| 6.1 | Develop access management standards the encourage marginal access drives, combined parking, shared access, and fewer overall driveways. | PC | 3 | NA | Admin |
| 6.2 | Create South Main Street access management overlay district. | PC | 3 | NA | Admin |
| 6.3 | Incorporate road and infrastructure capacity into the land use decision making process. | PC | 3 | NA | Admin |

# Implementation Strategies

CITY OF ADRIAN

## Goal 6 | COMPLETE STREETS (Contd.)

| | Action Strategy | Lead Body | Time Frame | Funding Sources | Supporting Partners |
|---|---|---|---|---|---|
| **Advocacy Action Items** | | | | | |
| | Not Applicable | | | | |
| **Capital Improvement Action Items** | | | | | |
| 6.4 | Actively plan and seek funding for the creation of non-motorized facilities within the community. | Admin | | 6,8 | |
| 6.5 | Prepare a detailed pathway and bike lane implementation plan, documenting pavement widths, right-of-way widths, lane striping, and on-street parking locations in order to prioritize routes. | Admin | | NA | CC,LN |
| 6.6 | Develop an effective way finding signage system city-wide. | Admin | | 1,6,8 | CC,LN |
| 6.7 | Expand the sidewalk program to fill in gaps in the existing sidewalk network. | Admin | | 1,6 | CC,LN |
| 6.8 | Expand the system of bike paths throughout the city to connect residential areas with Downtown, shopping, entertainment, recreational, cultural, civic, and educational uses. | Admin | | 1,6,8 | CC,LN |
| 6.9 | Pursue opportunities for the development of an East-West bike path through the City as well as the extension of the existing path to the South. | KRTC | | | KRTC |
| 6.11 | Pursue opportunities for converting abandoned railroad rights-of-way to pathways. | KRTC | | | KRTC |
| 6.12 | Enhance streetscapes to include pedestrian friendly features, including street furniture, trash receptacles, and pedestrian-scaled lighting. | Admin | | 1 | CC |
| **Other Action Items** | | | | | |
| 6.13 | Work cooperatively with MDOT to provide an efficient and safe system of arterial roadways. | Admin | 5 | NA | |

# Implementation Strategies

CITY OF ADRIAN

## Sustainability and Resiliency

Maintain public and private stewardship of the natural environment through the preservation of open space, protection of natural resources, and utilization of low-impact development techniques. The city should develop a long-term resiliency plan.techniques.

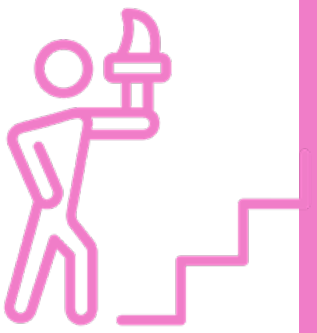
- Plan for future resilience against environmental and economic disruption.
- Encourage and enable the increased use of renewable energy, next generation vehicles, and other innovations that decrease the city's demand for resources.

### Goal 7 | SUSTAINABILITY AND RESILIENCY

| | Action Strategy | Lead Body | Time Frame | Funding Sources | Supporting Partners |
|---|---|---|---|---|---|
| **Zoning Action Items** | | | | | |
| 7.1 | Improve landscaping standards to include a greater emphasis on developing tree canopy, breaking up large expanses of pavement, and creating areas for natural stormwater capture and filtration. | PC | 1 | NA | Admin |
| 7.2 | Amend lighting standards to support dark skies and conserve energy by turning off or dimming lights outside of operating hours. | PC | 2 | NA | Admin |
| 7.3 | Consider establishing incentives for sustainable building practices, low impact development, renewable energy, and electric vehicle chargepoints. | PC | 3 | NA | Admin |
| **Advocacy Action Items** | | | | | |
| 7.4 | Consider the establishment of a Sustainability Commit-tee consisting of residents and members of local boards to study sustainability and resiliency issues and develop a framework for a Resiliency Plan. | CC | 2 | NA | |
| 7.5 | Work to build awareness of environmental issues within the community; consider ways to involve community members in assessing the city's environmental assets, such as street tree canopy. | Admin | 5 | NA | CC |
| **Capital Improvement Action Items** | | | | | |
| 7.6 | Plan for the establishment of a budget to support the development of an in-depth resiliency plan. | Admin | 5 | 1 | CC |
| 7.7 | Engage with state and federal agencies providing funding for environmental mitigation, and work to help developers secure funding. | LN | 5 | 6,8 | Admin |
| **Other Action Items** | | | | | |
| | Not Applicable | | | | |

# Implementation Strategies

REDEVELOPMENT STRATEGIES: PINK ZONING



## PINK ZONING

Originally conceived by the Project for Lean Urbanism, pink zoning encourages and enables small-scale projects by reducing red tape in areas targeted for reinvestment and redevelopment. There is not a single uniform approach to establishing a Pink Zone in a disinvested area; a municipality must consider its specific goals for the area and take steps that are aligned with those goals. Ultimately, the goal of pink zoning should be to build momentum for future investment in a disinvested area. Pink Zoning strategies may be effective at spurring redevelopment in some of Adrian's most disinvested areas, including some residential neighborhoods, and especially the historically industrial corridors of the city. Common tactics used in a pink zoning strategy include:

### Streamline Regulations

- What hurdles exist in the community's existing codes that could be lowered or eliminated to encourage projects that enhance the neighborhood?
- Are certain uses prohibited or subject to more intensive development review processes than necessary?
- Ensure that requirements are consistent and logical. Amendments to the zoning district may be necessary, or the development of a pink overlay could be a more appropriate route.

### Preparing the Ground

- What type of development or improvement would the community like to see in this area?
- Consider developing pre-approved plans or pre-approving certain types of site for a range of development options or accessory uses, such as accessory dwelling units.

### Education & Enforcement

- Particularly in areas with high numbers of absentee landlords, providing access to resources that help residents and business operators prepare to become owners of the property where they live or conduct business can help encourage long-term investment in a neighborhood.
- Where local ownership is not possible, devising ways, via code enforcement or other methods, to hold property owners accountable for the state of their properties can support the efforts of others in the area to improve their properties.

### Outreach & Inclusion

- The community should make an effort to understand what people living in the neighborhood would like to be able to do with their properties and strive to create a regulatory environment that allows people to build the type of neighborhood they'd like to live in.
- Pink zoning is intended to be targeted to specific areas, so ideas that may raise concerns in other areas of the community should be explored if there is local interest.

### Public Investment

- If the community has the means or can partner with an agency or organization that does, providing small amounts of funding for minor repairs, facade improvements, property upkeep, and landscaping can spark significant improvement and create circumstances that encourage further investment.

### Temporary Activity

- Vacant lots and storefront can contribute to a sense of disinvestment in an area. Consider ways that these properties may be put to use while awaiting more permanent investment or development.
- Vacant lots may be able to contribute to a neighborhood if neighbors are allowed to use them for small-scale agriculture or gathering purposes.
- Vacant storefronts can host events or pop-up businesses that may become established in the area and contribute to long-term prosperity.

# Zoning Plan

## CITY OF ADRIAN

The Zoning Ordinance is one of the primary tools for implementing the Master Plan. Many of the land use recommendations, goals and objectives found in this plan can be aided by amendments to the city's Zoning Ordinance. Amendments can range from minor changes to text all the way to the creation of new districts. The following table compares the future land use categories to the existing districts established by the Adrian Zoning Ordinance.

**TABLE 17.4. ZONING PLAN**

| General Category | 2021 Land Use Category | Zoning District |
|---|---|---|
| Residential | Single / Two Family Residential | R-1 through R-4 One Family<br>RT Two Family |
| | Multiple Family Residential | RM-1 Low Rise Multiple Family<br>RM-2 High Rise Multiple Family |
| | Blended Residential | New District Needed |
| | In-Town Residential | Residential Office District, with Modifications |
| | Mobile Home Park | RM-H Residential Mobile Home Park |
| Flexible Development | Flexible Development Area | Overlap with Planned Unit Development; |
| | Adrian Mall | New Overlay Needed |
| | Tecumseh Corridor | New Overlay Needed |
| | River District | New Overlay Needed |
| Office | Office | New Overlay Needed |
| Commercial | Neighborhood Commercial | B-1 Local Business<br>B-2 Community Business |
| | Downtown Mixed Use | B-3 Central Business |
| | General Commercial | B-2 Community Business<br>B-4 Shopping Center |
| Industrial | Light Industrial | WH Warehouse and Wholesale<br>I-1 Light Industrial |
| | Heavy Industrial | I-2 General Industrial |
| Other | Quasi Public / College or University | ERO Education, Research, and Office |
| | Public / Public School | R districts |
| | Park / Recreation | R districts |

# A. Virtual Open House

# Virtual Open House Summary

VIRTUAL OPEN HOUSE

*Source: ArcGIS Story map, Virtual Open House Website*

## City of Adrian Comprehensive Plan Virtual Open House.

The City of Adrian launched the Comprehensive Plan Virtual Open House in response to in-person meeting restrictions resulting from the COVID-19 pandemic. The virtual platform allowed participants to engage with information about the community and provide input on a number of prompts. The City of Adrian Virtual Open House went live on October 16th and was available through December 31st. The Virtual Open House was promoted via the city's website, social media posts and postcards with a QR code posted in various locations within City offices. The open house was available to the public for over two months. During this period, the City of Adrian Virtual Open House site received 881 views and averaged approximately 5 views per day. A total of 32 participants responded to all survey questions. Though the response rate accounts for only a small number of overall viewers, the input received provides a good understanding of residents' priorities when considered in context with the results of the market survey, and the response rate is similar to many in-person open houses.

The open house website shared information on existing conditions in the city and included a survey to gather public input on some of the key elements being explored by the city's Planning Commission. The four major topics were:

1. Demographics
2. Transportation and Mobility
3. Sustainability and Resiliency
4. Redevelopment Sites

# Virtual Open House Summary

SURVEY RESULTS

## Overview

The survey included a total of 13 questions to cover the general perception of the city (2 questions), housing (2 questions), vision for the city's future (1 question), mobility and non-motorized infrastructure (3 questions), potential redevelopment options for selected sites (4 questions) and general input (1 question). All 32 participants responded to all questions except general input.

### What one or two words best describe the City of Adrian?

Respondents identified Adrian with a variety of words but the most common was "Potential." Overall the feedback was a mix of positive and negative with a hint of hope for potential improvements. Participants noted concerns for lack of equitable development and untapped potential in the downtown. Some repeated themes are noted in the image below.

### What are the City of Adrian's strengths?

When asked about the strengths of the city, residents' input centered on the colleges and historic downtown, followed by small businesses, police safety, Kiwanis Trail, and River Raisin. The remaining questions in the survey had similar answers.

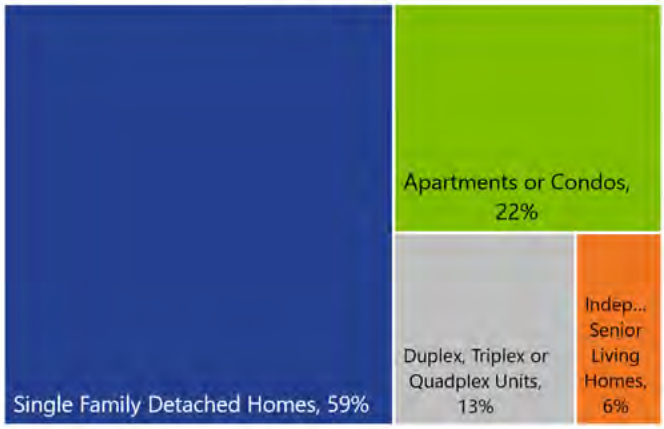
## Housing

### If you chose to move to a new home withing Adrian, is the type of housing you would want available, and do you believe it would be affordable?

When asked about the affordability of existing housing stock in Adrian, about 14 people responded that they felt housing was affordable, while the remaining respondents disagreed. Many were concerned with the lack of affordable rental housing and lack of housing choices, such as multiple family housing (condos and townhomes) and senior housing.

### If you moved, what type of home would you prefer to move to

The responses to this question indicate that a majority of residents are looking for single-family homes (59%) followed by apartments and condos. The image below provides a snapshot of the response summary.



# Virtual Open House Summary

SURVEY RESULTS

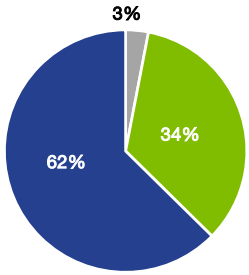
## City Future

### Exploring Opportunities

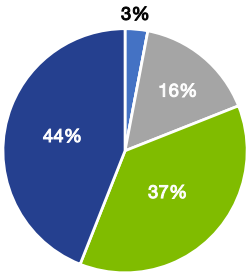
### On a scale of 1 to 5, with 1 being 'strongly disagree' and 5 being 'strongly agree'

This question included seven possible opportunities based on previous master plan goals and the Planning Commission's input at the beginning of this process. Residents were asked to rate the importance of each item. The summary of the responses is provided below. 62 percent of the participants rated "creating local employment opportunities" as very important. 72 percent rated "maintaining strong neighborhoods and fighting blight" as very important.

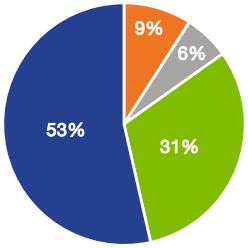
Creating local employment opportunities



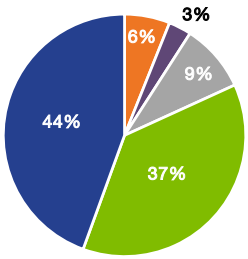

Enhancing civic engagement and communication




Making it safer to walk and bike around town

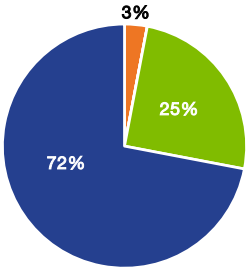



Improving parks and preserving open spaces

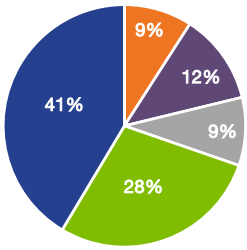



- Not at all important
- Not important
- Neutral
- Somewhat Important
- Very Important

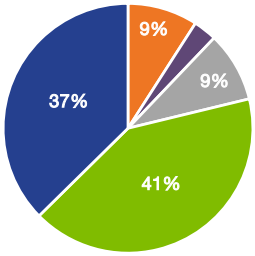
Maintaining strong neighborhoods and fighting blight




Preserving historic buildings




Making the most of natural features, such as the river



# Virtual Open House Summary

SURVEY RESULTS

## Mobility

The three mobility questions focused more on pedestrian safety and non-motorized improvements.

### What enhancements would you make to improve mobility, including transit, walkability and cycling in the city?

More than half of respondents (60%) supported improving and maintaining sidewalks followed by support for separated bike paths and better lighting. The table below shows the choices and related support.

**TABLE A.1. MOBILITY ENHANCEMENTS**

| Type | Percent |
|---|---|
| Improve/maintain sidewalks | 60% |
| Bike paths seperated from the road | 50% |
| Better lighting | 47% |
| Amenities such as benches, trash cans, etc | 35% |
| More bike lanes(adjacent to vehicle lanes) | 28% |
| Add/Improve bus shelters | 19% |
| More street trees and landscaping | 19% |
| More crosswalks | 16% |
| Adjust signal timing | 16% |
| More bicycle parking | 12% |

### From the following list, select the statements that apply to you ?

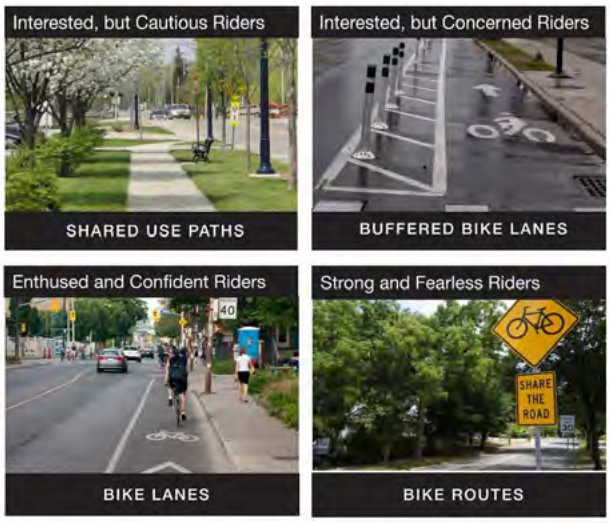
Almost all respondents are either active bikers/walkers or expressed interest in biking or walking more if necessary improvements are made. About twenty-two percent of the participants indicated that the existing conditions do not feel safe for non-motorized activities.

**TABLE A.2. EXISTING NON-MOTORIZED USE PATTERNS**

| Type | Percent |
|---|---|
| I walk, run or ride a bicycle for recreation/exercise. | 66% |
| I always drive to run errands. | 41% |
| I would like to be able to walk or bike to run errands but the distance is too far. | 31% |
| I sometimes walk or ride a bicycle to run errands. | 28% |
| I would like to be able to walk or bike to run errands but do not feel safe. | 22% |
| I feel safe biking on the street. | 3% |

### Which of the following categories of bicycle rider best describes you?

A study completed by Roger Geller for the Portland Office of Transportation identified Four Types of Users (See the Complete Streets section of this master plan for more details). The residents were asked to identify what type of rider they are. 41% indicated that they do not ride a bike. 50% of the participants responded that they are an equal mix of interested, but cautious riders and enthused and confident riders. They do not feel safe sharing the road with cars.



# Virtual Open House Summary

REDEVELOPMENT SITES

## Redevelopment

Participants were asked to consider four redevelopment sites. They were given choices for possible uses for redevelopment and were asked to select up to three options. An option of other uses not listed was also provided. The options also included reusing or replacing the existing building. These sites were shortlisted after receiving input from the staff regarding ongoing efforts for redevelopment within the City.

### Redevelopment Site 1: OLD BIXBY HOSPITAL(east), 120 N Locust Street

*Source: Giffels Webster*

Responses showed no strong preference regarding future use of the property (apartments v senior housing) or the form of redevelopment. Additional comments included a potential homeless center and discouraged rental development.

TABLE A.3. REDEVELOPMENT SITE 1 OLD BIXBY HOSPITAL(EAST)

| Recommended redevelopment options | Percent |
|---|---|
| Convert to Apartments | 50% |
| Senior Housing | 44% |
| Reuse Existing Building | 28% |
| Replace Existing Building | 31% |

### Redevelopment Site 2: 109 W Maumee Street

*Source: Giffels Webster*

Responses included a strong interest in upper floor residential uses (85%) and ground floor retail for this site. Office uses received the least votes. Additional comments recommended a family-friendly movie theater, a small grocery shop, or a community center. The feedback also recommended focusing more on retail than restaurants and service uses.

TABLE A.4. REDEVELOPMENT SITE 2 109 W MAUMEE STREET

| Recommended redevelopment options | Percent |
|---|---|
| Upper Floor Residential | 85% |
| Ground Floor Retail | 72% |
| Ground Floor Restaurant | 50% |
| Ground Floor Entertainment or Recreation | 25% |
| Some Other Use | 12% |
| Ground Floor Offices | 9% |
| Upper Floor Offices | 6% |
| Ground Floor Personal Services (Salons, Spas, etc.) | 3% |

# Virtual Open House Summary

REDEVELOPMENT SITES

## Redevelopment Site 3: OLD BIXBY HOSPITAL (west), 818 Riverside Avenue

*Source: Giffels Webster*

Fifty percent of participants recommended open or recreational use for this site. It did not garner much interest in reusing the existing buildings. Mixed-use or single-family development is the next preferred choice. Additional comments recommended soccer fields or a natural rehab to allow educational outreach programs.

**TABLE A.5. REDEVELOPMENT SITE 3 OLD BIXBY HOSPITAL**

| Recommended redevelopment options | Percent |
|---|---|
| **Should Include Some Open Or Recreational Space** | **50%** |
| Mix of Residential and Commercial Uses | 44% |
| A Subdivision (Single Family Houses) | 41% |
| Mix of Residential Uses (Apartments, Houses, Multiplexes, etc) | 34% |
| Include Senior Housing | 25% |
| Offices | 12% |
| Reuse the Existing Buildings | 9% |
| Some Other Use | 6% |

## Redevelopment Site 4: Courthouse Commons, 227 N Winter Street

*Source: Giffels Webster*

The feedback for this site is spread among the choices. Office development is the most preferred choice followed by small shops. Additional comments recommended a year-round farmer's market and expressed concern over lack of parking.

**TABLE A.6. REDEVELOPMENT SITE 4: COURTHOUSE COMMONS**

| Recommended redevelopment options | Percent |
|---|---|
| **Office Development** | **50%** |
| Small Shops | 37% |
| Replace Existing Building | 37% |
| Live/Work Spaces | 28% |
| Apartments or Condos | 25% |
| Reuse Existing Building | 19% |

# Virtual Open House Summary

ADDITIONAL THOUGHTS

## Additional Thoughts

This question was intended to gather general input that may not have been captured in directed questions. Not all 32 respondents provided comments. The comments received are focused on housing, downtown, small business development, access to natural features and improving pedestrian infrastructure. Below are some of the participant comments:

1. Work on blight and more local small business. A grocery store in the downtown area for new residents in area. Keep rest of industrial park for manufacturing.
2. No more marijuana business in city limits. Improve total City Pride to what it was in late 70's.
3. These will be the downfall of our city and the future. Citizens of Adrian were never offered the opportunity to vote on these. it's clear the commission is only thinking of the $$.
4. **Work on blight and more local small business.** A grocery store in the downtown area for new residents in area. Keep rest of industrial park for manufacturing. No more marijuana business in city limits. Improve total City Pride to what it was in late 70's.
5. The high taxes here are ridiculous! Adrian is not part of fancy Detroit suburbs. All the more reason to live in a small town outside of Adrian.
6. People who own rental homes are not keeping up with maintenance and appearance and that's ruining home values in nice neighborhoods. Raise the code and management laws for upkeep of rentals. Renters also need to do background checks to limit drug issues.
7. An intentionality approach to use of property along the river throughout the city with a focus on recreational use (kayaking). Add sidewalks needed along Maumee headed west onto US 223 to the city limits. Add Adrian Mall to plan.
8. **There appears to also be a need for affordable 55 and over housing communities.** Make Adrian a good place to retire in Michigan. Would like to see the small pocket parks developed with gardens, trees and places to sit and relax.
9. For #3, I actually believe all of the items are very important; I just rated highest those items that seem more immediate.
10. Blight.Blight.Blight.Blight. Blight. All it takes is one shithole to ruin the hard work of people that really try. 124 Clinton. Little things matter.
11. **Develop a mall district like Levi's Commons, Perrysburg OH. Build to attract visitors.** A great NEW BOOKSTORE with coffee shop. A Target, Home Goods etc make region attractive to those in existing communities so we dont need to travel to Toledo, Ann Arbor!
12. We need one more grocery store, a Kroger would be nice.. I also see homeless, particularly along the bike/walking path along the river. I have witnessed law enforcement controlling this. Is a shelter available for them?
13. **The downtown has so much potential to be both quaint and vibrant.** I would love to see more restaurants move in downtown and perhaps also along the river, especially near Trestle and Island park. The thing I would love most, though, is a city bus!
14. **Embrace the fact that we have two world class universities and an outstanding junior college.** The more options we provide to get students off campus, engage staff to live in the community, and create more opportunities for visitors to enjoy the community
15. **Focus on increased population density in city center, improved bike and ped infra, (existing "bike lanes" are criminal), safe routes to schools, move to form-based code, mixed-use neighborhoods, reliable transit, road diets, filtered permeability**
16. Our city's average rent to median household income is approximately 24% — a dangerous number when figuring that this does not include all utilities. Thousands of Adrianites cannot afford to live here due to stagnant wages and high housing costs.
17. **Access to natural areas is crucial to the wellbeing of residents, and a magnet for future residents.**
18. Pay off the pension deficit first, if commissioners want these projects have them secure 40% of funding through private investors and then ask citizens to vote on a bond for the balance with a cap.

