



Corunna

MASTER PLAN

2020-2040



City of Corunna
MASTER PLAN

2020-2040

Prepared by the Corunna Planning Commission
with assistance from
ROWE Professional Services Company

**This document is an update to the City of Corunna Master Land Use Plan
adopted in 2000**



City of Corunna
Master Plan
2020-2040

RESOLUTION OF ADOPTION

CITY OF CORUNNA PLANNING COMMISSION, SHIAWASSEE COUNTY, MICHIGAN
CITY OF CORUNNA MASTER PLAN

WHERE AS the City Council established a Planning Commission to prepare plans for the development of the City, and

WHERE AS the City of Corunna Planning Commission has prepared a draft update to the City of Corunna Master Plan, and

WHERE AS that draft has been reviewed at a public hearing to gather public comments of the residents of City of Corunna and surrounding jurisdictions following notice as required by Michigan Planning Enabling Act PA 33 of 2008, and

WHERE AS the City of Corunna Planning Commission has determined that the plan is appropriate for the future development of the City, and

WHERE AS the City Council has reserved for itself final approval of the plan as authorized by Michigan Planning Enabling Act PA 33 of 2008, now

THEREFORE BE IT RESOLVED that City of Corunna Planning Commission does hereby adopt the updated City of Corunna Master Plan including all maps and documents included and submit the plan to the City Council for final approval.

Moved by: Robert Morehouse Yeas ALL

Supported by: Brian White Nays NONE


John M. Scott
Planning Commission Chairperson


Maureen Owen
Planning Commission Secretary

01/28/2021
Date

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Chapter 1 Existing Land Use Survey and Analysis

The basic and essential data necessary for any planning study is an inventory and analysis of updated information on existing land uses within a community. It provides the key to a better understanding of the present land uses, the relationships between various land uses and their immediate environs, predominant land usage, and the desirable and undesirable land use conditions and potentials.

The pattern of land development is influenced by a number of factors, such as the location within the region, environmental conditions, economic impacts, market demands, and political activities. Land use patterns, therefore, may be defined as those uses which result from the actions of people as permitted by natural, legal, and environmental conditions.

An adequate knowledge of current land uses furnishes a base by which decisions can be made concerning proposals for new land development. The Existing Land Use Map and Table, which are included in this chapter, will serve as a ready reference for City officials in their consideration of everyday problems in land use management and public improvement proposals for the City.

In addition to being an essential element to planning and development, knowledge of existing land uses in the City also has legal significance. In the course of exercising its regulatory power in zoning, the City must, as generally required by law, give reasonable consideration to the character of each district and its suitability for particular uses. Thus, the land use inventory for the City furthers this objective.

Survey Methodology

The original land use inventory was conducted by Wade-Trim staff in August and September 1991 using field inspections augmented by aerial photo interpretation of 1-inch = 200-foot aerials. The 2001 update was performed by field inspections by Planning Commission members in 1999. For the 2017, update an existing land use inventory was conducted by ROWE staff

In all instances, the information was put on base maps. The 1991 survey appears to have used a base map that only identified platted lots, so that the area for various land uses in areas not platted appears to be estimate-based information of the aerial photographs. The result was that if there was a residence on an unplatted 10-acre lot and that residence and any lawn and outbuildings only took up 2 acres of the lot, the survey would only map the 2 acres. For the subsequent updates, the Planning Commission had a digital base map with tax parcels prepared by the Land Information Access Association and Capital Consultants. Generally, land uses were classified by parcel; so, in the example above, the entire 10-acre parcel would be classified as residential. The result is that the comparison between the 1991 and the subsequent two surveys may be misleading because any difference in land use may be the result of the difference in land use mapping methodology, rather than an actual change in that particular land use in the City.



Industrial

Included in this category are warehouses, processing facilities, and manufacturing and non-manufacturing uses, which are primarily industrial in nature. It may include land areas with or without buildings where raw or semi-finished materials are fabricated or those using or storing raw materials for primary production. Typical uses include warehouses, lumber yards, junk yards, fabrication establishments, collision shops, or industrial printing concerns.

Public and Semi-Public

This category pertains to land area and facilities that are publicly operated and available to be used by all people in the City, excluding county-owned property. Also included are land uses and facilities which are privately-owned or operated, and are used by the public or a limited number of persons which do not have profit as their principal intent.

Examples of public uses include public schools and government buildings. Semi-public use examples are public utilities, private clubs, private hospitals, and churches.

County

This category includes property owned by Shiawassee County, including the County Courthouse and the Surbeck Building. Property housing county offices, but owned by a private individual, is listed as office.