# B. Online Survey

# Online Survey Summary

CITY OF ADRIAN

In late winter 2021, the City of Adrian distributed an online survey in order to get input from a larger number of residents. The survey included a number of questions regarding the demographics of the survey respondents, such as type of employment, commute patterns, and housing etc. A full summary of these responses is included in this chaptr. Other questions gathered input regarding housing demand, positive and negative aspects of the city, areas in need of improvement, priority areas, transportation goals and preferred type of businesses. A total of 561 survey responses were obtained. The survey results and comments emphasize economic development, community identity and eliminating blight.

| Q1 | |
|---|---|
| **Do you live in the City of Adrian?** | |
| Yes | 82.0% |
| No | 18.0% |

| Q3 | |
|---|---|
| **If you live in Adrian, do you expect to continue doing so in the future?** | |
| Yes | 74% |
| No | 8.2% |
| Unsure | 17.7% |

| Q2 | |
|---|---|
| **If you live in Adrian, do you expect to continue doing so in the future?** | |
| 0-5 years | 11.5% |
| 6-10 years | 10.8% |
| 11-15 years | 5.8% |
| 16-20 years | 8.8% |
| 21 years or longer | 53.0% |

| Q4 | |
|---|---|
| **If you live in Adrian, do you expect to continue doing so in the future?** | |
| I own the home in which I live | 65.5% |
| I rent the home in which I live | 17.9% |
| I own houses or apartments that I rent to others | 5.5% |
| I own a business | 8.2% |
| I own commercial or industrial property in Adrian. | 2.5% |
| I own vacant land | 2.0% |
| I do not reside or own property | 8.9% |
| Other | 7.0% |

| Q6 | |
|---|---|
| **Please select the term that best describes your residence.** | |
| Single-family dwelling | 83.6% |
| Townhouse or duplex | 5.0% |
| Apartment | 8.3% |
| Institutional setting | 2.9% |
| Transient | 0.2% |

| Q6 | |
|---|---|
| **If you own a single-family home, would you like the option to have an accessory apartment (either as part of your house or in existing out building) on your property?** | |
| Yes | 18.1% |
| No | 59.6% |
| I do not own a single family home | 22.3% |

| Q8 | |
|---|---|
| **How many people live in your household?** | |
| 1 | 14.4% |
| 2 | 34.4% |
| 3-4 | 38.7% |
| 5 or more | 12.4% |

| Q8 | |
|---|---|
| **Adrian has allowed a combination of 10 marijuana dispensaries in commercial areas. How do you feel about this number?** | |
| There should be more facilities | 13.6% |
| There should be fewer facilities | 45.5% |
| There should be no facilities | 12.6% |
| No opinion | 28.2% |

# Online Survey Summary

CITY OF ADRIAN

| Q17 | |
|---|---|
| **Which of the following categories best describes your employment status?** | |
| Employed, working full-time | 59.6% |
| Employed, working part-time | 10.8% |
| Not employed, looking for work | 1.3% |
| Not employed, NOT looking for work | 1.7% |
| Retired | 23.0% |
| Student | 1.1% |
| Disabled, not able to work | 2.6% |

| Q18 | |
|---|---|
| **Which of the following best describes your current occupation?** | |
| Management, business, and financial | 13.6% |
| Computer and mathematical | 2.1% |
| Architecture and engineering | 2.9% |
| Life, physical, health care, and social science | 9.9% |
| Community and social service | 4.3% |
| Legal | 1.0% |
| Education, training, and library | 11.9% |
| Arts, design, entertainment, sports, and media | 2.9% |
| Protective service | 0.6% |
| Food preparation and serving related | 3.1% |
| Cleaning and maintenance | 1.0% |
| Personal care and service | 2.0% |
| Sales and related | 6.4% |
| Office, clerical, and administrative support | 6.6% |
| Farming, fishing, and forestry | 0.0% |
| Construction and extraction | 1.6% |
| Installation, maintenance, and repair | 1.2% |
| Production | 2.7% |
| Transportation and materials moving | 1.4% |
| Student | 0.6% |
| Work in the home | 2.5% |
| Retired | 15.0% |
| Unemployed | 2.1% |
| Other (please specify) | 4.7% |

| Q19 | |
|---|---|
| **How do you get to work?** | |
| Walk | 3.0% |
| Drive | 83.8% |
| Take public transportation | 0.0% |
| Work from home | 12.4% |
| Ride share | 0.0% |
| Bike | 0.9% |

| Q20 | |
|---|---|
| **How far do you travel for work?** | |
| 0-5 miles | 61% |
| 5-25 miles | 25% |
| 25-50 miles | 10% |
| More than 50 miles | 4% |

| Q21 | |
|---|---|
| **How old are you?** | |
| Under 18 | 0% |
| 18-24 | 5% |
| 25-44 | 39% |
| 45-64 | 32% |
| 65 and over | 24% |

| Q22 | |
|---|---|
| **If you are currently employed, what percentage of your working time do you spend working from home?** | |
| 0-25% | 69% |
| 25-50% | 12% |
| 50-75% | 6% |
| 75-100% | 14% |

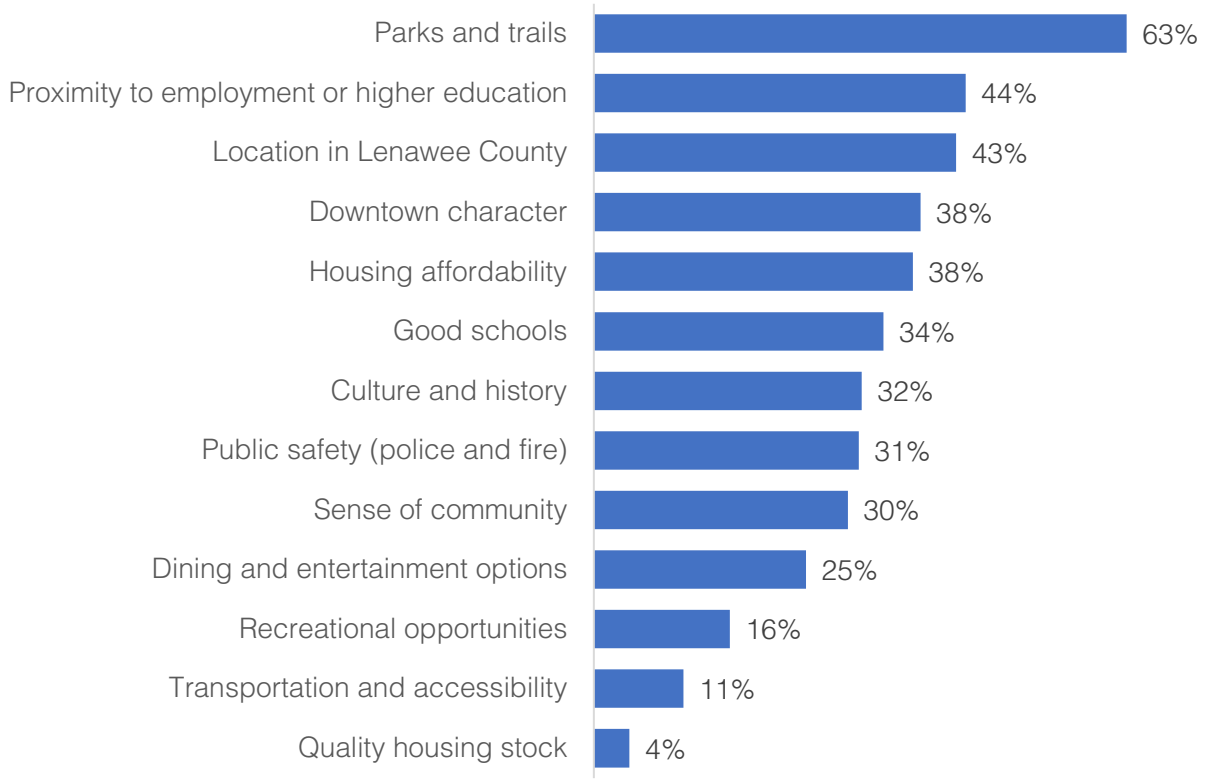
# Online Survey Summary

## CITY STRENGTHS

**What do you feel are the most positive aspects of Adrian as a place to live?**

Sixty three percent of the respondents consider parks and trails to be the biggest asset of the city. The location of the city in terms of proximity to higher education, employment (44%) and to other areas of the Lenawee County (43%), is the next biggest asset. The comments generally emphasize making the most of the community's assets.

FIG. B.1. CITY STRENGTHS



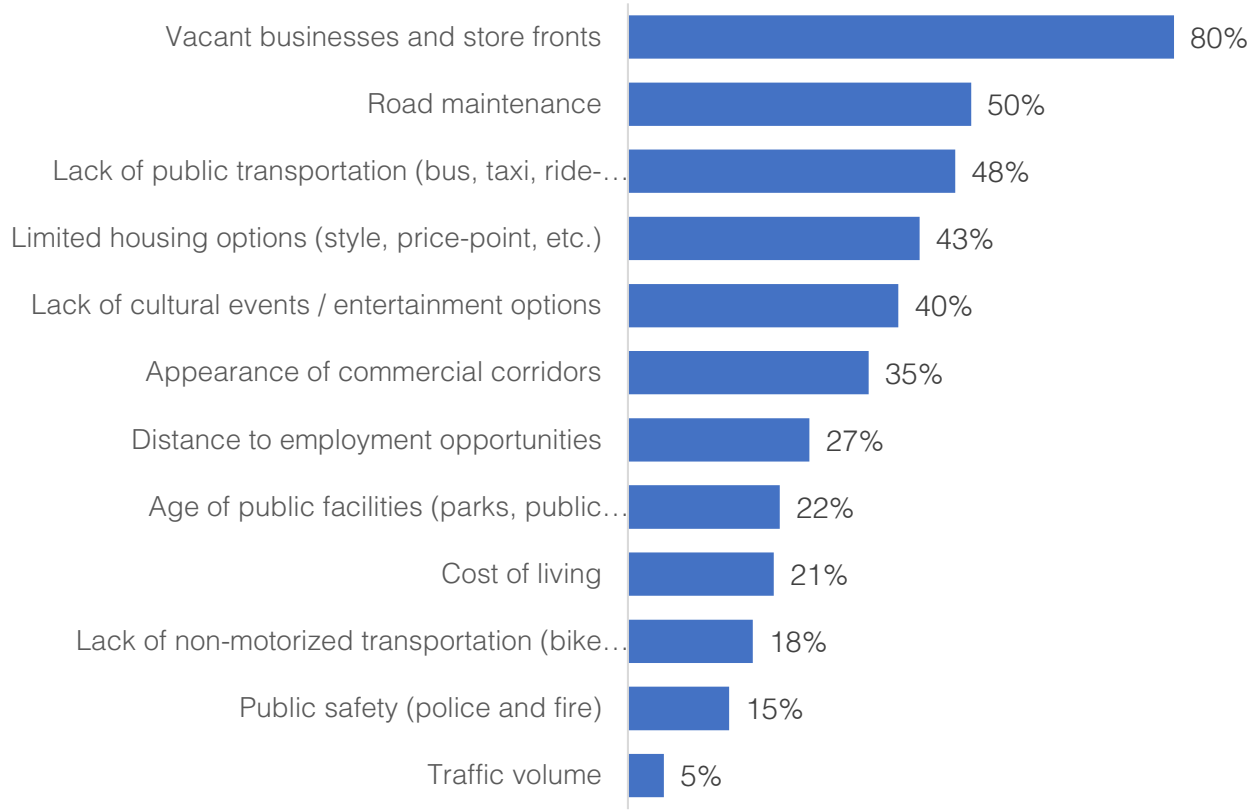
# Online Survey Summary

## CITY WEAKNESSES

**Do you consider any of the following to be a negative aspect of living in Adrian?**

Close to eighty percent of the respondents consider vacant businesses and store fronts to be the largest area of concern, followed by road maintenance (50%) and lack of public transportation (48%).

FIG. B.2. CITY WEAKNESSES



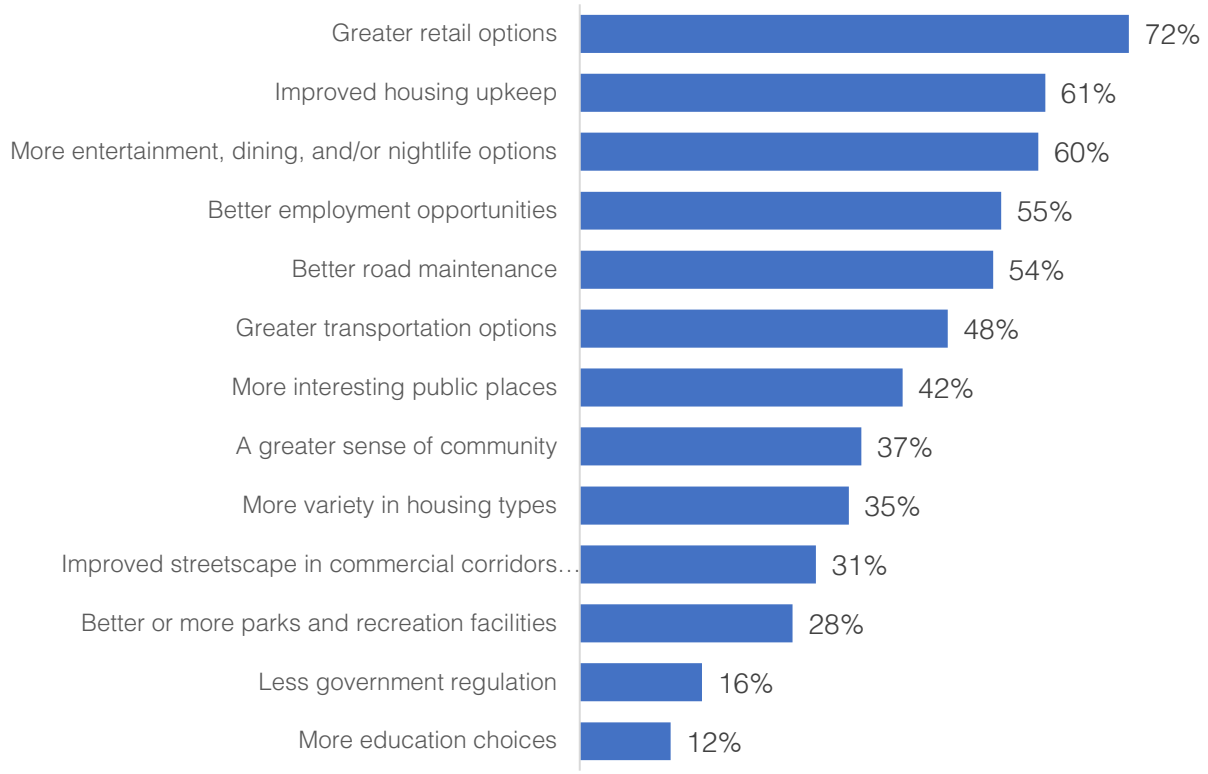
# Online Survey Summary

## AREAS OF IMPROVEMENT

**What could be improved about Adrian?**

Respondents consider a greater focus on economic development to be the most important opportunity for improvement. Seventy two percent of respondents prioritize improved retail options and sixty one percent called for better upkeep of the city's housing stock. Sixty one percent of residents expressed a desire for more entertainment options close to home.

FIG. B.3. AREAS OF IMPROVEMENT



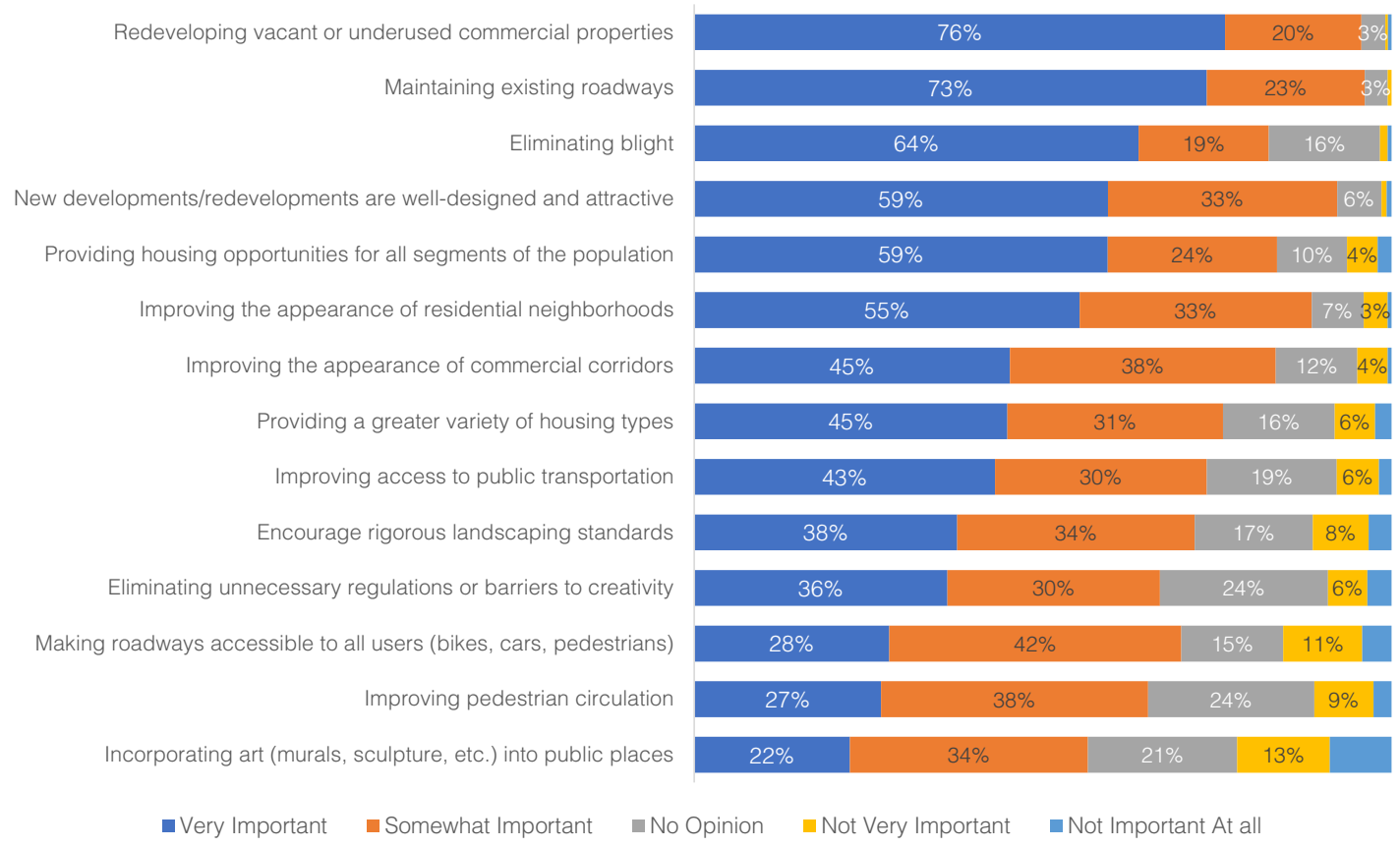
# Online Survey Summary

## PRIORITIES FOR THE CITY

**In your opinion, how important is addressing each of the following priorities for Adrian?**

The order of priorities from highest to lowest is consistent with the items the respondents considered to be negative aspects of the city. Redevelopment of vacant or unused commercial properties (76%), maintaining existing roadways (73%) and eliminating blight (64%) are considered high priority items for the city. Housing related items such as diversity, affordability, higher standards are also considered important by a majority or large plurality of respondents (45%-59%).

FIG. B.4. PRIORITIES FOR THE CITY



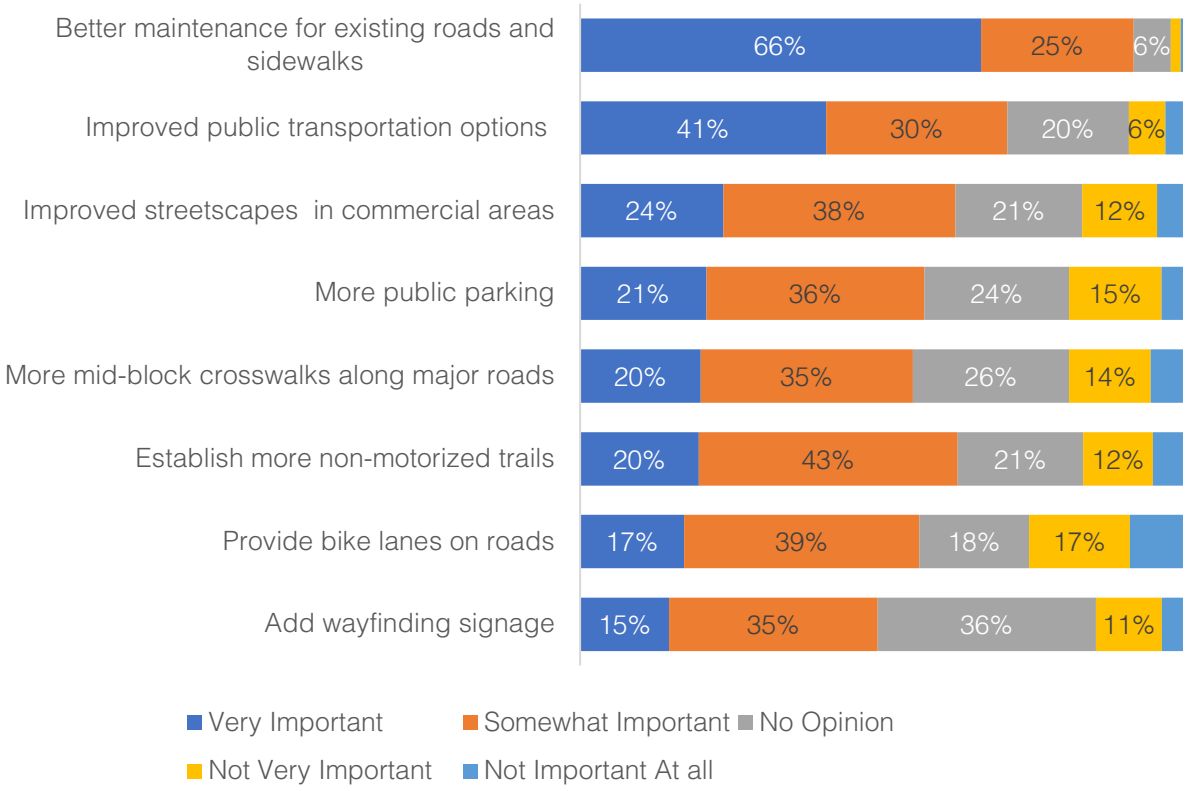
# Online Survey Summary

## TRANSPORTATION GOALS

**In your opinion, how important are the following transportation goals?**

Better maintenance for existing roads and sidewalks received the highest rating (66%) amongst the choices, followed by improved public transportation options (41%). Most of the non-motorized goals are considered somewhat important.

FIG. B.5. TRANSPORTATION GOALS



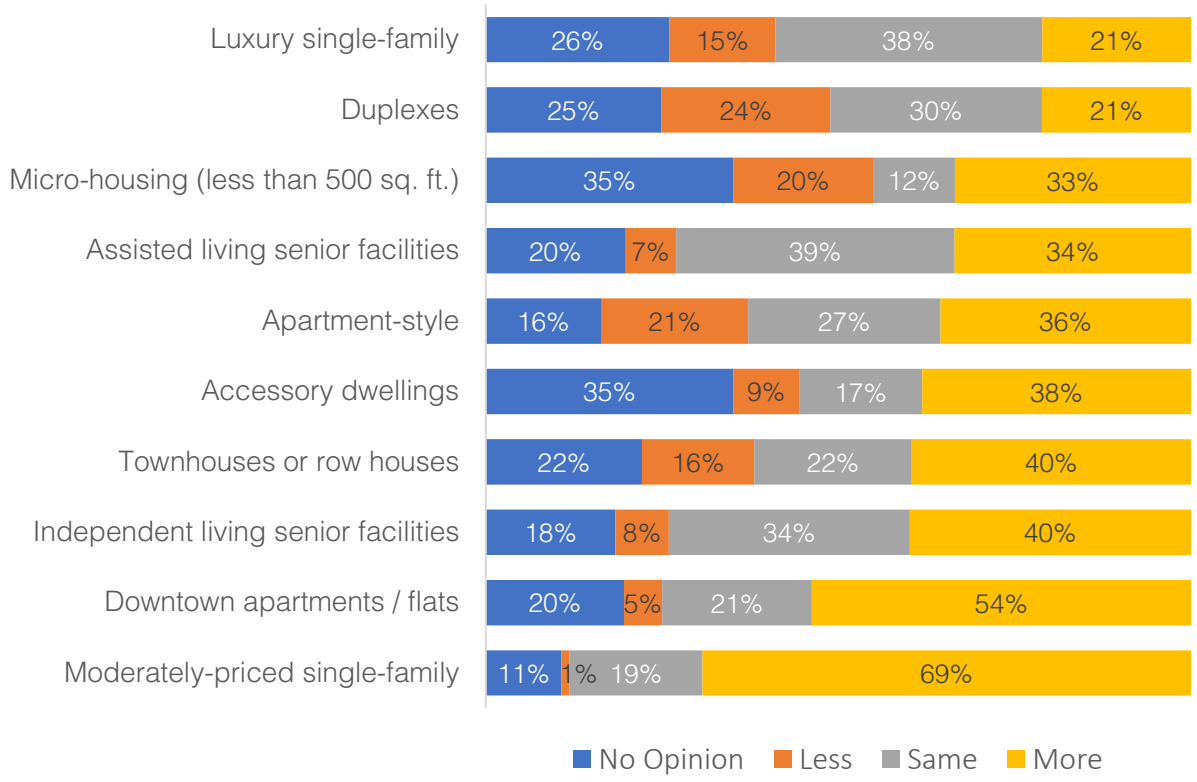
# Online Survey Summary

## PREFERRED TYPE OF HOUSING DEMAND

**For each type of housing listed below, please indicate whether you feel the City of Adrian needs more, less, or has the right amount of it.**

A majority of responses (69%) indicated that there is a need for more moderately priced single-family homes. This is followed by downtown apartments/flats (54%), independent living senior facilities (40%) and townhouses (40%). One third of the respondents were supporting the need for accessory dwelling units and micro-housing (less than 500 sf). When asked specifically if they would like the option to have an accessory apartment, sixty percent of the respondents declined and only eighteen percent said yes.

**FIG. B.6. PREFERRED TYPE OF HOUSING DEMAND**



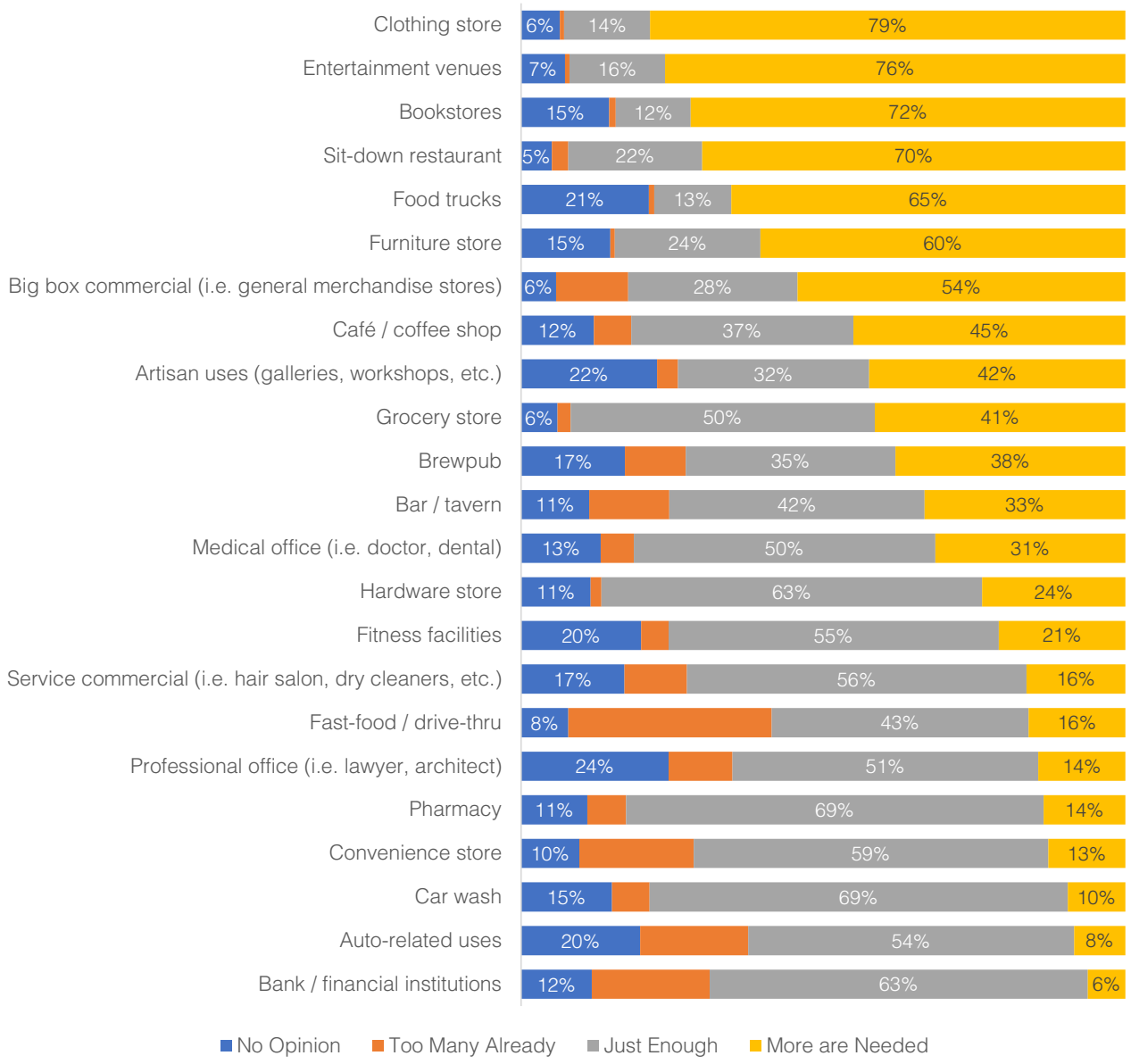
# Online Survey Summary

## PREFERRED TYPE OF BUSINESSES

**Please rate the following business from "too many already" in Adrian to "more are needed" in Adrian.**

Most respondents cited a need for more clothing stores (79%), entertainment venues (76%), bookstores (72%) and sit-down restaurants (70%). The economic development team could consider incentives for these types of uses, especially in the downtown area, to bring more people to these areas. The survey asked how the residents feel about the number of marihuana dispensaries allowed in commercial areas. Forty five percent thought they should be fewer facilities while only thirteen percent supported more.

**FIG. B.7. PREFERRED TYPE OF BUSINESSES**



# C. Other Relevant Planning Documents and Initiatives

# Other Planning Documents and Initiatives

CITY OF ADRIAN

This plan is built on the foundation of numerous other planning and economic development initiatives undertaken by the city and various regional authorities.

## RIVER RAISIN WATERSHED MANAGEMENT PLAN, September 30, 2009

### Background

The River Raisin Watershed Council (RRWC) is composed of representatives of all dues paying municipalities within the watershed. The RRWC commissioned the plan to identify problems and prioritize solutions. The plan provides a set of general priorities that allow for on-going evaluation and prioritization of specific projects. The River Raisin watershed management plan primarily aims to help promote a lifestyle that achieves the triple bottom line: environmental, economic and social equity. Overall, the plan recommends a set of project ideas for watershed restoration and best management practices. The City of Adrian is part of the south branch River Raisin water shed.

### Takeaway

Adrian is one of the largest communities in this watershed and has some of the highest potential for growth. The city is therefore a good candidate for application of stormwater best management practices, such as installing rain gardens along the riverbank, reducing/restoring land cover and enforce riparian buffers. Most of the city is developed along the river corridor, including Downtown Adrian. There are multiple parks located along the river corridor. The city can reevaluate the site design standards, conservation ordinances and stormwater ordinances to incorporate smart growth principles and low impact development principles. The city's sewage plant is located along the riverbank to the north. The city has eliminated active pathogen concentrations through its ongoing rehabilitation. The plan recommends periodic follow-up for these efforts. The plan also recommends a public awareness campaign to help residents and business owners gain an understanding of what effects pollutants can have on the watershed.

## CONNECTING LENAWEE PLAN: A Non-Motorized Vision for Lenawee County

### September 2015

### Background

The Non-Motorized Plan was prepared by the Connecting Lenawee Task Force. It was developed utilizing the Healthy Lenawee 2020 grant in order to improve the non-motorized network and enable a healthy lifestyle. It provides guidelines for all communities to foster coordinated planning and connect trails across the county. The City of Adrian is located near the geographic center of Lenawee County and is accessible from all directions via major state highways and county roads.

Kiwanis Trail was developed as part of Adrian's land use plan recommendations from 1974. Connecting Lenawee County does not supersede local plans but encourages all communities to consider connections to neighboring communities and foster coordinated planning across communities. The Kiwanis Trail is an eight-mile paved path that runs from Adrian to just south of Tecumseh, ending at Green Highway and Ives Road. A voluntary survey completed by trail users found that 42% of Kiwanis Trail users are Adrian residents.

### Takeaway

Over half of the county population is concentrated in the urbanizing Clinton, Tecumseh and Adrian corridor and Kiwanis Trail is the only true shared use path in Lenawee County. Because of this, most of the priority projects and plan goals recommend improvements within and near the city. The following goals from this plan are relevant to Adrian:

Work with the City of Adrian, DDA, River Raisin Conservancy and others to develop a vision for greening the River Raising corridor and embracing the river for recreation and economic development opportunities.

# Other Planning Documents and Initiatives

CITY OF ADRIAN

The Connecting Lenawee Task Force should continue to meet on a regular basis using the Connecting Lenawee Plan to guide discussion with a focus on collaboration between partners to move projects forward.

The City has a prominent role in this endeavor due to its significant role in initiation of Kiwanis Trail and its ongoing maintenance. It is expected that seven out of the nine priority projects recommended in the plan which are listed below are associated with the City of Adrian.

1. Implement improvements to existing Kiwanis trail
2. Islands Park and Heritage Park extension
3. U-223 bypass trail
4. Kiwanis Trail to US 223 bypass trail
5. Wayfinding plan and signage
6. Endowment fund for Kiwanis Trail
7. River Raisin restoration and development plan

The City of Adrian's 2006 land use plan also emphasized improvement/development of non-motorized transportation. The objectives included filling gaps in the existing sidewalk network, converting abandoned railroad rights-of-way to pathways, development of an East-West bike path through the city and connecting residential areas with the downtown.

Source: Connecting Lenawee Plan

## MDOT/MDHHS ACTIVE TRANSPORATION PROJECT

### December 12, 2019

### Background

The City of Adrian collaborated with the Lenawee County Department of Health and Human Services (DHHS) and ProMedica to develop this active transportation project in partnership with the Michigan Department of Transportation (MDOT) and the Michigan Department of Health and Human Services (MDHHS). The intent is to use MDOT TAP funds to address health, wellness, transportation, and recreation needs of DHHS clients. This could serve as an example for other communities.

### Takeaway

The project included three phases:

1. Kiwanis Trail extension north to hospital/YMCA campus, and east to intersect with Kiwanis Trail near Tecumseh.
2. Kiwanis Trail extension east at Curtis Road, pedestrian bridge over M52/trail extension east to River Raisin and south to Island Park/Siena Heights University and east side of Adrian and Complete Street connections, and
3. Meaningful and safe Complete Street connections to the east side of Adrian. These projects align with the recommendations made in the 2015 Connecting Lenawee Plan.

## LENAWEE COUNTY PARKS & RECREATION PLAN, 2020-24

### December 11, 2019

### Background

The Lenawee County Parks and Recreation Commission is responsible for the development of this plan. The City of Adrian is part of the Clinton-Tecumseh-Adrian Urbanizing Corridor. The city has the largest number of parks and recreational facilities of any municipality in Lenawee County. The Parks and Recreation plan is intended to be a policy guide for Lenawee County officials in developing efficient recreational services and facilities.

# Other Planning Documents and Initiatives

CITY OF ADRIAN

### Takeaway

The public survey administered during the update process suggested that there is significant interest among residents in trail and pathway improvements. The plan recommended that the city should emphasize the importance of non-motorized connectivity within the city. The city's natural areas are primarily concentrated along the River Raisin. One of the plan objectives recommends developing land conservation and preservation techniques.

## REINVENT DOWNTOWN ADRIAN PLAN

### Adopted: June 2019

### Background

The ReInvent Downtown Adrian Plan was informed by five datasets (2003 Blueprint for Downtown Adrian, Adrian Comprehensive Plan, 2014 Gibbs Retail Market Study, census data, and county-wide business pattern data) as well as four community engagement sessions. The Gibbs 2014 Market Study revealed that the DDA District could support 97,000 sq/ft of retail space which is significantly more than the existing downtown market.

### Takeaway

The Reinvent Downtown Adrian Plan developed three overarching goals: increase tax base, increase total jobs, and increase the population within the downtown. In response to community visioning sessions, Downtown Adrian established six strategic focus areas to achieve the goals:

1. Connect neighborhoods and Nodes with the DDA District
2. Institute a high level of Placemaking in the Downtown
3. Partner on city practices and procedures
4. Preserve DDA District as a place for pedestrians, vehicles and transit
5. Grow and attract businesses
6. Strengthen social, economic and environmental capital

Downtown Adrian considers the waterfront to be a high priority development/preservation area within the district. Enhancing the Farmers Market infrastructure was an important action item and supports the initiatives put forth in the Adrian Community Health Needs Assessment. In addition, walkability was a reccurring theme throughout the focus areas. Emphasis was placed on sidewalk networks, conditions, and maintenance. The plan also recommended increased participation in four programs:

1. Michigan Main Street
2. Redevelopment Ready Communities
3. Sustainable Built Environments Initiative
4. First Impressions Tourism

## DOWNTOWN ADRIAN RETAIL MARKET ANALYSIS , 2014

### Background

The Downtown Adrian Retail Market Analysis was conducted in 2014 to determine the potential for new retail and restaurants in the city's downtown. The study analyzed the demographic and economic characteristics of Adrian's households and those the surrounding area that constitute the city's primary and secondary trading areas. The total population of the trade area was 137,500.

### Takeaway

The study determined that, in the economic conditions of the time, downtown Adrian had the potential to support 97,700 square feet of additional retail and restaurant square footage, with additional supportable sales of $27.2 million. This would equate to 20 to 30 new restaurants and stores. The study also identified a large retail gap in the Adrian market, indicating that much of the consumer spending undertaken by residents of the city and surrounding area is occurring elsewhere. At the time of the plan, downtown Adrian was already in the midst of a revival which has continued through the present day, temporary system shocks notwithstanding.

# Other Planning Documents and Initiatives

CITY OF ADRIAN

## ADRIAN PUBLIC ENGAGEMENT STRATEGY

### Adopted: Still in Draft, October 2019

### Background

The Adrian Public Participation Plan outlines the policies and procedures utilized for public involvement and outreach in the city. The City of Adrian aims to employ these methods for all planning and development review and approval processes. The plan calls for continued commitment to diversified public participation, regular evaluations of the effectiveness of outreach efforts, and improved communication strategies that gather more targeted community feedback.

### Takeaway

The City of Adrian's goals for public outreach include soliciting participation in every phase of the master planning process, creating continuity in the outreach efforts, providing information in an open, timely manner, and recording results of public engagement to therefore report back to the public. The plan applies the goals to all planning related bodies: City Commission, DDA, Historic District Commission, Housing Commission, Planning Commission, Transportation Commission, and ZBA. Meeting agendas and packets for all the boards and commissions shall be made available on the City's website prior to the meeting. The Adrian Planning Commission historically holds public hearings for all land use and development applications (site plan, special use, rezoning). Recommended methods for public participation in the Master Plan process include steering committees, open houses, community meetings, community walks or tours, social media, website updates, focus groups, design workshops, and surveys. In addition to posting of public notices in newspapers, online, and in community newsletters the City of Adrian suggests posting flyers at city buildings and distributing press releases to media outlets. The plan emphasizes outreach through neighborhood association communications, digital tools, community workshops, interviews, and surveys.

## ADRIAN COMMUNITY HEALTH NEEDS ASSESSMENT (2016-2019)

### Adopted: December 19, 2016

### Background

ProMedica Bixby and Herrick Hospitals jointly created the health needs assessment for Lenawee County based on data collected from the Lenawee County Health Assessment, Hospital Council of Northwest Ohio, and the Lenawee Health Network. The assessment identifies four priority health needs to be addressed in the next three years: cancer, chronic disease prevention, substance abuse, and nutrition and hunger. By addressing the priority health needs the county aims to promote healthier lifestyles, safer neighborhoods, reduce chronic health diseases, and improve the socioeconomic determinants of health. Of the eleven hospitals serving Lenawee County, only one is located in Adrian (ProMedica Bixby Hospital).

### Takeaway

Health initiatives in the county are strongly supported by and intertwined with community organizations, local governments, and businesses. Lenawee County and municipalities like the City of Adrian seem to understand that heathy lifestyles and safe neighborhoods are influenced by the built environment via access to healthy foods, recreation, and social gatherings. The ProMedica Bixby Hospital designs health programming in the county and the list of hospital partners indicated in the plan should be considered hubs for health-related community resources. Therefore, transportation and sidewalk networks and accessibility plans should take into account the location of these resources in Adrian.

# Other Planning Documents and Initiatives

CITY OF ADRIAN

## REGION 2 COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGY (CEDS) 2017-2021

### Background

The US Economic Development Administration requires the development of a CEDS prior to awarding funding. The Region 2 Planning Commission first developed a CEDS in 2010. The 2017 version of the plan conducted a SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis and developed a mission statement, goals and strategies on the that basis. The CEDS steering committee engages in performance monitoring and updated the strategy in 2018. The strategy covers all of Jackson, Lenawee and Hillsdale Counties.

### Takeaway

The CEDS steering committee developed the following mission statement: "To produce an environment that encourages the creation of jobs, promotes education, fosters community development (including placemaking, quality of life, and infrastructure), and advances business development to compete in a global environment." This statement was supported by four goals:

1. Encourage collaborative and economic partnerships to promote innovation and entrepreneurship.
2. Provide opportunities to support globally competitive business environment strategies.
3. Expand post-secondary educational and workforce development opportunities to retain and attract talent.
4. Diversify the economy.
5. Adrian's cluster of higher education institutions was cited as a strength of the region.

## RISING TIDE PROJECTS

### Background

The city participates in the Rising Tide program, which provides at-risk communities with assistance building an economic development framework. The program's project list includes work on autonomous vehicle pilot programs, residential redevelopment of a former school, redevelopment of a former industrial site tied into the local trail system, a trail loop, pursuing Opportunity Zone funding.

### Takeaway

The city is committed to actively pursuing and coordinating projects that contribute to the overall invigoration of the local economy, encouraging active recreation, attracting visitors, and expanding housing options.

## 2018-2019 ADRIAN STRATEGIC PLAN

### Background

The Adrian 2018-1029 Strategic Plan is centered on a set of broad goals regarding city operations, touching on finance, communications, the MEDC's Redevelopment Ready Communities (RRC) program, community investment, sustainability and energy optimization, emergency services, and accountability to public bodies and employees.

### Takeaway

Several of the goals do not speak directly to land use, but all point to a well-functioning city government that is a transparent and responsible steward of the city. The city is now engaged with the MEDC's RRC program and this plan identifies redevelopment ready sites as part of the city's work to obtain certification. The city is also developing a public participation plan which will guide public input for the Comprehensive Plan. Finally, this plan furthers the economic development planning the city and county have already engaged in with a market analysis.

# Other Planning Documents and Initiatives

CITY OF ADRIAN

## ADRIAN COMPREHENSIVE PLAN 2008 ADDENDUM

### Background

In 2008, the City of Adrian recognized that increased enrollment was increasing at the city's higher education institutions, leading to a housing shortage for students of the schools. The city further recognized that its rezoning requests and rulings pointed toward needed changes to the 2006 Future Land Use Map.

### Takeaway

Amendments to the plan fell into three categories all in some way addressed increased secondary education enrollment. A goal was establishing that encouraged the expansion of colleges but also the safeguarding of nearby neighborhoods. Further to that goal, several changes were made to the Future Land Use Map to classify more land as planned for institutional use by the colleges. A small length of road was reclassified on the Functional Classification Map from "local" to "collector" status to facilitate the use of the land by educational institutions.

## ADRIAN COMPREHENSIVE PLAN 2015 ADDENDUM

### Background

The Adrian Planning Commission reviewed the Comprehensive Plan in 2015 in the context of rising interest in mobile food vending and further need for areas of residential development within city limits.

### Takeaway

The 2015 addendum to the Adrian Comprehensive Plan updated demographic information, made several changes to the future land use map, including re-designating former public school sites for residential development, and called for investigating food truck ordinances. The city subsequently followed up on this addendum with an ordinance permitting food trucks in 2017. Changes to the future land use map are reflected in the map include with the addendum.

## ADRIAN-TECUMSEH SMARTZONE FINAL REPORT

### Background

The Adrian-Tecumseh SmartZone Final Report was issued in March, 2021. It identifies industrial sectors where there may be potential to establish local employment opportunities based on current outflows of commuters from the county, including nonmetallic mineral product manufacturing, chemical manufacturing, animal production and aquaculture, plastics and rubber manufacturing, and wood product manufacturing.

### Takeaway

The document outlines a seven-step action plan:

1. Implement Adrian – Tecumseh SmartZone Industrial Site Development Marketing and Outreach Strategy around leading industry sectors which include Advanced Manufacturing, Automotive Supply Chain, Chemical Manufacturing, and Logistics & Distribution.

2. Align with state of Michigan industry sector priorities and leverage Detroit Regional partnership, Michigan Economic Development Corporation, and Consumers Energy to implement business attraction strategies.

3. Leverage state and local economic development programs that deliver a competitive incentive package while ensuring mutually beneficial investments made by the communities and companies to ensures preservation of a competitive business climate and long-term economic benefit for all parties.

4. Utilize new electricity infrastructure investments made by Consumers Energy to attract high energy users to SmartZone sites.

5. The Adrian – Tecumseh SmartZone should work with its partners to facilitate and coordinate a strategy to promote and integrate STEM Workforce Programs that retain and attract the next generation of talent to fill the workforce pipeline and support existing business hiring needs and demonstrate an availability of workforce for business attraction target industries.

6. The Adrian – Tecumseh SmartZone should work with Lenawee Now on a resident recruitment effort to meet employment needs of Adrian and Tecumseh employers.

7. The Adrian – Tecumseh SmartZone should establish and coordinate a C-level executive roundtable initiative that brings together local business leaders to benchmark and share ideas.

The report further notes that the SmartZone can work with the existing Local Development Finance Authority (LDFA) to create development-ready sites in the two cities.

# D. Natural Features

# Natural Features

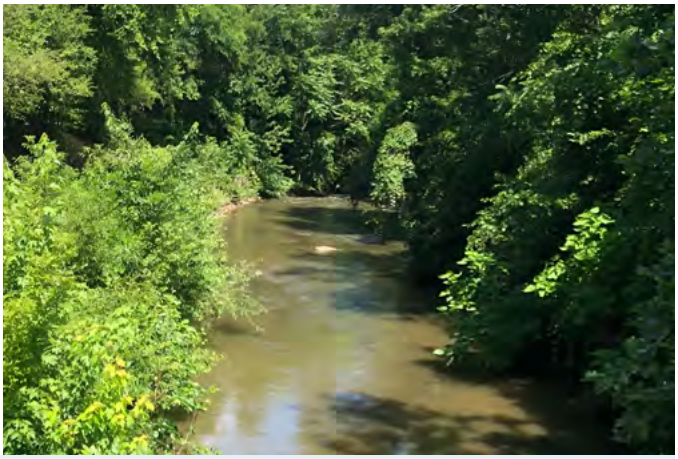
CITY OF ADRIAN

Land use planning is largely influenced by the natural features of a community. Bodies of water, soil types, woodlands and topography determine the types of developments that are appropriate and supported by the area. An in-depth understanding of natural features allows decision-makers to put in place plans that can preserve biodiversity and ecosystems while ensuring that development is safe and sustainable. The location of natural features also determines where development can spread within the community without harming the physical environment.

Watersheds and wetlands indicate where excess water will accumulate during rainfall or floods therefore mapping such natural features identifies which areas of a community should be prepared for those conditions and protected to ensure proper storage and drainage of water. In Adrian, the Raisin Watershed encompasses the entirety of the city and contains all the rivers, tributaries, and lakes within its boundaries.

Bedrock geology is the rock layer located beneath the surface and subsoil. Determining the type of bedrock in the community and the depth at which its located is important for civil engineering and construction projects. In the City of Adrian, Coldwater Shale represents 100% of the area's bedrock.

*Lake Adrian (Giffels Webster, 2020)*



*River Raisin (Giffels Webster, 2020)*

# Natural Features

## WETLANDS

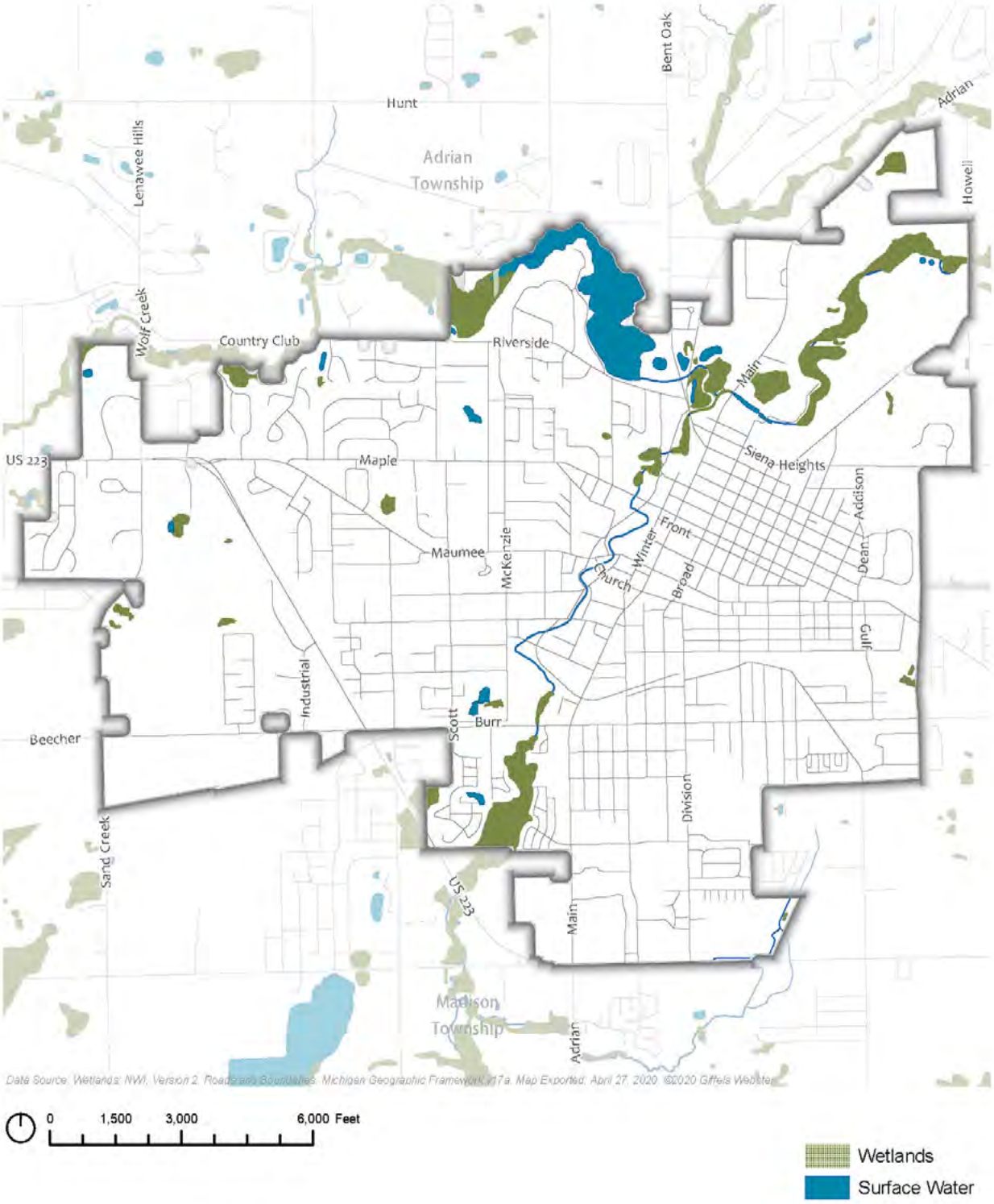
Wetlands in the City of Adrian are predominantly located adjacent to the River Raisin. West of Lake Adrian is a large wetland area connecting to Wolf Creek.

Significance of Wetlands

- Protect downstream water supplies by providing clean ground water as a result of the nutrient retention and sediment removal. Wetland vegetation traps these sediments and pollutants, thereby preventing them from being deposited in surface water bodies
- Function as effective natural storage basins for floodwater. Wetlands can be considered large sponges that absorb large quantities of seasonal precipitation, gradually releasing it when the receiving channels are able to accept it.
- Protect the shoreline from erosion caused by wind and wave action and effectively serving as environmental shock absorbers.
- Provide a habitat for many types of plants and animals that thrive in the type of physical environment created by wetlands. These plants and animals provide an economic and recreational benefit as a result of hunting, fishing and other leisure activities.

*River Raisin (Giffels Webster, 2019)*

## MAP D.1: WETLANDS - CITY OF ADRIAN

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**Wetlands**
**CITY OF ADRIAN**

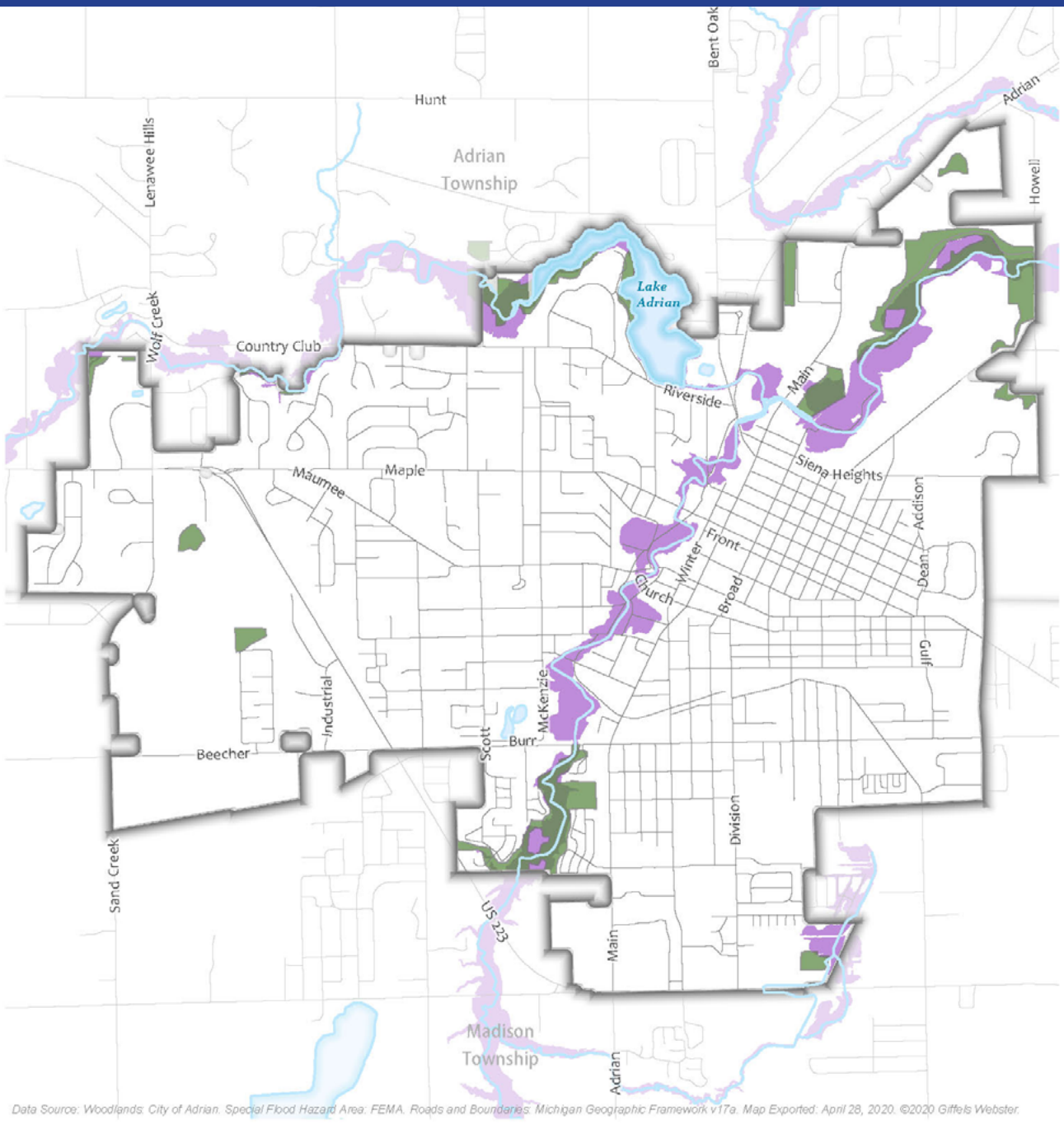
# Natural Features

## WOODLANDS AND FLOOD AREAS

Few large, undisturbed wooded areas remain in the City of Adrian. Those that do exist are principally located in the northeastern portion of the city and along the River Raisin. Wherever woodlands occur, mature vegetation should be sensitively incorporated into future development proposals as a visual amenity and for its environmental values. Recognizing these important physical properties and integrating woodlots into future development can improve the community's overall environmental quality and enhance the visual character of the constructed environment. A floodplain is an area of land along a lake, river or other water feature that is susceptible to being inundated by water as a result of heavy rains, snow melt, or other factors. Floodplains are naturally occurring physical features that provide for the temporary holding of the excessive water until such time as the receiving channel is capable of accepting the water. Flood zones in the City of Adrian are located in areas along the River Raisin.

*Woodland in Adrian (Giffels Webster, 2020)*

## MAP D.2: WOODLANDS AND FLOOD AREAS - CITY OF ADRIAN




Data Source: Woodlands: City of Adrian. Special Flood Hazard Area: FEMA. Roads and Boundaries: Michigan Geographic Framework v17a. Map Exported: April 28, 2020. ©2020 Giffels Webster.

0 1,500 3,000 6,000 Feet

Woodlands

Special Flood Hazard Area

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# Woodlands and Flood Areas

**CITY OF ADRIAN**

# Natural Features

## SOILS

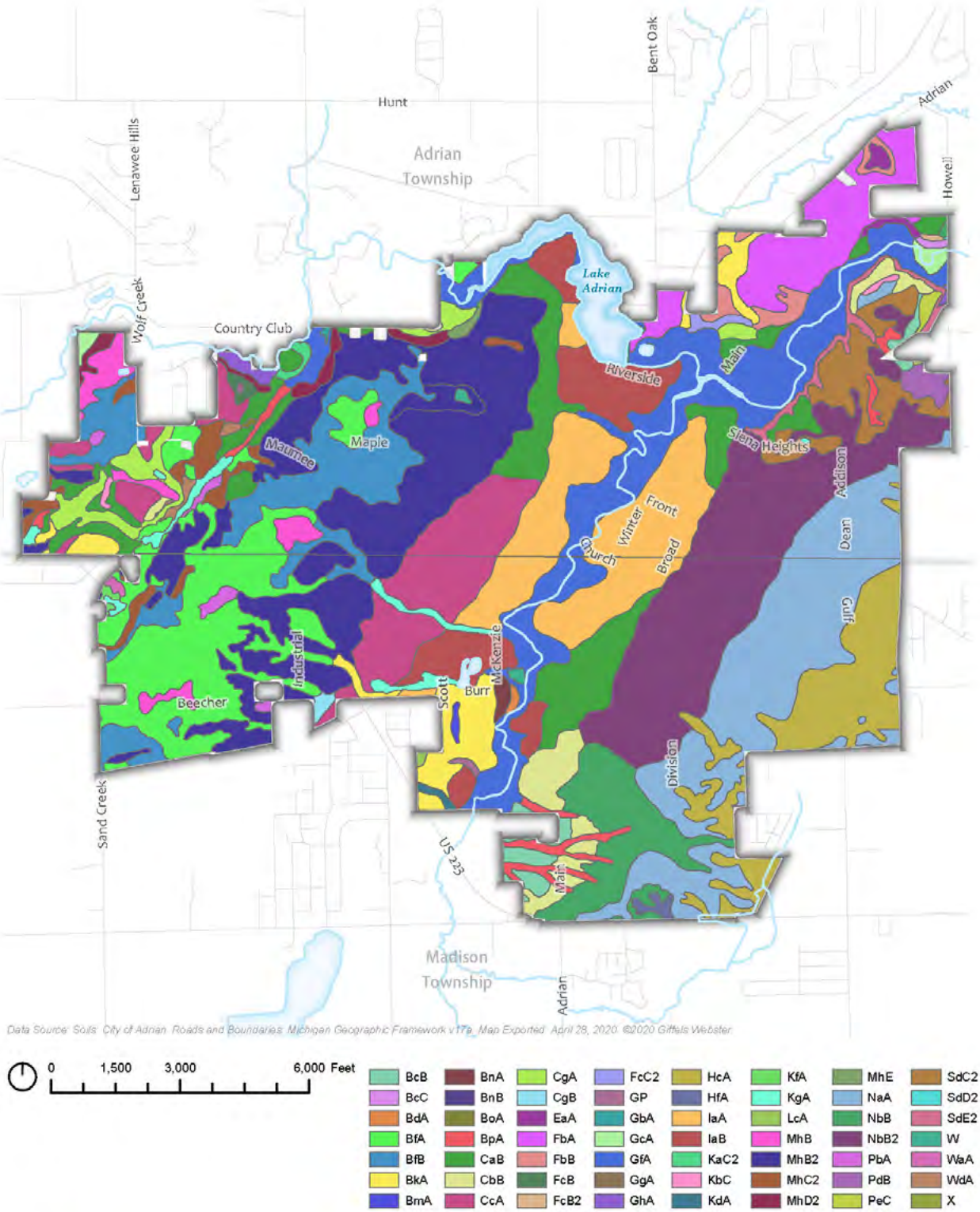
Soil characteristics have an important influence on the ability of land to support various types of land uses, including roads, buildings, utilities and agriculture. Four specific soil characteristics influence their ability to be useful for various purposes:

- Bearing Capacity – the ability to support the weight of roads, buildings or vehicles.
- Erodibility/Stability – the susceptibility of the soils to erosion hazards and the ability to accept weight, without causing mass movement such as mud flows and slides.
- Drainage – the capacity of soils to transit and receive water. This characteristic is especially important for determining the ability of soils to absorb stormwater. Soil drainage characteristics are influenced by particle composition and water content.
- Resource Value – the economic worth of the soil for agricultural purposes, or as a fill or mined material.

The City of Adrian has a highly diversified representation of soil types with more than fifty variations within its boundaries.

*McFarland Park (Giffels Webster, 2020)*

## MAP D.3: SOILS - CITY OF ADRIAN

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**Soils**

**CITY OF ADRIAN**

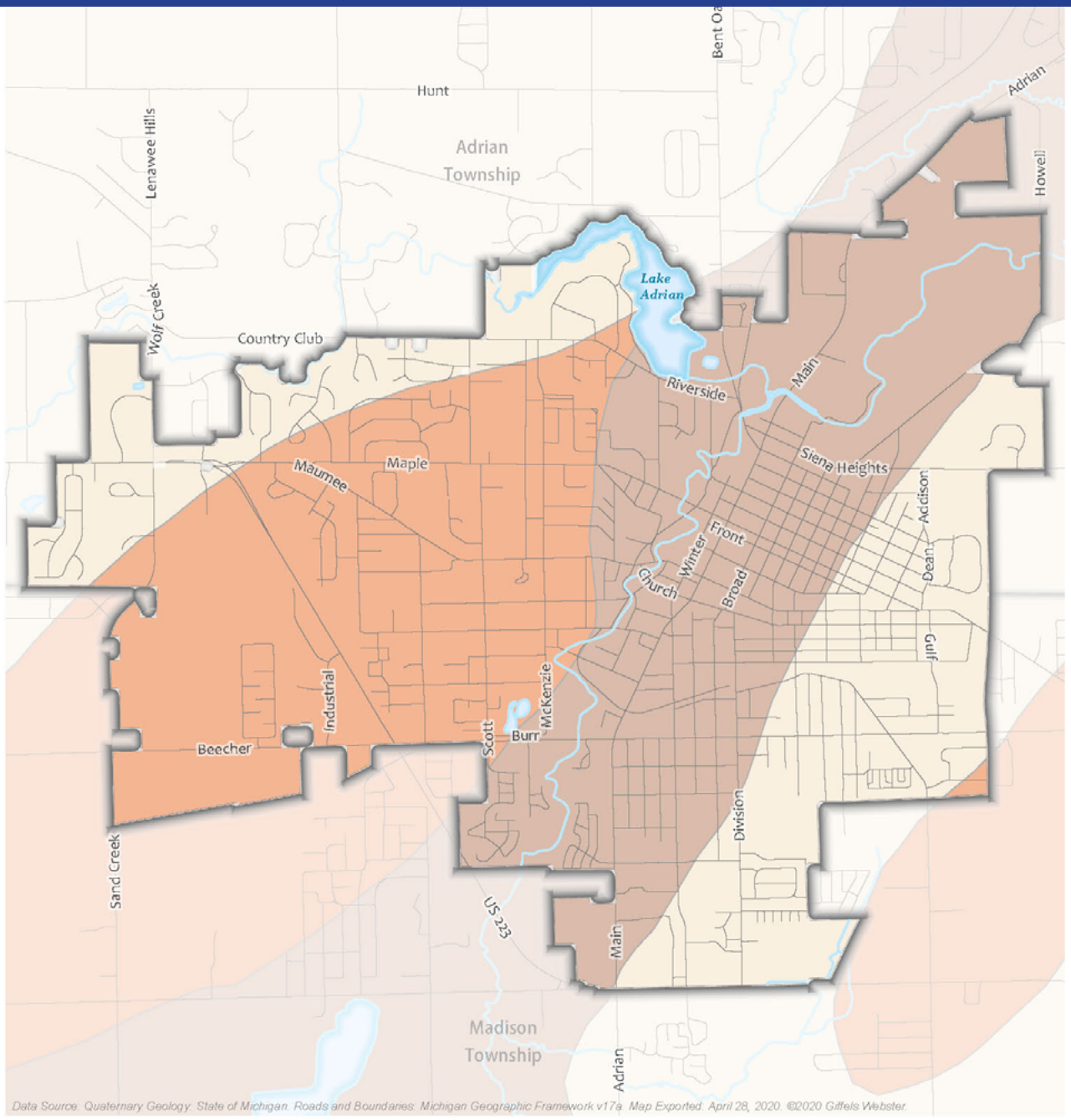
# Natural Features

## QUATERNARY GEOLOGY

Knowing about quaternary geology within the city helps with an understanding of how materials can migrate, how groundwater is affected, and how the land will interact with the built environment. The majority of the City of Adrian is composed of fine-textured glacial till. There is also a large diagonal strip of glacial outwash sand and gravel as well as postglacial alluvium stretching from the southwest corner of the city to the northeast corner following the River Raisin. End moraines of fine-textured till are a material that was deposited by the glaciers as they retreated from the area. Evidence of fine-textured till is located in the northwest and southeast corners of the city.

*Partially Developed Land - western Adrian (Giffels Webster, 2020)*

## MAP D.4: QUATERNARY GEOLOGY




0 1,500 3,000 6,000 Feet

- End moraines of fine-textured till
- Fine-textured glacial till
- Glacial outwash sand and gravel and postglacial alluvium

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**Quaternary Geology**

**CITY OF ADRIAN**

# E. Economic Development Toolbox

# Economic Development Toolbox

## PRIMARY AVAILABLE PROGRAMS

Economic development never occurs in a vacuum, and as a community engages in this work, it is important to identify partners that can help it reach its goals. This toolbox outlines the potential benefits to the city of a diversity of available programs that are available to Adrian. As will be pointed out, many have been used by Adrian in the past. It is also noted that The Habitat for Humanity of Lenawee County office is located in Adrian, Michigan. The list, particularly for the federal programs, is not intended to be comprehensive. Programs are subject to specific eligibility requirements and periodic change. In some instances, programs may have express termination timeframes or may be eliminated with limited notice.

| PRIMARY COMMUNITY/BUSINESS/HOUSING DEVELOPMENT PROGRAMS |
|---|
| Brownfield Authorities |
| Certification of Abandoned Property for Accelerated Foreclosure |
| Community Development Block |
| Downtown Development Authority |
| Federal Historic Rehabilitation Tax Credits |
| Historic Neighborhood Tax Increment Finance Authority |
| Neighborhood Enterprise Zones |
| Principal Shopping Districts, Business Improvement Districts, and Business Improvement Zones - |
| Project Rising Tide |
| Redevelopment Ready Communities Program |
| Renaissance Zones |
| State Historic Preservation Tax Credit |
| Tax Increment Finance Authorities |

| PRIMARY COMMUNITY/BUSINESS DEVELOPMENT PROGRAMS |
|---|
| Building Authorities |
| Certified Business Parks |
| Commercial Rehabilitation Act |
| Corridor Improvement Authority |
| Crowdfunding |
| Economic Development Corporations |
| Federal and State Brownfield Grants and Loans |
| Foreign Trade Zones |
| Grow Michigan, LLC |
| Industrial Development Revenue Bonds |
| Industrial Facilities Properties Tax Abatement - |
| Local Development Finance Authority |
| Michigan Business Growth Fund Collateral Support Program |
| New Market Tax Credits |
| Private Investment Infrastructure Funding |
| Taxable Bond Program |
| The SBA 504 Loan Program |
| Transportation Economic Development Fund Grants |
| Urban Land Assembly Program |

# Economic Development Toolbox

CITY OF ADRIAN

| PRIMARY COMMUNITY/BUSINESS/HOUSING DEVELOPMENT PROGRAMS |
|---|
| Michigan State Housing Development Authority (MSHDA) - Home Ownership Programs |
| Michigan State Housing Development Authority (MSHDA) - Rental Housing Programs |
| Federal Housing Administration Single-Family Housing Loan Program (FHA Loan) |
| Habitat for Humanity of Lenawee County Single-Family Housing Program |
| HOPE NETWORK Single-Family Housing Programs |
| United States Department of Agriculture Single-Family Housing Program |

| RURAL DEVELOPMENT PROGRAM UNITED STATES DEPARTMENT OF AGRICULTURE (USDA) |
|---|
| Rural Business-Cooperatives Service |
| Rural Housing Service - Community Facilities |
| Rural Housing Service - Multi-Family Housing |
| Rural Housing Service - Single-Family Housing |
| Rural Utilities Service - Electric Programs |
| Rural Utilities Service – Telecommunications Programs |
| Rural Utilities Service - Water & Environmental Programs |

| ECONOMIC DEVELOPMENT ADMINISTRATION |
|---|
| Economic Adjustment Assistance |
| Works Projects |

## Primary Community/Business/ Housing Development Programs

### Brownfield Authorities

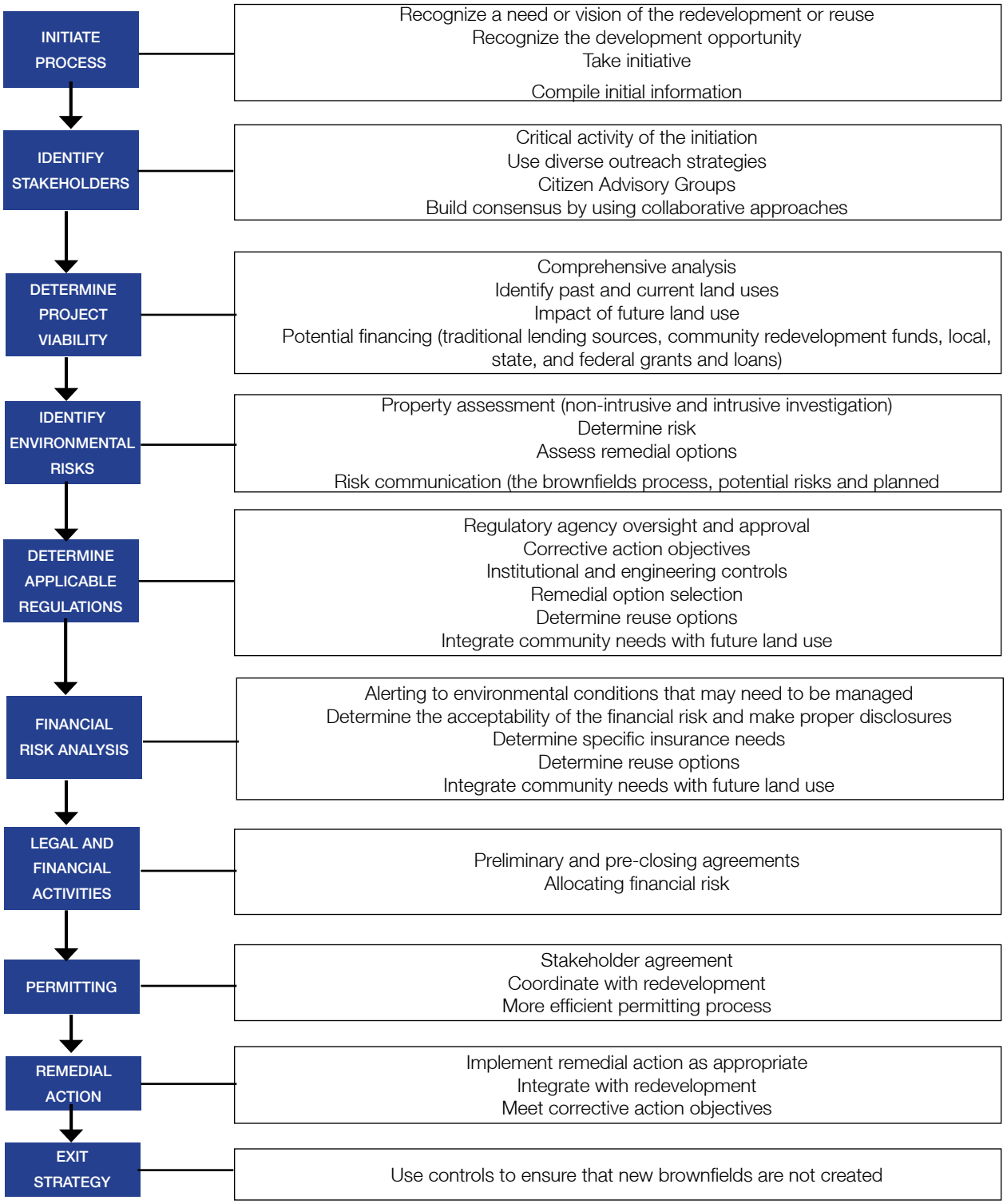
Brownfields, as defined by the United States Environmental Protection Agency, are "abandoned, idled, or under-used industrial or commercial facilities where expansion or redevelopment is complicated by real or perceived environmental contamination." **The City of Adrian established a Brownfield Redevelopment Authority in 2000 as authorized by the Brownfield Redevelopment Financing Act, 1996 PA 381, as amended.** Act 381 allows local units of government to establish one or more Brownfield Redevelopment Authorities to identify and plan for reuse of brownfield properties. Once established, Brownfield Redevelopment Authorities can adopt brownfield plans, and utilize tax increment financing) for environmental remediation of brownfield sites. Approved brownfield projects in Brownfield Redevelopment Authorities are also eligible for Single Business Tax credits. Some grants and loans are also available to support brownfield cleanup and redevelopment. Brownfields are typically associated with commercial and industrial projects versus housing due to the often extensive clean-up necessary for residential developments. However, the redevelopment of commercial sites, for example, may foster nearby residential development.

**Roles of City Government**

- Integrating brownfields redevelopment with other community priorities.
- Involving community residents in brownfields redevelopment plans.
- Brokering reuse of brownfields sites.
- Providing funding for redevelopment costs and coordinating public funding and resources.
- Acting as a liaison with environmental regulators and coordinating with local and state health department.
- Brownfields prevention.

# Economic Development Toolbox

## BROWNFIELDS REDEVELOPMENT PROCESS




Adapted from ASTM International, Standard E 1984 – 03, Guide for Brownfield Redevelopment

# Economic Development Toolbox

PRIMARY COMMUNITY/BUSINESS/HOUSING DEVELOPMENT PROGRAMS

### Certification of Abandoned Property for Accelerated Foreclosure.

Local government units may subject abandoned, tax-delinquent real property to a faster foreclosure schedule than the law otherwise allows.

**Eligibility and Benefits:** Any local unit of government with abandoned, tax-delinquent property is eligible to use this enabling legislation. Local government units seeking to return the tax-delinquent, abandoned property to the tax rolls may subject such property to an accelerated tax foreclosure schedule. Stricter standards imposed against delinquent property tax owners may compel more rapid payment of property taxes, under threat of an accelerated loss of the property.

### Community Development Block Grants.

The U.S. Department of Housing and Urban Development (HUD) allocates Community Development Block Grant (CDBG) funding directly through Entitlement Communities Grants, and state and local governments. State-administered CDBG funding goes to the State of Michigan, through the Michigan Strategic Fund (MSF) with assistance from the Michigan Economic Development Corporation (MEDC), for further distribution to eligible Units of General Local Government to carry out MSF-approved activities. The Michigan State Housing Development Authority administers the State's CDBG program's housing component by identifying, approving, and monitoring all housing-related CDBG projects. Each year, Michigan receives about $30 million in federal CDBG funds to fund various projects.

The Housing and Community Development Act (HCDA), Section 105(a) lists eligible activities for state-administered funding through the State of Michigan. They include (a non-exhaustive list):

1. The acquisition of real property that will be rehabilitated if blighted or used for a public purpose.
2. Code enforcement in deteriorating areas.
3. Disposition of any real property acquired under the HCDA.
4. Provision of public services if those services have not been provided by the general local government during any part of the previous 12-month period.
5. Activities necessary to develop a comprehensive community development plan.
6. Providing loans and assistance for certain activities carried out by public or private non profit entities.
7. Activities necessary for the development of energy use strategies.
8. Assistance to for-profit entities, when it is appropriate to carry out an economic development project.
9. Housing services, such as housing counseling, in connection with tenant-based rental assistance and affordable.
10. Assistance to institutions of higher education with a demonstrated capacity to carry out eligible activities.
11. Direct assistance to facilitate homeownership among persons of low and moderate-income.
12. Lead-based paint hazard evaluation and reduction.

The Michigan Economic Development Corporation (MEDC) administers specific community development programs in connections with these limitations. The MEDC administered-projects include:

1. **Blight Elimination Grants.** Provides communities with financial assistance to remove and improve areas within the community designated as a slum or blighted area. Eligible activities include property acquisition, clearance/demolition, historic preservation, and building rehabilitation.

2. **Façade Improvement Initiative.** Provides assistance for commercial/mixed-use building façade improvements to minimize deterioration of traditional downtowns. Programs can either be fully funded or match funded. Eligible activities include rehabilitation and reconstruction of buildings.

# Economic Development Toolbox

PRIMARY COMMUNITY/BUSINESS/HOUSING DEVELOPMENT PROGRAMS

3. **Signature Building Initiative.** A matched grant program helps communities acquire vacant or underused traditional signature building(s) located within a Downtown Development Authority or like district, for rehabilitation and commercial mixed-use.

4. **Downtown Infrastructure Grants.** Enables a community to improve its downtown infrastructure quality and reduce development costs to make a project feasible. It is restricted to downtown infrastructure improvements tied to commercial/mixed-use development activities that require additional infrastructure to create new economic opportunities and result in the creation of full-time equivalent positions, of which 51 percent will be held by persons living in low-to-moderate-income households.

## Downtown Development Authority.

Downtown Development Authority (DDA) legislation allows local government units to establish an authority in designated "downtown" areas. Established DDAs can raise revenue for physical improvements, property acquisition, marketing, and operations through the use of tax increment financing, revenue bonds, tax levy (subject to municipal population requirements), fee collection, revenues from property owned and leased by the DDA, contributions by the local unit of government, and grants. All DDA expenditures must be used for the DDA only. Though not commonly designed as primary support for housing developments per se, DDA projects, such as infrastructure projects, can be important to developing of housing in or near core downtowns. The City of Adrian has a downtown development authority. The Adrian DDA receives revenue from a dedicated 2 mills and a tax increment financing (TIF) capture.

## Federal Historic Rehabilitation Tax Credits.

A federal tax incentive program, administered jointly by the National Parks Service and the Internal Revenue Service in partnership with State Historic Preservation Offices, which provides income tax credits to owners who rehabilitate historic buildings in accordance with their historic character. It is intended to save certified historic and other older properties and help revitalize older locations' economic prosperity.

**Eligibility and Benefits:** Qualified Expenditures Qualified rehabilitation expenditures are amounts chargeable to a capital account for the property that is depreciable. and that is non-residential real property, residential rental property, or real property that has a class life of more than 12.5 years. Straight-line depreciation must be used. Qualified rehabilitation expenditures do not include the cost of acquisition, enlargement, or non-certified rehabilitation. Certified rehabilitation is the rehabilitation of a certified historic structure or approved non-certified structure placed in service before 1936, and the Secretary of the Interior has certified is consistent with the historic character of the property or district. Rehabilitation is defined as the process of returning a property to a state of utility, through repair or alteration, which makes possible an efficient contemporary use while preserving those portions and features of the property which are significant to its historical, architectural, and cultural values.

# Economic Development Toolbox

PRIMARY COMMUNITY/BUSINESS/HOUSING DEVELOPMENT PROGRAMS

### Historic Neighborhood Tax Increment Finance Authority.

A program that may use tax increment financing to fund the construction, renovation, restoration, or preservation of housing and public facilities within historic districts to promote residential and economic growth.

**Eligibility and Benefits:** Eligibility is limited to cities and townships with historical components. An "historic district" is an area or group of areas not necessarily having contiguous boundaries, containing one resource or a group of resources related by history, architecture, archeology, engineering, or culture. A "public facility" is housing, a street, plaza, pedestrian mall, park, parking facility, recreational facility, right of way, structure, waterway, bridge, lake, pond, canal, utility line or pipe, a facility or development related to transit, or a building.

Cities and townships may establish multiple Historic Neighborhood Tax Increment Financing Authorities (TIFAs) inside the historic districts' boundaries. Historic Neighborhood TIFAs may accept donations, charge fees and rents, issue bonds, and levy special assessments to finance construction, renovation, restoration, and preservation of the historic district development area. By resolution and voter approval a municipality may issue general obligation bonds to support the Historic Neighborhood TIFA development plan.

### Neighborhood Enterprise Zones.

A locally initiated zone program that provides tax incentives for housing development and improvement. Qualified local government units may designate one or more areas as Neighborhood Enterprise Zones (NEZs) to extend property tax abatements for residential construction and rehabilitation.

**Eligibility and Benefits:** Qualified local units of governments may levy a reduced neighborhood enterprise zone-specific tax in place of the ad valorem real property taxes that would otherwise be levied on qualified new construction projects or the rehabilitated portion of the existing property (not including the land), subject to the approval of the State Tax Commission. Specifically, the NEZ tax rate for new principal residences is ½ of the statewide average property tax in the proceeding calendar year. The NEZ tax for new properties that are not principal residences is ½ of the statewide average tax on commercial, industrial, and utility property in the proceeding calendar year. The NEZ tax for rehabilitation projects is calculated by multiplying the taxable value of the rehabilitated facility, not including the land, for the tax year proceeding the effective date of the NEZ certificate by the total mills collected under the General Property Tax in the current year for each taxing jurisdiction within which the project is located. During the last three years of the NEZ certificate, these NEZs tax rates are gradually phased to the current property tax rates.

A low-income community comprises a census tract with a poverty rate of at least 20 percent, based on the most recent census, and has a median family income that does not exceed 80 percent of metropolitan area income or statewide median family income, whichever is greater.

# Economic Development Toolbox

PRIMARY COMMUNITY/BUSINESS/HOUSING DEVELOPMENT PROGRAMS

## Principal Shopping Districts, Business Improvement Districts (BIDS), and Business Improvement Zones (BIZS).

Business Improvement Districts (BIDs) and Business Improvement Zones (BIZs) are expansions of the Principal Shopping Districts Act of 1961. BIDs and Principal Shopping Districts (PSDs) allow downtown and commercial areas of cities, villages, urban townships, or multiple units of these governments in the case of BIDs, to levy special assessments in addition to ad valorem property taxes for district improvement. Tax revenues may also be bonded against to finance district improvements. BIZs are effectively short-term BIDs, which are petitioned for and adopted by property owners only in cities and villages.

**Eligibility and Benefits:** cities, villages, or urban townships may create one PSD if the municipality has a commercial area containing a minimum of 10 retail businesses and a master plan that includes an urban design plan that designates a PSD or the development of a PSD. Multi-jurisdictional PSDs are not authorized. Business Improvement Districts and Principal Shopping Districts' primary benefit is special assessment authorization to finance necessary improvements and maintenance of business districts. PSDs and BIDs may do all of the following (see statute for a complete listing).

1. Open, widen, extend or realign highways, and construct, maintain, or relocate pedestrian walkways. Also, BIDs may prohibit vehicular traffic where necessary and prohibit parking on highways.
2. Acquire, own, improve or demolish properties, off-street parking lots, and parking structures
3. Construct and maintain malls with bus stops and information centers that serve the public interest.
4. Promote economic activity in the district by initiating market research, public relations campaigns, institutional promotions, and sponsorship of special events and related activities.
5. Provide or contract with public or private entities for the administration, maintenance, operation, security, or provision of services to benefit the district.
6. Acquire, maintain, and operate real or personal property. The primary benefits of Business Improvement Zones (BIZs) include special assessment authorization to finance necessary improvements and maintenance within the zone for a period of seven years

One or more BIZs may be established by property owners within a city or village, even if they already have a BID or PSD. BIZs may do all of the following.

1. Acquire (through purchase, lease, or gift), construct, improve, or operate park and planting areas; and plant and maintain trees, shrubs, and flowers within the zone.
2. Acquire, build, clean, improve, or relocate sidewalks, street curbing, street medians, fountains, and lighting within the zone area.
3. Develop and propose lighting standards within the zone area.
4. Provide or contract with public or private entities for security services or purchase security-related equipment or technology.
5. Promote economic activity in the zone by sponsoring cultural or recreational activities; recruiting developers and businesses; promoting and marketing businesses, retail, or industrial development; engaging in public relations and market research.
6. Acquire, maintain, and operate real or personal property.

# Economic Development Toolbox

## PRIMARY COMMUNITY/BUSINESS/HOUSING DEVELOPMENT PROGRAMS

**Redevelopment Ready Communities Program.** The Michigan Economic Development Corporation's Redevelopment Ready Communities (RRC) program works with Michigan communities to streamline the development approval process by integrating transparency, predictability, and efficiency into their daily development practices. RRC is a statewide program that certifies communities who actively engage stakeholders and plan for the future. RRC empowers communities to shape their future by creating of structured planning, zoning, and development foundation to retain and attract businesses, investment, and talent. Through the RRC program, communities commit to improving redevelopment readiness by agreeing to undergo a rigorous assessment and work to achieve a set of established criteria. Adrian is enrolled in this program and working toward certification.

The RRC best practices are the standard for evaluation. Each best practice addresses vital elements of community and economic development. An RRC Team conducts an assessment of a community through interviews, document review, and data analysis. After the evaluation, a community is presented with a baseline report highlighting successes and outlines recommended actions for implementing missing best practice criteria. The expectations listed with evaluation criteria are what a community is measured against to determine if that standard is being accomplished. A community must demonstrate how the expectations are being achieved, and when applicable, may propose alternative approaches. To be awarded certification, a community must meet all RRC best practice criteria.

Redevelopment Ready Communities certification signals that a community has clear development policies and procedures, a community-supported vision, a predictable review process, and compelling sites (referred to as packaged sites) for developers to locate their latest projects. Once certified, RRC communities gain access to a series of additional benefits and tools, including a specialized Redevelopment Services Team, to assist with site marketing and development. These packaged sites are primed for new investment because they are located within a community with effective policies, efficient processes, and the broad community support needed to get shovels in the ground.

The best practice criteria encompass a series of planning, zoning, and marketing steps and strategies that must be completed to qualify as a Redevelopment Ready Community. Per the Michigan Economic Development Corporation's website, the following evaluation criteria are used to certify communities as Redevelopment Ready.

*Source: Michigan Economic Development Corporation's Redevelopment Ready Communities® (RRC) Best Practices*

# Economic Development Toolbox

## PRIMARY COMMUNITY/BUSINESS/HOUSING DEVELOPMENT PROGRAMS

### Plan Development

1. The governing body has adopted a master plan in the past five years.
2. The governing body has adopted a downtown plan.
3. The governing body has adopted a corridor plan.
4. The governing body has adopted a capital improvement plan.

### Stakeholder Involvement

1. The community has a documented public participation strategy for engaging a diverse set of community stakeholders.
2. The community shares outcomes of public participation processes.
3. The community demonstrates that public participation efforts go beyond the basic methods.

### Zoning

1. The governing body has adopted a zoning ordinance that aligns with the master plan goal.
2. The zoning ordinance includes flexible tools to encourage development and redevelopment.
3. The zoning ordinance provides for areas of concentrated development in appropriate locations and encourages the type and form of development desired.
4. The zoning ordinance includes flexible tools to encourage development and redevelopment.
5. The zoning ordinance allows for a variety of housing options.
6. The zoning ordinance contains standards to improve non-motorized transportation.
7. The zoning ordinance provides flexible parking standards.
8. The zoning ordinance includes standards for environmental preservation and green infrastructure.
9. The zoning ordinance is user friendly.
10. The zoning ordinance articulates a thorough site plan review process.

### Administration, Processing & Professional Development

1. The community has a qualified intake professional.
2. The community defines and offers conceptual site plan review meetings for applicants.
3. The appropriate departments engage in joint site plan reviews.
4. The community has a clearly documented internal staff review process.
5. The community promptly acts on development requests.
6. The community has a method to track development projects.
7. The community annually reviews successes and challenges with the development review process.
8. The community maintains a guide to development that explains policies, procedures, and steps to obtain approvals.
9. The community annually reviews the fee schedules associated with the RRC criterion.
10. The community sets expectations for board and commission positions.
11. The community provides orientation packets to all appointed and elected members of development-related boards and commissions.
12. The community has a dedicated source of funding for training.
13. The community identifies training needs and tracks attendance for elected and appointed officials and staff.
14. The community encourages elected and appointed officials and staff to obtain continual training.
15. The community shares information between elected and appointed officials and staff.

# Economic Development Toolbox

## PRIMARY COMMUNITY/BUSINESS/HOUSING DEVELOPMENT PROGRAMS

**Economic Development Strategy and Marketing**

1. The community has an approved economic development strategy.
2. The community annually reviews the economic development strategy.
3. The community has developed a marketing strategy.
4. The community has an updated, user-friendly, municipal website.
5. The community identifies and prioritizes redevelopment sites.
6. The community gathers basic information for three priority sites.
7. The community establishes a vision for three priority sites.
8. The community identifies potential resources and incentives for three priority sites.
9. The community assembles a property information package for at least one priority site.
10. Priority redevelopment sites are actively marketed following the marketing strategy.

**The City of Adrian is an engaged participant in the MEDC RRC program.**

**Renaissance Zones.** A targeted-zone program that waives all business or resident site-specific state and local taxes for a term of up to 15 years. Zone applications are developed locally and awarded competitively by the Michigan State Administrative Board or the Michigan Strategic Fund. Qualified taxpayers enjoy the waiver of all state and local taxes (except for taxes mandated by the federal government, local bond obligations, school sinking fund or special assessments) for a term of up to 15 years from the time of Renaissance Zone approval.

**Terms and Performance Guarantees:** Renaissance Zone residents and business owners not substantially delinquent in any of the following state and local taxes are exempt from these taxes:

1. City Income Tax
2. Industrial Facilities Tax
3. City Utility Users' Excise Tax
4. Neighborhood Enterprise Zone Tax
5. Commercial Forests Tax
6. Personal Income Tax
7. Commercial Property Facilities Tax
8. Michigan Business Tax
9. Enterprise Zone Facilities Tax
10. Technology Park Facilities Tax
11. General Property Taxes, including a tax on lessees or users of tax-exempt real property.

# Economic Development Toolbox

PRIMARY COMMUNITY/BUSINESS/HOUSING DEVELOPMENT PROGRAMS

### State Historic Preservation Tax Credit.

A tax incentive program, administered by the State Historic Preservation Office (SHPO) and Department of Treasury, aimed at residential and commercial historic preservation efforts in Michigan. Qualified expenditures on qualified historic preservation projects were eligible for Single Business Tax/Michigan Business Tax and Income Tax credits.

**Eligibility and Benefits:** Qualified expenditures under the State Historic Preservation Tax Credit Act were similar to those for federal tax credits and were defined generally as any project expenses for which a straight-line accounting method is used as defined in the Internal Revenue Code. Additionally, the state program allowed site features to be included. Qualified expenditures did not include building acquisition costs or building expansion costs, except expansions required by state or federal law that promotes the preservation, safety, or accessibility.

Qualified taxpayers were assignees, owners, or long-term lessees (27.5 years or more for residential, 31.5 years or more for non-residential) of the property to be rehabilitated with qualified expenditures equal to or greater than 10 percent of the State Equalized Valuation of the property. If only a portion of the historic resource was to be rehabilitated, or if a historical resource did not have a State Equalized Valuation, taxpayers must have qualified expenditures equal to or greater than 5 percent of the appraised value to qualify. Eligible taxpayers may assign credits to partners, LLC members, or Subchapter S Corporation shareholders in proportion to their ownership or by another method approved by the Department of Treasury.

### Tax Increment Finance Authorities.

Tax Increment Finance Authority (TIFA) legislation (closed to new applicants since 1987) allowed cities to establish development authorities and use tax increment financing to finance development projects located in the authority. TIF districts allowed for the development of virtually any type of land use, including commercial, residential and industrial, and were essentially an expansion of the Downtown Development Authority Act of 1975. The Adrian DDA's primary revenue source, drawing in over $100,000 a year, is a TIF capture.

# Economic Development Toolbox

PRIMARY COMMUNITY/BUSINESS DEVELOPMENT PROGRAMS

## Primary Community/Business Development Programs State of Michigan

### Building Authorities.

Building Authority legislation enables local units of government to acquire and develop buildings and sites for public use.

**Eligibility and Benefits:** Counties, cities, villages, and townships may incorporate one or more Building Authorities for the acquisition, development, operation, and maintenance of buildings, parking lots and structures, transit-oriented developments, transit-oriented facilities, recreational facilities, stadiums, and other sites necessary for the effective use of these facilities. Joint authorities between one or more units of government, or a school district and any combination of one or more government units, are allowable. Intermediate school districts may also incorporate Building Authorities with constituent school districts to acquire, develop, or maintain facilities for special needs children.

Building Authorities may acquire property through purchase, construction, gift, devise, or condemnation. Established Building Authorities have full condemnation powers under the provisions of appropriate state statutes. The legislative body of any incorporating unit, by majority vote, may also transfer property owned by the incorporating unit to the authority. The authority may enter into contracts with the incorporating units to acquire and lease property for a period not to exceed 50 years. Unless otherwise stated in the contract, obligations are considered general obligations of the incorporating units.

The acquisition and lease of buildings, parking lots and structures, recreational facilities, stadiums, and other necessary sites must benefit and have a legitimate public purpose of the authority and incorporating unit(s). Building Authorities may issue revenue bonds in anticipation of cash rental paid by the incorporating units to the authority. In turn, incorporating units may levy ad valorem taxes to pay the cash rental needed to make bond payments. These taxes may be levied without limitation and are in addition to other taxes that the incorporating units are authorized to levy. Incorporating units may also raise funds to pay the authority from sublease revenues, revenue earned from the operation of the property, or money received from the state or other governmental units.

### Certified Business Parks.

The Certified Business Park Program is administered by the Michigan Economic Developers Association (MEDA) and the Michigan Economic Development Corporation (MEDC) to promote uniformity and minimum standards for industrial parks. Such standards ensure that the parks will suit the needs of businesses considering moving there.

**Eligibility and Benefits:** For Business Park Certification, the following land requirements must be in place:

1. Property must be zoned for business or industrial use only.
2. Land must be selectively graded and cleared.
3. Developers/Owners must have a site plan or plat approved by the local governing unit.
4. The site must have reliable utilities available for the immediate tap-in.
5. The site must have all-weather road access to the park and interior sites.

# Economic Development Toolbox

PRIMARY COMMUNITY/BUSINESS DEVELOPMENT PROGRAMS

### Commercial Rehabilitation Act.

Similar to the Obsolete Property Rehabilitation Act of 2000, the Commercial Rehabilitation Act offers owners of certain rehabilitated commercial facilities in designated districts a property tax abatement for a period of 1 to 10 years, as determined by the local unit of government.

**Eligibility and Benefits:** Qualified commercial property rehabilitation projects in commercial rehabilitation districts are eligible for a commercial rehabilitation tax exemption certificate that would freeze the property at its pre-rehabilitated value, effectively allowing the rehabilitation to be property tax-free, except for school operating taxes. Land and most personal property are not eligible for a tax reduction.

Commercial properties include commercial business enterprises and related property under the same ownership, multifamily housing consisting of five or more units, or a building or group of contiguous buildings previously used for industrial purposes that will be converted for a commercial business enterprise. Public utilities, stadiums, and casinos are not eligible. Qualified commercial property includes a building or group of contiguous buildings of commercial property that is 15 years or older, or that has been allocated New Market Tax Credits.

A commercial rehabilitation district is an area not less than three acres in size, unless the area is located in a downtown or business area as determined by the local government units. Cities, villages, and townships may establish one or more commercial rehabilitation districts by resolution.

### Corridor Improvement Authority.

Municipalities may establish one or more Corridor Improvement Authorities that use tax increment financing to make capital improvements within an established commercial district. The Corridor Improvement Authorities Act allows communities that already have Downtown Development Authorities to extend similar benefits to aging commercial corridors outside of the DDA district or extend through more than one municipality.

**Eligibility and Benefits:** Cities, villages, and townships may use tax increment financing, bonds, special assessments, and fees to improve land and construct, rehabilitate, preserve, equip, or maintain buildings within a "development area" for public or private use.

### Crowdfunding.

The Michigan crowdfunding legislation, Michigan Invests Locally Exemption (MILE), allows small businesses to raise capital by reaching out to Michigan residents to invest in their companies.

Michigan-based communities and nonprofits with place-making projects apply to the Public Spaces Community Places program on the (MEDC) Patronicity site. Those who qualify can then set up free crowdfunding campaigns to raise donations for projects revitalizing or creating public spaces—everything from parks and bike trails to pop-up retail and community kitchens. Projects that demonstrate public support by reaching their crowdfunding goals are matched dollar for dollar, up to $50,000, by the MEDC. (Patronicity takes a 5% fee of the funds raised on its platform).

# Economic Development Toolbox

PRIMARY COMMUNITY/BUSINESS DEVELOPMENT PROGRAMS

### Economic Development Corporations.

PA 338 allows local government units to establish economic development corporations to assist private developers with commercial and industrial development projects. The Act extends tax-exempt status to all municipally-owned property acquired under it. While the General Property Tax Act extends tax-exempt status to such property held for a "public purpose," tax-exempt status does typically not extend to property not expressly held as such.

**Eligibility and Benefits:** All municipalities in Michigan are eligible to set up an economic development corporation. In addition to extending tax-exempt status to properties acquired by Economic Development Corporations, EDCs may also issue tax-exempt bonds for development projects, allowing a lower interest rate to finance development.

### Federal and State Brownfield Grants and Loans.

Clean Michigan Initiative Brownfield Redevelopment Grants (CMIBRG), Site Assessment Grants (SAG), and Site Reclamation Grants (SRG) are awarded to local units of government, Brownfield Redevelopment Authorities, and other authorities created pursuant to state law for investigation and remediation of known contaminated sites that will be used for a determined economic development.

**Eligibility and Benefits:** Sites must be facilities as defined by part 201 of the Natural Resources and Environmental Protection Act 381 of 1994. Grants up to $1 million for CMIBRG are available for response activities such as investigation, assessment, and due care activities at facilities where an economic development that creates jobs, private investment and increases property tax has been identified. Grants up to $2 million are available for environmental response activities on a property where economic development has been identified through SAG and SRG.

### Foreign Trade Zones.

(FTZs) allow private organizations to establish, with the cooperation of the local unit, designated areas or zones that are considered foreign soil for the United States Department of Customs and Immigration purposes. As such, FTZs allow for value-added processing of certain raw or unfinished goods without paying customs import duty on them. If the finished goods are to be imported into U.S. Customs territory for sale, the law allows the operator of the FTZ to choose between paying duty on the import of the unfinished goods to the zone or paying duty on the finished goods entering customs territory, whichever is less.

All United States Custom and Border Protection (CBP) ports of entry are entitled to a Foreign Trade Zone. Ports of entry in Michigan exist in the cities or counties of Battle Creek, Flint, Detroit, Grand Rapids, Kent/ Ottawa/Muskegon, St. Clair, Sault Ste. Marie, and Lansing. Zones must be located within or adjacent to CBP ports of entry, within 60 statute miles of a CBP port, or within 90 minutes' travel time to a CBP port. FTZs allow manufacturers to avoid inverted tariffs on goods exported to the United States from the FTZ. Inverted tariffs are those that charge a higher rate for raw goods than finished goods.

### Grow Michigan, LLC.

Program designed to address growth and transition capital for small businesses, Grow Michigan, LLC is a public private-partnership between the MEDC, the Michigan Strategic Fund, Crescent Capital LLC, and more than ten large and small banks in Michigan. The fund is designed to operate below the traditional mezzanine markets offering loans from $500,000 to approximately $3 million in a subordinated (or secondary) collateral position at attractive rates. This capital, delivered in conjunction with a senior bank lender, can help a business grow into new contracts or finance succession/acquisition events. The fund's projects must meet public policy goals, including supporting jobs and investment in Michigan.

# Economic Development Toolbox

PRIMARY COMMUNITY/BUSINESS DEVELOPMENT PROGRAMS

### Industrial Development Revenue Bonds.

A public-private partnership program that allows local units of government to acquire or purchase industrial real property, equipment, machinery, and associated property with municipal bonds secured by the industrial site's revenue-producing potential. Local units may also use Industrial Development Revenue Bonds to acquire and construct water and air pollution control equipment and solid waste disposal facilities.

**Eligibility and Benefits:** A county, city, incorporated village, township or port district may borrow money and issue revenue bonds to defray the costs of industrial property, including machinery and equipment. The municipality must apply to the Michigan Strategic Fund Board for permission to issue bonds. If the application is approved, the Michigan Strategic Fund Board will adopt a resolution to authorize the issuance of bonds. The resolution shall include covenants to register the terms and conditions of the bonds. Principal and interest on bonds are payable from the net revenues derived from the industrial site, from proceeds of the sale of bonds issued to refund outstanding bonds, and from the investment earnings of the proceeds. Bonds may be payable semiannually or annually with a first maturity date of not more than 5 years after date of issuance. Industrial Development Revenue Bonds benefit the issuing local unit of government and the private or quasi-private business interest on whose behalf the bonds are issued by offering a lower-cost financing option for land acquisition, brick and mortar construction, and equipment. Such bonds are issued for economic development as a public purpose, making them tax exempt, which lowers the bond's issue interest rate.

### Industrial Facilities Properties Tax Abatement.

Locally-initiated property tax abatement program for industrial and high-technology developments, expansions or rehabilitation efforts. Property tax reductions for qualified new and rehabilitated projects.

**Eligibility and Benefits:** Local units of government may establish plant rehabilitation districts and industrial development districts that consist of one or more parcels or tracts of land, or a portion of a parcel or tract. Eligible businesses include industrial or high-technology business concerns that propose to expand existing operations or initiate new facilities in Michigan. Businesses need to apply to the local unit for abatement approval; the local unit must receive approval from the State Tax Commission before the abatement is approved. Qualified new projects within a district may apply for property tax liability limited to ½ of the rate of all (improved real and personal) property taxes, except the state education tax (6 mills), for a term of up to 12 years, as determined by the local unit. Liability for ½ of the six-mill State Education Tax may be waived if the state treasurer determines that a waiver is necessary to promote economic growth, reduce unemployment, and increase capital investment. Applicants must apply for the waiver within six months of receiving Industrial Facilities Exemption Certificates. For the restoration, renovation, or addition to an existing facility within a district, taxable value (or real and personal property) of the facility may be frozen at the pre-restoration, pre-renovation, or pre-addition level for a term of up to 12 years, as determined by the local unit.

# Economic Development Toolbox

PRIMARY COMMUNITY/BUSINESS DEVELOPMENT PROGRAMS

### Local Development Finance Authority.

Local governments use Local Development Finance Authorities (LDFAs) to target industry type development. LDFAs are essentially tax increment finance districts for manufacturing, agricultural, or high technology businesses. They allow for expanded tax capture for LDFA districts, and create a limited number of state-subsidized Certified Technology Parks, known as "Smart Zones," conceptually defined as public-private high-technology nodes.

### Michigan Business Growth Fund Collateral Support Program.

The intent of the Michigan Business Growth Fund — Collateral Support Program is to participate with lenders to finance diversification projects when faced with borrowers whose projected cash flows are considered speculative by the lender. The MBGF will purchase a portion of a loan from a lender and offer a grace period on the program's portion for up to 36 months. MBGF participation is advantageous to lenders in two ways: 1) it limits the project exposure of lenders; 2) it offers borrowers "free cash flow" during the grace period allowing full coverage on the lender's portion of the loan. This will enable suppliers to acquire the needed financing to diversify into new growth industries.

### New Market Tax Credits.

The Community Development Financial Institutions (CDFI) Fund, administered by the U.S. Department of Treasury, allocates New Market Tax Credits (NMTCs) to Community Development Entities (CDEs) to attract private investment to low-income communities. When investors make qualified equity investments in CDEs, they receive the right to claim NMTCs on a proportion of their investment over seven years; in turn, CDEs invest the proceeds in eligible projects in low-income communities.

**Eligibility and Benefits:** To qualify as a Community Development Entity, an organization must be a domestic corporation or partnership at the time of the certification application; demonstrate a primary mission of serving or providing investment capital for low-income communities or low-income persons, and maintain accountability to residents of low-income communities through representation on a governing board of or advisory board to the entity. An organization must apply for CDE certification from the CDFI Fund before gaining eligibility to apply for a New Market Tax Credit allocation.

Qualified equity investments in CDEs include stock or other equity interests obtained from a CDE in exchange for cash. Eligible low-income community investments made by CDEs include loans and investments in businesses for residential, commercial, industrial, and retail real estate development projects, or secure a loan from another CDE.

A low-income community comprises a census tract with a poverty rate of at least 20 percent, based on the most recent census, and has a median family income that does not exceed 80 percent of metropolitan area income or statewide median family income, whichever is greater. Banks, individuals, and corporations that make qualified investments in CDEs may reduce their federal income tax liability by 39 percent of the amount of investment amount over seven years. In the first three years, investors receive a five percent credit each year; in the four following years, a six percent credit is allocated each year. Investors can carry the credit back for one year or forward for 20 years.

# Economic Development Toolbox

PRIMARY COMMUNITY/BUSINESS DEVELOPMENT PROGRAMS

### Private Investment Infrastructure Funding.

The Private Investment Infrastructure Funding Act allows local units of government to use the private investment for public infrastructure improvement projects. Funding or a project may come from participants' contributions to a partnership, fees charged to users of the infrastructure, the capture of taxes, special assessments, loans, grants, appropriations, donations, and any other source accepted by the partnership.

**Eligibility and Benefits:** Any city, village, or township may establish one or more negotiating partnerships to develop and finance projects. Partnerships are formed between the local units and the administering agency of a public facility – including the Michigan Department of Transportation, a county road commission, a county drain commissioner, or the city, village, or township with jurisdiction over the public facility.

### Taxable Bond Program.

Bonds, issued by the Michigan Strategic Fund (MSF), offer longer-term financing options to small- and medium-sized companies.

**Eligibility and Benefits:** Bond applicants need to meet the priority and target objectives of the MSF. Projects, including commercial facilities and air and water pollution control facilities (not including solid waste disposal facilities that serve the general public) eligible before the 1986 Tax Reform Act, are also eligible for this program. Facilities previously eliminated from tax-exempt financing, including industrial facilities exceeding $10 million, for-profit nursing homes, recreational facilities, automobile sales and service facilities, and restaurants, are also eligible.

Priorities of the Michigan Strategic Fund include those that follow.

1. Businesses that would likely leave the state absent economic incentives.
2. Revitalization and diversification of the economic base.
3. Generation and retention of the most significant number of direct and indirect jobs.

MSF establishes target objectives based on the above priorities. Taxable bonds offer long-term fixed- or variable-rate financing alternatives for businesses wishing to expand but unable to service debt issued in conventional bond markets. Longer-term (10- to 20-year) bonds offered by the program alleviate cash-flow problems often present in conventional bond markets. The Taxable Bond Program can provide up to 100 percent of a project's costs, including fixed assets, cost of issuance, and working capital. The Internal Revenue Service does not restrict the use of taxable bond revenues. Furthermore, interest accumulated on MSF-issued, federally taxable bonds is exempt from state and local taxes. Since the IRS does not restrict taxable bond proceeds, the taxable bond vehicle can be utilized to provide more comprehensive financing than tax-exempt bonds.

### The SBA 504 Loan Program.

The SBA 504 program is a small business loan program administered by the United States Small Business Administration (SBA) in the Department of Commerce through Certified Development Companies (CDCs), non-profits and regionally-focused, public/private organizations certified by the Small Business Administration.

**Benefits and Eligibility Criteria:** For-profit corporations, partnerships or proprietorships with a net worth of less than $15 million and an average net profit after tax of less than $5 million for the past two years are eligible. Also, the small business applicant must be the user of the fixed assets being financed.

# Economic Development Toolbox

PRIMARY HOUSING DEVELOPMENT PROGRAMS

Loans typically range between $250,000 and $10 million. Borrowers must have an existing cash flow from business operations that exceeds the debt service needed to pay both existing debt and debt resulting from the proposed loan, and sufficient collateral to secure the loan. In some instances, the SBA 504 program will finance start-up businesses. Loans cannot be made to passive income and real estate companies, financial institutions, nonprofit businesses, or businesses engaged in speculation or investment in rental real estate. Borrowers must create or retain one new job for each $65,000 of debenture (credit guarantee) (or $100,000 for manufacturing). Projects that have low job creation, but achieve SBA public policy goals, may be considered.

**Eligible Purposes:** Proceeds from 504 loans must be used for fixed asset projects such as the purchase of land and buildings or machinery and equipment with a useful life of at least ten years, land improvements, renovation or additions to existing buildings, and leasehold improvements. A 504 loan cannot be used for working capital or inventory or consolidating, repaying, or refinancing debt.

### Transportation Economic Development Fund Grants.

The Michigan Department of Transportation (MDOT) administers an Office of Economic Development and Enhancement (OEDE) that manages several types of economic development programs under the Transportation Economic Development Fund. Grant programs A and C are briefly described in the following.

Category A grants target specific industries, namely, agriculture and food processing; tourism; forestry; high technology research; manufacturing; mining; and office centers of at least 50,000 square feet.

Category C grants are aimed at reducing congestion on county primary and city major streets within urban counties.

### Urban Land Assembly Program.

A state-based revolving loan fund, administered by the Michigan Economic Development Corporation (MEDC), available to urbanized local government units for land assembly to facilitate industrial and commercial development.

Local units that require assistance for land assembly for economic development projects are eligible for low-interest loans that can be used for the direct costs of land acquisition, demolition, relocation, and site improvements necessary to make the land marketable.

**Eligibility and Benefits:** Eligible local units are those with one of the following.

1. An unemployment rate more than 70 percent of the annual average statewide unemployment rate most recently released by the Michigan Employment Security Agency.
2. Population growth less than 75 percent of the state's average growth rate based on the most recent U.S. Census Bureau's published figures.
3. A change in state equalized value less than 50 percent of the state's five-year average as reported by the State Tax Commission.

# Economic Development Toolbox

PRIMARY HOUSING DEVELOPMENT PROGRAMS

## Primary Housing Development Programs, State of Michigan

### Michigan State Housing Development Authority (MSHDA) - Home Ownership.

The Homeownership Division of the MSHDA provides various programs and products for both homebuyers and homeowners governing the purchase of a home, home improvements, and foreclosure assistance. Among these include the MI Home Loan Mortgage Program for first-time buyers or repeat buyers in targeted areas; the MI Home Loan Flex Mortgage Program for first-time buyers or repeat home buyers seeking flexibility in their mortgages; and the Mortgage Credit Certificate Program providing federal tax credits for up to 30 years after a home purchase. These are described as follows:

**Home Loan Mortgage Program**

1. Michigan Down Payment up to $7,500.
2. Available to first-time homebuyers (have not owned a home in the previous three years) statewide and repeat homebuyers in targeted areas.
3. Household income limits apply and can vary depending on family size and property location.
4. Sales Price limit - $224,500 statewide.
5. Minimum credit score of 640 required or 660 for multiple-section manufactured homes.
6. Michigan Down Payment up to $7,500.
7. Available to first-time and repeat homebuyers statewide.

**Home Loan Flex Mortgage Program**

1. All adults in the household do not need to apply. Only qualifying borrowers will be underwritten for credit, assets, and income.
2. Collections and judgments do not necessarily need to be paid off; the lender will follow their Automated Underwriting System findings.
3. Income limits can vary depending on family size and property location.
4. Maximum sales price is $224,500 statewide.
5. Minimum credit score of 660 required.
6. Qualified homebuyers can credit 20% of their annual mortgage interest paid against their year-end tax liability. A tax credit is a dollar for dollar reduction in tax liability.
7. The tax credit is allowable every year for the life of the original mortgage (up to 30 years).
8. Available to first-time homebuyers statewide and repeat homebuyers in targeted areas.
9. Household income limits can vary depending on family size and property location.
10. Maximum sales price is $224,500 statewide.

**Mortgage Credit Certificate Program**

1. Qualified homebuyers can credit 20% of their annual mortgage interest paid against their year-end tax liability. A tax credit is a dollar for dollar reduction in tax liability.
2. The tax credit is allowable every year for the life of the original mortgage (up to 30 years.)
3. Available to first-time homebuyers statewide and repeat homebuyers in targeted areas.
4. Household income limits can vary depending on family size and property location.
5. Maximum sales price is $224,500 statewide.

### Michigan State Housing Development Authority (MSHDA) - Rental Housing.

MSHDA oversees and administers various rental housing programs. These programs involve Housing Choice Voucher assistance or subsidized housing through Low Income Tax Credits, HOME, CDBG, and MSHDA Multifamily Development Loans. The following are voucher programs administered by MSHDA.

1. **Housing Choice Voucher:** This federal program provides rental assistance for very low-income people who find their housing in private homes and apartment buildings.

# Economic Development Toolbox

RURAL DEVELOPMENT PROGRAM

2. **Project Based Voucher:** A component of the Housing Choice Voucher program that targets very low-income supportive housing populations and attaches rental assistance to specific housing units.
3. **Veterans Administration Supportive Housing (VASH):** Assists to homeless veterans by combining Housing Choice Voucher rental assistance with case management and clinical services provided by the Department of Veteran Affairs.

### Federal Housing Administration Housing Loan Program (FHA Loan).

An FHA loan is a mortgage issued by an FHA-approved lender and insured by the Federal Housing Administration (FHA). Designed for low-to-moderate-income borrowers, FHA loans require lower minimum down payments and credit scores lower than many conventional loans. As of 2020, the program allows one to borrow up to 96.5 percent of home values with an FHA loan thus requiring a down payment of only 3.5 percent. To qualify, one needs a credit score of at least 580. If the credit score falls between 500 and 579, one can still get an FHA loan provided they make a 10% down payment. With FHA loans, a down payment can come from savings, a financial gift from a family member, or a grant for down-payment assistance.

### Habitat for Humanity.

Habitat for Humanity is a non-profit organization that relies on volunteer labor to construct simple and affordable homes with its partner families. Homeowners are usually expected to devote personal "sweat equity" into their own or other project homes. However, the amount may vary by location, the number of wage-earning adults in each family, and the recipients' health issues. This sweat equity acts as the down payment on the home. Once construction on the home is finished, and the sweat equity is completed in full, the homeowner purchases the home with a 0% to 2% interest mortgage and monthly payments (including taxes and insurance) that do not exceed 30% of the household's monthly income.

### HOPE NETWORK.

Non-profit developers of affordable housing, serving the homeless and low-income households. The organization uses a range of state, federal, and local resources to assist those desiring homeownership. The East Michigan administrative office of HOPE NETWORK is located in Pontiac, Michigan.

### United States Department of Agriculture Rural Development Single Family Housing Programs.

Low interest, fixed-rate homeownership loans are provided to qualified persons directly by USDA Rural Development. Financing is also offered at fixed-rates and terms through a loan from a private financial institution and guaranteed by USDA Rural Development for qualified persons. Neither one of these home loan programs require a down payment. The USDA's guidelines on the definition of a qualified "rural area" includes a population that doesn't exceed 10,000, or a population that doesn't exceed 20,000, is not located in a metropolitan statistical area (MSA), and has a severe lack of mortgage credit for low to moderate-income families. Property eligibility areas can change annually and are based on population size and other factors.

# Economic Development Toolbox

RURAL DEVELOPMENT PROGRAM

## United States Department of Agriculture (USDA) - Rural Development Program

The USDA Rural Development program offers loans, grants, and loan guarantees to help create jobs and support economic development and essential services such as housing, health care, first responder services and equipment, and water, electric, and communications infrastructure. The USDA promotes economic development by supporting loans to businesses through banks, credit unions, and community-managed lending pools. The agency offers technical assistance and information to help agricultural producers and cooperatives get started and improve the effectiveness. They provide technical assistance to help communities undertake community empowerment programs. They assist rural residents in the purchase or renting of safe, affordable housing.

The agency has a comprehensive set of assistance programs and grants, including the following.

### Rural Business-Cooperatives Service.

This component includes the following:

1. Agriculture Innovation Center Program
2. Business and Industry CARES Act Program
3. Business & Industry Loan Guarantees
4. Intermediary Relending Program
5. Rural Business Development Grants
6. Rural Business Investment Program
7. Rural Economic Development Loan & Grant Program
8. Rural Micro-entrepreneur Assistance Program
9. Socially-Disadvantaged Groups Grants
10. Higher Blends Infrastructure Incentive Program
11. Value-Added Producer Grants
12. Delta Health Care Services Grants
13. Rural Cooperative Development Grants
14. Advanced Biofuel Payment Program
15. Biorefinery, Renewable Chemical, and Biobased Product Manufacturing Assistance Program
16. Rural Energy for America Program (REAP) Energy Audits & Renewable Energy Development Grants
17. Rural Energy for America Program (REAP) Renewable Energy & Energy Efficiency Loans & Grants
18. Strategic Economic and Community Development

### Rural Housing Service - Community Facilities.

This component includes the following:

1. Direct Loans & Grants
2. Loan Guarantees
3. Relending
4. Technical Assistance and Training Grants
5. Economic Impact Initiative Grants
6. Rural Community Development Initiative Grants

### Rural Housing Service - Multi-Family Housing.

This component includes the following:

1. Farm Labor Direct Loans & Grants
2. Housing Preservation & Revitalization Demonstration Loans & Grants
3. Housing Preservation Grants
4. Multi-Family Housing Direct Loans
5. Multi-Family Housing Loan Guarantees
6. Multi-Family Housing Rental Assistance

### Rural Housing Service - Single-Family Housing.

Rural Housing services also include the following:

1. Mutual Self-Help Housing Technical Assistance Grants
2. Single-Family Housing Direct Home Loans
3. Single-Family Housing Home Loan Guarantees
4. Single-Family Housing Repair Loans & Grants
5. Rural Housing Site Loans

# Economic Development Toolbox

ECONOMIC DEVELOPMENT ADMINISTRATION

### Rural Utilities Service - Electric Programs.

This component includes the following:

1. Distributed Generation Energy Project Financing
2. Electric Infrastructure Loan & Loan Guarantee Program (FFB)
3. Energy Efficiency & Conservation Loans
4. High Energy Cost Grants
5. Rural Energy Savings Program
6. State Bulk Fuel Revolving Loan Fund
7. Energy Resource Conservation

### Rural Utilities Service – Telecommunications Programs

This component includes the following:

1. Community Connect Grants
2. Distance Learning & Telemedicine Grants
3. Rural Broadband Access Loan and Loan Guarantee Program
4. Telecommunications Infrastructure Loans & Guarantees

### Rural Utilities Service - Water & Environmental Programs

This component includes the following:

1. Emergency Community Water Assistance Grants
2. Individual Water & Wastewater Grants
3. Revolving Funds for Financing Water and Wastewater Projects (Revolving Fund Program)
4. Special Evaluation Assistance for Rural Communities and Households
5. Solid Waste Management Grants
6. Water & Waste Disposal Loans & Grants
7. Water & Waste Disposal Loan Guarantees
8. Water & Waste Disposal Predevelopment Planning Grants
9. Water & Waste Disposal Technical Assistance & Training Grants

## Economic Development Administration

Economic Development Assistance (EDA) funding is provided to rural and urban communities in distressed regions to support regional economic development. The goal is to spur job creation, leverage private capital investments, and strengthen America's ability to compete in a global marketplace. Past projects have included funding for water and wastewater projects in hospitals and healthcare facilities and road infrastructure projects that would support healthcare facilities' expansion.

**Projects eligible for funding follow.**

1. Water and sewer system improvements
2. Industrial parks
3. Shipping and logistics facilities
4. Workforce training facilities
5. Brownfield development
6. Telecommunications infrastructure and development facilities

The EDA awards funding to projects that have specific solutions for regional economic development. Projects must foster collaboration, create jobs, and attract investment. EDA CARES Act Recovery Assistance is designed to provide a wide range of financial assistance to communities and regions as they respond to, and recover the coronavirus pandemic impacts. EDA solicits applications under the authority of its Economic Adjustment Assistance (EAA) program, which is intended to be flexible and responsive to the economic development needs and priorities of local and regional stakeholders.

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# F. 2020 Market Survey - Analytics Summary

# 2020 Market Survey

## SURVEY ANALYTICS

This appendix includes all results from the summer 2020 market survey that are not otherwise included in the body of the plan. All the data in this section is developed by The Chesapeake Group, Inc., 2020.

**TABLE F.1. NUMBER OF PEOPLE IN HOUSEHOLD EMPLOYED PART-TIME**

| Number | Percent |
|---|---|
| 0 | 75% |
| 1 | 20% |
| 2 | 5% |
| 3 | 0% |
| 4 or more | 0% |

**TABLE F.2. HOUSEHOLDS HAVING SOMEONE NOT EMPLOYED OR EMPLOYED PART-TIME THAT WOULD LIKE FULL-TIME EMPLOYMENT**

| Want Full-time | Percent |
|---|---|
| No | 87% |
| Yes, 1 person | 12% |
| Yes 2 or more people | 1% |

**TABLE F.3. OPERATION MOST OFTEN FREQUENTED FOR GROCERY PURCHASES/MARKET SHARE**

| Food Operation | Percent |
|---|---|
| Country Market | 37% |
| Meijer | 35% |
| Walmart | 15% |
| Aldi | 11% |
| Others | 2% |
| Total | 100% |

**TABLE F.4. TYPE OF OPERATION PREFERRED FOR DINNER AND LUNCH**

| Type of Operation | Dinner | Lunch |
|---|---|---|
| A national or regional chain full-service restaurant | 19% | 13% |
| A local non-chain independent full-service restaurant | 56% | 42% |
| A local non-chain independent limited-service restaurant | 7% | 8% |
| Fast food operation | 9% | 28% |
| All you can eat buffet | 2% | 1% |
| Sub shop | 0% | 4% |
| Other | 7% | 5% |

**TABLE F.5. PREFERRED DINNER ESTABLISHMENT/ MARKET SHARE**

| Dinner Operation | Percent |
|---|---|
| Sauce | 14% |
| Applebee's | 8% |
| Fiesta Ranchera | 8% |
| China Garden | 6% |
| JR's | 6% |
| El Chaps | 5% |
| Bob Evans | 4% |
| Chomp Burger | 4% |
| Culvers | 4% |
| Grasshopper | 4% |
| McDonald's | 4% |
| Red Lobster | 4% |
| Alpha Coney Island | 3% |
| Cancun | 3% |
| Family Kitchen | 3% |
| Big Boy | 2% |
| Country Skillet | 2% |
| Frickers | 2% |
| Mario's | 2% |
| Pizza Bucket | 2% |
| Rice & Barley | 2% |
| Sunnyside Cafe | 2% |
| The Grasshopper | 2% |
| Asian Buffet | 1% |
| Taco Bell | 1% |
| ZZ's | 2% |

# 2020 Market Survey

## SURVEY ANALYTICS

| TABLE F.6. MOST FREQUENTED LUNCH ESTABLISHMENT/MARKET SHARE | |
|---|---|
| Lunch Operation | Percent |
| McDonald's | 17% |
| Alpha Coney Island | 7% |
| Culvers | 6% |
| Sauce | 6% |
| Wendy's | 6% |
| Panera | 4% |
| Subway | 4% |
| China Garden | 3% |
| Coast to Coast Deli | 3% |
| El Chaps | 3% |
| Fiesta Ranchera | 3% |
| Hoagie Man | 3% |
| Jimmy Johns | 3% |
| Taco Bell | 3% |
| Applebee's | 2% |
| Cancuns | 2% |
| Country Skillet | 2% |
| Family Kitchen | 2% |
| Grasshopper | 2% |
| Lotus Palace | 2% |
| Millers | 2% |
| Senoritas | 2% |
| Arby's | 1% |
| Big Boys | 1% |
| Bob Evans | 1% |
| Burger King | 1% |
| Chomp Burger | 1% |
| JR's | 1% |
| Maria's Sunnyside Cafe' | 1% |
| Mario's | 1% |
| Rice and Barley | 1% |
| Tip Top | 1% |
| ZZ's Bar & Grill | 1% |

| TABLE F.7. APPAREL PURCHASES/MARKET SHARE | |
|---|---|
| Operation | Percent |
| Kohl's | 44% |
| Marshalls | 13% |
| Walmart | 12% |
| Amazon/online | 8% |
| Meijer | 4% |
| Others | 4% |
| Goodwill/Salvation Army | 2% |
| JC Penney | 2% |
| Old Navy | 2% |
| Target | 2% |
| Maurices | 2% |
| American Eagle | 1% |
| Christopher & Banks | 1% |
| Dillards | 1% |
| Macys | 1% |
| Passion 4 Fashion | 1% |
| Total | 100% |

| TABLE F.8. SPORTING GOODS OR OUTDOOR RECREATION OPERATIONS' MARKET SHARES | |
|---|---|
| Operation | Percent |
| Dunham's | 36% |
| Amazon/online | 33% |
| Dick's | 10% |
| Walmart | 10% |
| Meijer | 6% |
| Bass Pro/Cabella's | 5% |
| REI | 1% |
| Total | 100% |

# 2020 Market Survey

## SURVEY ANALYTICS

| TABLE F.9. FREQUENCY OF ATTENDANCE AT | | | |
|---|---|---|---|
| Frequency | Professional Sports | College Sports | High School Sports |
| A few times/week | 1% | 1% | 6% |
| About once/week | 1% | 3% | 4% |
| About twice/ month | 1% | 3% | 5% |
| Once/ month | 2% | 2% | 1% |
| 4 to 9 times/year | 11% | 15% | 11% |
| Once or twice/ year | 30% | 18% | 14% |
| Less often than once/year | 55% | 58% | 59% |
| Total | 100% | | |

| TABLE F.10. SQUARE FOOTAGE OF THE CURRENT HOME | |
|---|---|
| Square Feet of Current Housing Unit | Percent |
| Under 750 square feet | 3% |
| 750 to 999 square feet | 11% |
| 1,000 to 1,499 square feet | 32% |
| 1,500 to 1,999 square feet | 28% |
| 2,000 to 2,499 square feet | 15% |
| 2,500 to 2,999 square feet | 6% |
| 3,000 to 3,499 square feet | 4% |
| 3,500 square feet or more | 2% |
| Total | 100% |

| TABLE F.11. POTENTIAL OF MOVING FOR CURRENT RESIDENTS IN THE NEXT FIVE YEARS | |
|---|---|
| Potential Move | Percent |
| Yes | 27% |
| No | 47% |
| Maybe | 26% |

| TABLE F.12. POTENTIAL FOR THE MOVE TO BE OUTSIDE OF MICHIGAN | |
|---|---|
| Outside MI | Percent |
| Yes | 20% |
| No | 56% |
| Uncertain | 24% |
| | 100% |

| TABLE F.13 .CREATION OF NEW HOUSEHOLDS FROM EXISTING HOUSEHOLDS | |
|---|---|
| New Household Creation | Percent |
| Yes, one person | 13% |
| Yes, more than one person | 5% |
| No | 76% |
| Not sure or maybe | 5% |

| TABLE F.14. RELATIVE SIZE FOR THOSE THAT MAY MOVE | |
|---|---|
| Preferred Size | Percent |
| Larger | 17% |
| Smaller | 38% |
| Same | 28% |
| Uncertain | 10% |

| TABLE F.15. FREQUENCY HOUSEHOLD MEMBER RIDES A BICYCLE OR WALKS FOR FITNESS, COMMUTING, OR RECREATION | | | | | | |
|---|---|---|---|---|---|---|
| | Once/week or more oft | A few times/ month | Once/month | A few times/year | Less oft. | Rarely - Never |
| Bicycle | 22% | 12% | 4% | 14% | 4% | 46% |
| Walk | 63% | 15% | 3% | 7% | 2% | 11% |
| Same | 28% | | | | | |
| Uncertain | 10% | | | | | |

# 2020 Market Survey

## SURVEY ANALYTICS

| TABLE F.16. INCOME LEVELS IN FUTURE HOUSING MARKET | |
|---|---|
| Income Range | Percent |
| Less than $5,000 | 2% |
| $5,000 to $7,499 | 1% |
| $7,500 to $9,999 | 2% |
| $10,000 to $14,999 | 1% |
| $15,000 to $19,999 | 2% |
| $20,000 to $29,999 | 6% |
| $30,000 to $39,999 | 8% |
| $40,000 to $49,999 | 8% |
| $50,000 to $59,999 | 8% |
| $60,000 to $69,999 | 6% |
| $70,000 to $79,999 | 7% |
| $80,000 to $89,999 | 9% |
| $90,000 to $99,999 | 10% |
| $100,000 to $124,999 | 13% |
| $125,000 to $149,999 | 10% |
| $150,000 to $199,999 | 5% |
| $200,000 to $249,999 | 1% |
| $250,000 or more | 1% |
| Total | 100% |

| TABLE F.17. HOUSING MARKET SEGMENTATION – INCOME AND RELATIVE SIZE OF FUTURE UNIT | | | |
|---|---|---|---|
| Income Range | Larger | Same | Smaller |
| Less than $5,000 | 0% | 0% | 3% |
| $5,000 to $7,499 | 2% | 1% | 0% |
| $7,500 to $9,999 | 0% | 1% | 2% |
| $10,000 to $14,999 | 0% | 1% | 0% |
| $15,000 to $19,999 | 2% | 0% | 1% |
| $20,000 to $29,999 | 11% | 6% | 3% |
| $30,000 to $39,999 | 7% | 8% | 7% |
| $40,000 to $49,999 | 11% | 8% | 6% |
| $50,000 to $59,999 | 11% | 11% | 7% |
| $60,000 to $69,999 | 7% | 8% | 6% |
| $70,000 to $79,999 | 11% | 8% | 6% |
| $80,000 to $89,999 | 0% | 11% | 11% |
| $90,000 to $99,999 | 12% | 8% | 10% |
| $100,000 to $124,999 | 9% | 15% | 14% |
| $125,000 to $149,999 | 12% | 5% | 15% |
| $150,000 to $199,999 | 5% | 5% | 7% |
| $200,000 to $249,999 | 2% | 2% | 0% |
| $250,000 or more | 0% | 1% | 1% |
| Total | 100% | 100% | 100% |

# 2020 Market Survey

## SURVEY ANALYTICS

| TABLE F.18. INCOME LEVELS IN FUTURE HOUSING MARKET | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| Income Range | Changes in physical conditions/ medical | Changes in fiscal conditions | Decrease in number living in residence | Housing market conditions | Increase in number of people | Lifestyle changes | Other | Rental conditions |
| Less than $5,000 | 6% | 0% | 0% | 0% | 0% | 0% | 3% | 0% |
| $5,000 to $7,499 | 0% | 6% | 0% | 0% | 0% | 0% | 0% | 17% |
| $7,500 to $9,999 | 0% | 6% | 0% | 0% | 0% | 0% | 1% | 17% |
| $10,000 to $14,999 | 0% | 0% | 0% | 0% | 0% | 2% | 0% | 0% |
| $15,000 to $19,999 | 3% | 0% | 0% | 0% | 10% | 1% | 1% | 0% |
| $20,000 to $29,999 | 6% | 17% | 0% | 0% | 10% | 5% | 6% | 0% |
| $30,000 to $39,999 | 9% | 17% | 0% | 0% | 10% | 5% | 10% | 33% |
| $40,000 to $49,999 | 12% | 17% | 0% | 0% | 10% | 8% | 6% | 17% |
| $50,000 to $59,999 | 6% | 0% | 6% | 17% | 10% | 12% | 6% | 17% |
| $60,000 to $69,999 | 9% | 0% | 0% | 0% | 20% | 6% | 9% | 0% |
| $70,000 to $79,999 | 3% | 6% | 6% | 17% | 0% | 9% | 10% | 0% |
| $80,000 to $89,999 | 9% | 0% | 38% | 17% | 0% | 9% | 4% | 0% |
| $90,000 to $99,999 | 12% | 6% | 13% | 0% | 0% | 7% | 19% | 0% |
| $100,000 to $124,999 | 15% | 22% | 13% | 17% | 10% | 12% | 13% | 0% |
| $125,000 to $149,999 | 6% | 0% | 13% | 33% | 20% | 16% | 3% | 0% |
| $150,000 to $199,999 | 0% | 6% | 13% | 0% | 0% | 6% | 7% | 0% |
| $200,000 -$249,999 | 0% | 0% | 0% | 0% | 0% | 2% | 1% | 0% |
| $250,000 or more | 3% | 0% | 0% | 0% | 0% | 1% | 0% | 0% |
| Total | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% |

# 2020 Market Survey

## SURVEY ANALYTICS

| TABLE F.19. LOW ESTIMATES | | | | | | |
|---|---|---|---|---|---|---|
| Category | 2020 Sales | 2030 Sales | 2045 Sales | 2030 Space | 2045 Space | 2045 Space |
| Food | 41,550,000 | 49,089,000 | $50,349,000 | 66,094 | 78,088 | 80,091 |
| Eat/Drink | 32,354,000 | 38,225,000 | 39,206,000 | 77,033 | 91,012 | 93,348 |
| General Merchandise | 36,083,000 | 42,630,000 | 43,724,000 | 214,161 | 253,021 | 259,514 |
| Furniture | 4,878,000 | 5,764,000 | 5,911,000 | 11,228 | 13,266 | 13,606 |
| Transportation | 34,513,000 | 40,775,000 | 41,822,000 | 113,112 | 133,635 | 137,066 |
| Drugstore | 20,466,000 | 24,180,000 | 24,801,000 | 20,065 | 23,706 | 24,315 |
| Apparel | 13,485,000 | 15,932,000 | 16,341,000 | 37,415 | 44,204 | 45,340 |
| Hardware | 24,476,000 | 28,917,000 | 29,659,000 | 99,740 | 117,836 | 120,859 |
| Vehicle Service | 28,681,000 | 33,886,000 | 34,755,000 | 69,823 | 82,495 | 84,610 |
| Miscellaneous | 43,877,000 | 51,839,000 | 53,169,000 | 175,226 | 207,021 | 212,334 |
| TOTAL | $280,363,000 | $331,237,000 | $339,737,000 | 883,897 | 1,044,284 | 1,071,083 |

| TABLE F.20. HIGH ESTIMATES | | | | | | |
|---|---|---|---|---|---|---|
| Category | 2020 Sales | 2030 Sales | 2030 Sales | 2045 Space | 2045 Space | 2045 Space |
| Food | $41,550,000 | $53,255,000 | 70,119,000 | 66,094 | 84,714 | 80,091 |
| Eat/Drink | 32,354,000 | 41,469,000 | 54,600,000 | 77,033 | 98,736 | 93,348 |
| General Merchandise | 36,083,000 | 46,248,000 | 60,893,000 | 214,161 | 274,494 | 259,514 |
| Furniture | 4,878,000 | 6,253,000 | 8,233,000 | 11,228 | 14,392 | 13,606 |
| Transportation | 34,513,000 | 44,235,000 | 58,244,000 | 113,112 | 144,974 | 137,066 |
| Drugstore | 20,466,000 | 26,232,000 | 34,539,000 | 20,065 | 25,718 | 24,315 |
| Apparel | 13,485,000 | 17,285,000 | 22,758,000 | 37,415 | 47,958 | 45,340 |
| Hardware | 24,476,000 | 31,371,000 | 41,305,000 | 99,740 | 127,836 | 120,859 |
| Vehicle Service | 28,681,000 | 36,761,000 | 48,402,000 | 69,823 | 89,494 | 84,610 |
| Miscellaneous | 43,877,000 | 56,238,000 | 74,046,000 | 175,226 | 224,590 | 212,334 |
| TOTAL | 280,363,000 | 359,347,000 | 473,139,000 | 883,897 | 1,132,906 | 1,071,083 |

# 2020 Market Survey

## SURVEY ANALYTICS

| TABLE F.21. SUPPORTABLE SQUARE FEET OF SPACE (LOCAL RESIDENTS BUT ALL MARKETS INCLUDING ONLINE) LOW ESTIMATE | | | | | | |
|---|---|---|---|---|---|---|
| Category | 2020 | 2020-30 | 2020-45 | 2045 Space | 2045 Space | 2045 Space |
| Food | 66,094 | 11,994 | 28,141 | 66,094 | 84,714 | 80,091 |
| Eat/Drink | 77,033 | 13,979 | 32,800 | 77,033 | 98,736 | 93,348 |
| General Merchandise | 214,161 | 38,857 | 91,189 | 214,161 | 274,494 | 259,514 |
| Furniture | 11,228 | 2,037 | 4,782 | 11,228 | 14,392 | 13,606 |
| Transportation | 113,112 | 20,526 | 48,161 | 113,112 | 144,974 | 137,066 |
| Drugstore | 20,065 | 3,641 | 8,543 | 20,065 | 25,718 | 24,315 |
| Apparel | 37,415 | 6,789 | 15,933 | 37,415 | 47,958 | 45,340 |
| Hardware | 99,740 | 18,097 | 42,465 | 99,740 | 127,836 | 120,859 |
| Vehicle Service | 69,823 | 12,669 | 29,730 | 69,823 | 89,494 | 84,610 |
| Miscellaneous | 175,226 | 31,795 | 74,608 | 175,226 | 224,590 | 212,334 |

| TABLE F.22. SUPPORTABLE SQUARE FEET OF SPACE (LOCAL RESIDENTS BUT ALL MARKETS INCLUDING ONLINE) HIGH ESTIMATE | | | | | | |
|---|---|---|---|---|---|---|
| Category | 2020 | 2020-30 | 2020-45 | 2045 Space | 2045 Space | 2045 Space |
| Food | 66,094 | 18,620 | 45,447 | 66,094 | 84,714 | 80,091 |
| Eat/Drink | 77,033 | 21,702 | 52,967 | 77,033 | 98,736 | 93,348 |
| General Merchandise | 214,161 | 60,331 | 147,254 | 214,161 | 274,494 | 259,514 |
| Furniture | 11,228 | 3,161 | 7,720 | 11,228 | 14,392 | 13,606 |
| Transportation | 113,112 | 31,866 | 77,776 | 113,112 | 144,974 | 137,066 |
| Drugstore | 20,065 | 5,653 | 13,797 | 20,065 | 25,718 | 24,315 |
| Apparel | 37,415 | 10,540 | 25,730 | 37,415 | 47,958 | 45,340 |
| Hardware | 99,740 | 28,096 | 68,577 | 99,740 | 127,836 | 120,859 |
| Vehicle Service | 69,823 | 19,671 | 48,010 | 69,823 | 89,494 | 84,610 |
| Miscellaneous | 175,226 | 49,365 | 120,485 | 175,226 | 224,590 | 212,334 |

# G. Historical Housing Development Data/Adding Households

# Historical Housing Development Data

CITY OF ADRIAN

The number and style of new housing units since 2000 is a consideration in estimating not just future housing demand but opportunities for commercial development and labor force growth. Federally maintained data on new housing units permitted indicates the following since the Great Recession's technical conclusion.

- Lenawee County annually permitted a range of new housing units from a low of 81 units to 131 units.
- All new units permitted were single-family structures.

**TABLE G.1. LENAWEE COUNTY ANNUAL PERMITTED HOUSING UNITS FROM 2011 THROUGH 2018***

| | 2018 | 2017 | 2016 | 2015 | 2014 | 2013 | 2012 | 2011 |
|---|---|---|---|---|---|---|---|---|
| Total Units | 105 | 105 | 110 | 81 | 92 | 117 | 131 | 94 |
| Units in Single-Family Structures | 105 | 105 | 110 | 75 | 92 | 117 | 131 | 94 |
| Units in All Multi-Family Structures | 0 | 0 | 0 | 6 | 0 | 0 | 0 | 0 |
| Units in 2-unit Multi-Family Structures | 0 | 0 | 0 | 6 | 0 | 0 | 0 | 0 |
| Units in 3- and 4-unit Multi-Family Structures | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Units in 5+ Unit Multi-Family Structures | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |

*Developed by The Chesapeake Group, Inc., 2020. Based on HUD data. 2019 information is still considered preliminary

Federally maintained data on new housing units permitted indicates the following from 2000 to 2010 for Lenawee County.

- Lenawee County annually permitted a range of new housing units from a low of 102 units during the Great Recession to a high of 556 units in 2003, prior to the Great Recession.
- Multi-family structures were permitted between 2000 and 2007, or for the full-time frame before the Great Recession.
- The number of multi-family structures permitted ranged from a low of 8 to a high of 78 from 2000 to 2007.
- In 2002, 2005, and 2006, many of the multi-family units permitted were described as "units in 5+ unit multi-family structures."

As officially reported to HUD, Adrian did not see any permitted housing units since the end of the Great Recession in 2011.

**TABLE G.2. LENAWEE COUNTY ANNUAL PERMITTED HOUSING UNITS FROM 2000 THROUGH 2010***

| | 2010 | 2009 | 2008 | 2007 | 2006 | 2005 | 2004 | 2003 | 2002 | 2001 | 2000 |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Total Units | 102 | 103 | 154 | 250 | 402 | 532 | 537 | 556 | 527 | 550 | 498 |
| Units in Single-Family Structures | 102 | 103 | 154 | 242 | 358 | 454 | 533 | 548 | 499 | 538 | 475 |
| Units in All Multi-Family Structures | 0 | 0 | 0 | 8 | 44 | 78 | 4 | 8 | 28 | 12 | 23 |
| Units in 2-unit Multi-Family Structures | 0 | 0 | 0 | 8 | 4 | 8 | 0 | 8 | 16 | 6 | 14 |
| Units in 3- and 4-unit Multi-Family Structures | 0 | 0 | 0 | 0 | 0 | 20 | 4 | 0 | 0 | 6 | 9 |
| Units in 5+ Unit Multi-Family Structures | 0 | 0 | 0 | 0 | 40 | 50 | 0 | 0 | 12 | 0 | 0 |

*Developed by The Chesapeake Group, Inc., 2020. Based on HUD data. 2019 information is still considered preliminary

# Historical Housing Development Data

CITY OF ADRIAN

There are other specific critical differences in patterns for years between 2000 and 2007.

- In 2006, all housing units permitted in Adrian were multi-family units. The units permitted in Adrian represented 90 percent of all County multi-family units permitted.
- The bulk of the County's "units in 5+ unit multi-family structures" was permitted in Adrian.

Furthermore, growth in permitted housing units did not maintain the growth necessary to maintain Adrian's share of the County's population with limited exceptions before 2007.

**TABLE G.3. ADRIAN ANNUAL PERMITTED HOUSING UNITS FROM 2000 THROUGH 2010***

| | 2010 | 2009 | 2008 | 2007 | 2006 | 2005 | 2004 | 2003 | 2002 | 2001 | 2000 |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Total Units | 2 | 1 | 2 | 3 | 40 | 62 | 19 | 16 | 34 | 13 | 18 |
| Units in Single-Family Structures | 2 | 1 | 2 | 3 | 0 | 12 | 19 | 16 | 22 | 10 | 9 |
| Units in All Multi-Family Structures | 0 | 0 | 0 | 0 | 40 | 50 | 0 | 0 | 12 | 3 | 9 |
| Units in 2-unit Multi-Family Structures | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Units in 3 & 4-unit Multi-Family Structures | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 3 | 9 |
| Units in 5+ Unit Multi-Family Structures | 0 | 0 | 0 | 0 | 40 | 50 | 0 | 0 | 12 | 0 | 0 |

*Developed by The Chesapeake Group, Inc., 2020. Based on HUD data.

# Historical Housing Development Data

**PROPERTY TRENDS FOR ZIP CODE AREA 49221**

Based on a review of available information for 2018, 2019, the first half of 2020 from online search engines and real estate sources, the following information on property trends and patterns for Zip Code Area 49221 was defined.

## Residential Sales and Rental in 49221

- The average price for a two-bedroom single-family unit is about $77,000. The average unit is 1,026 square feet.
- The average price for a three-bedroom single-family unit is about $157,000. The average unit is 1,450 square feet.
- The average price for a four-bedroom single-family unit is about $180,000. The average unit is 1,850 square feet.

**TABLE G.4. SINGLE-FAMILY NON-WATERFRONT HOUSING UNIT SALES PRICES IN ZIP CODE 49221***

| | | Square Feet | Price | HOA Fee | Year Built | Sq. Ft. Cost |
|---|---|---|---|---|---|---|
| Two-bedroom | Average | 1,026 | $76,946 | | 1940-1953 | $75 |
| Three- bedroom | Average | 1,450 | $156,578 | | 1888-2005 | $108 |
| Four-bedroom | Average | 1,846 | $180,110 | | 1888-2019 | $98 |
| Five or More Bedroom | Average | 2,596 | $134,888 | | 1880-1997 | $52 |
| Condos | Average | 1,033 | $114,917 | +/- $285 | 1960-2020 | $111 |

*Developed by The Chesapeake Group, Inc., 2020.

Rent levels vary by the number of bedrooms and the square footage of units. It is noted that the number of bedrooms is not always directly correlated to either rents or rents per square foot. Differences between supply and demand can create situations where one sized unit supply is limited to that of another.

- The average rent for studio units is $566 per month.
- The average one-bedroom unit is 600 square feet and rents for $635 per month.
- The average two-bedroom unit is 885 square feet and rents for about $1,650 per month.
- The impact of Adrian College is most felt in the rental housing market, particularly for two-bedroom units. Smaller units are most impacted by the senior population.

**TABLE G.5. RENTAL UNITS***

| Apartment - # of Bedrooms ** | | Square Feet | Rent/Month | Comments | Year Built | Sq. Ft. Cost |
|---|---|---|---|---|---|---|
| Studio | Average | 378 | $566 | Includes two Seniors 62+ | 1940-1953 | $75 |
| One Bedroom | Average | 600 | $635 | Includes Three Seniors 62+ | 1888-2005 | $108 |
| Two-Bedroom | Average | 885 | $1,666 | | 1888-2019 | $98 |
| Three-Bedroom | Average | 1129 | $854 | | 1880-1997 | $52 |
| Four Bedroom | Average | 1300 | $869 | | 1960-2020 | $111 |

*Developed by The Chesapeake Group, Inc., 2020. ** Apt. Examples - Sand Creek, Carriage House, Stratford Place, Riverside, Innisbrook, Adrian College, Hidden River, 400 College Apts, West Terrace, Friendship Place, Samaritas Affordable Living, Campus Village, Oaks of Sable Pt., Oaks of Adrian, Southgate, and Adrian Manor.

# H. 2021 Future Land Use Map

# 2021 Residential Density Map

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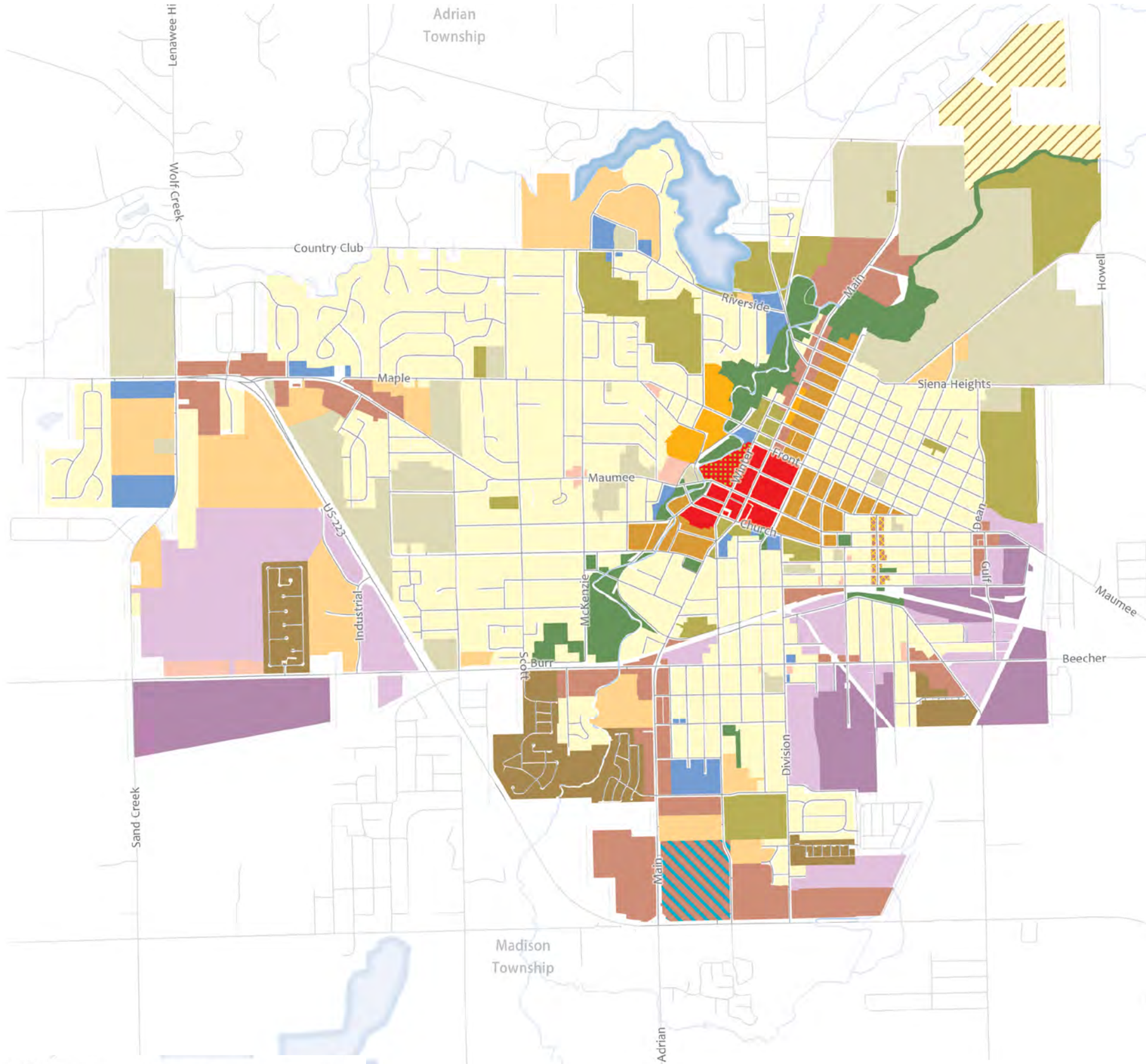
# 2021 Future Land Use Map

CITY OF ADRIAN




Data Source: Roads and Boundaries: Michigan Geographic Framework v17a. Map Exported: May 18, 2021. ©2020 Giffels Webster.

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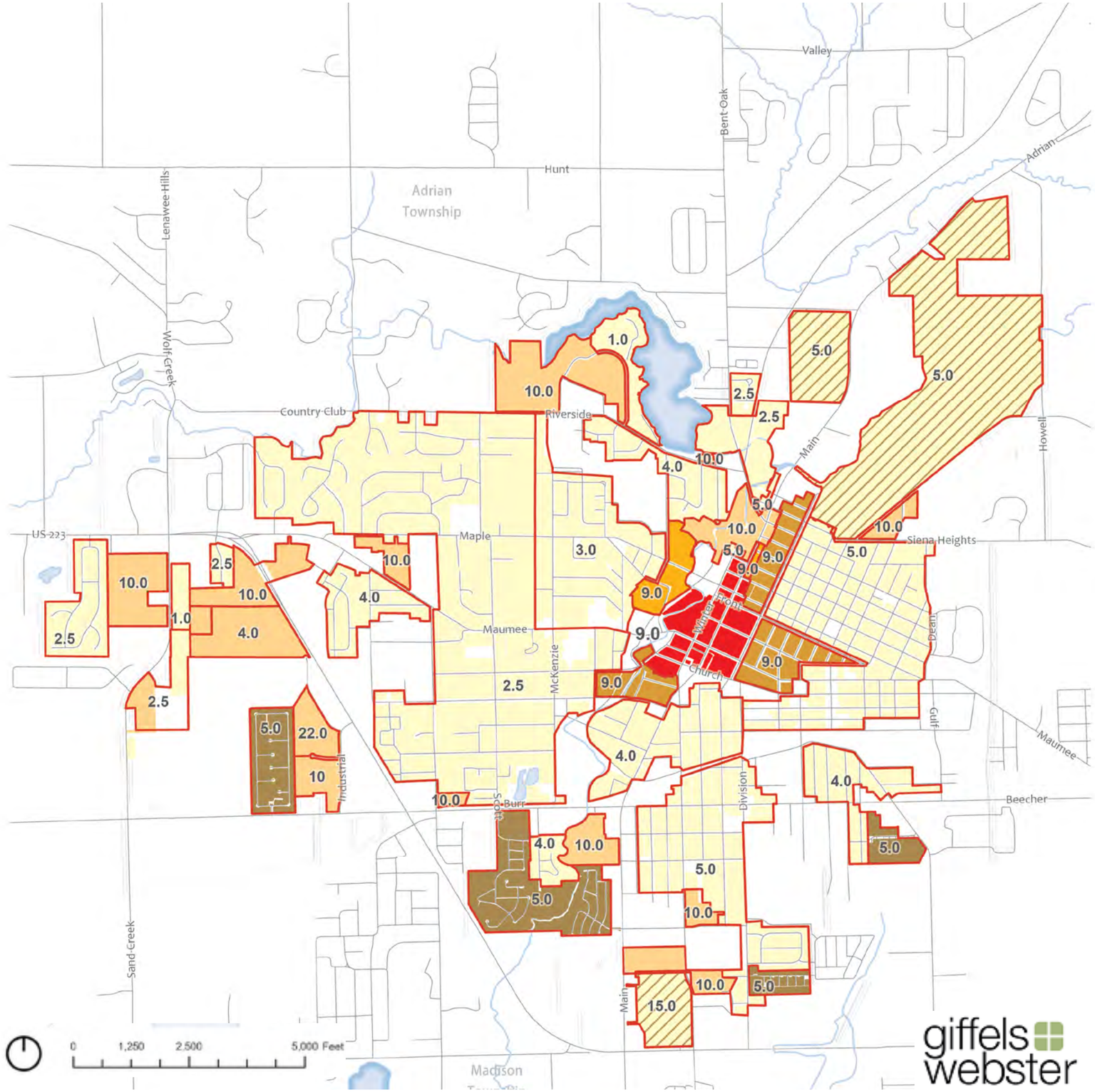
- Single / Two Family Residential
- Multiple Family Residential
- Blended Residential
- Intown Residential
- Mobile Home Park
- Flexible Development Area
- Office
- Neighborhood Commercial
- Downtown Mixed Use
- General Commercial
- Light Industrial
- Heavy Industrial
- Quasi-Public / College or University
- Public / Public School
- Park / Recreation
- Adrian Mall
- Tecumseh Corridor
- River District

Notes

1. This map is intended to show generalized land use and is not intended to indicate the precise size, shape, or dimension of areas. These recommendations have a long-range planning horizon and do not necessarily imply that short-term rezoning decisions are appropriate.
2. The City of Adrian 2021 Comprehensive Plan includes additional information future land use plan categories and recommendations.
3. See Residential Density Map for more specific residential density recommendations.

# 2021 Residential Density Map

CITY OF ADRIAN




Single / Two Family Residential
Multiple Family Residential
Blended Residential
In-Town Residential
Mobile Home Park
Flexible Development Area
Downtown Mixed Use
Residential Density Areas

Notes

1. This map is intended to show the maximum residential density possible under conventional development techniques. It is not intended to represent or guarantee of number of units for any site; rather, it is to be used as a general guide for residential rezoning decisions.
2. Maximum density is not designated for industrial areas in the city.

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