Parks and Recreation

This land use classification identifies all the private and public park land and other recreation land in the City.

Agricultural

This agricultural land may be broadly defined as land used primarily for production of farm commodities. It encompasses cultivated crop land; confined feeding operations and pasture for cattle; and land used for orchards and growing nursery stock.

Vacant or Other

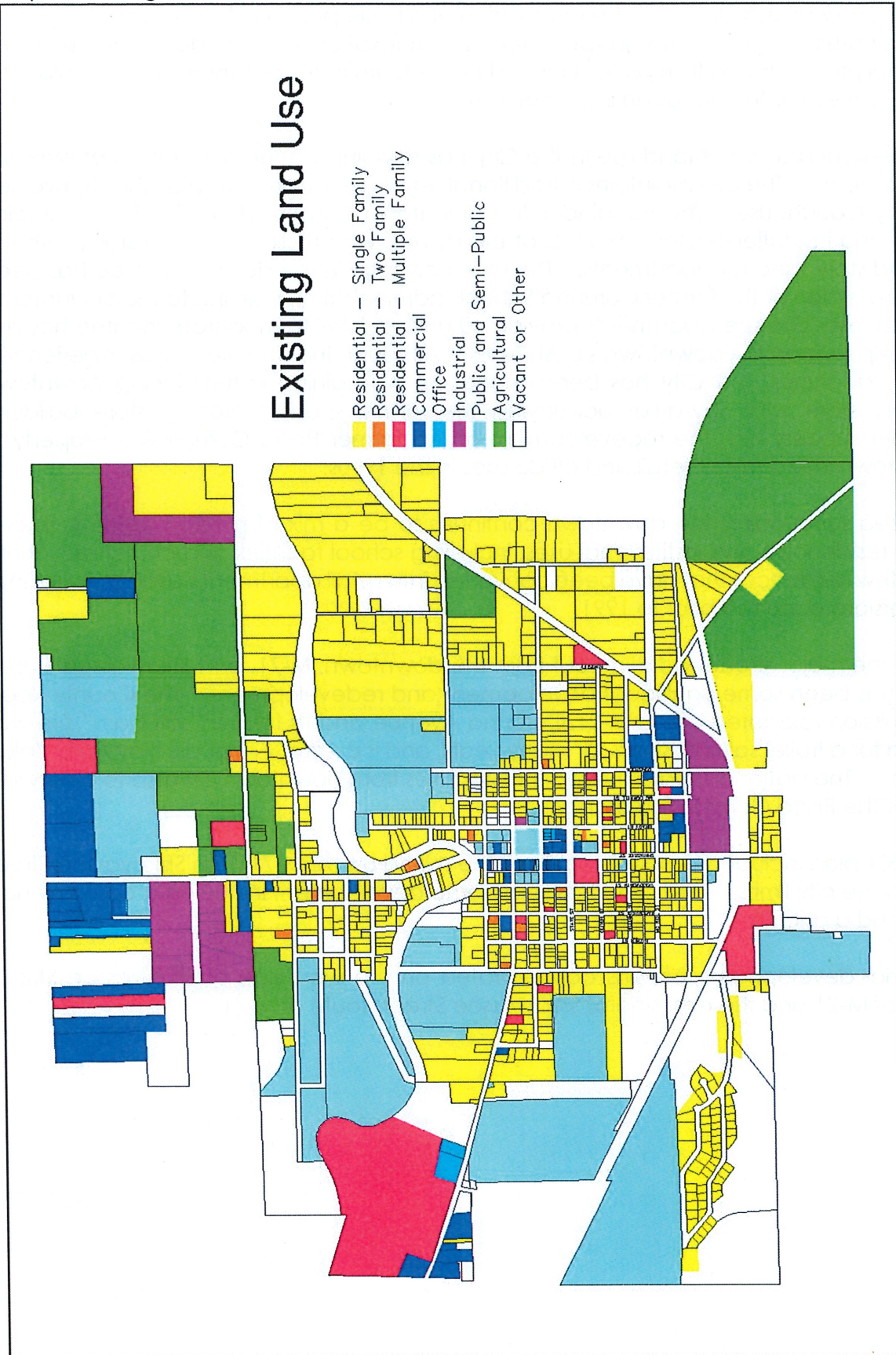
This classification includes not only vacant and unused parcels, but also all dedicated rights-of-way including freeways, thoroughfares, collectors, and local roads. Also included are land lying fallow, areas dominated by native shrubs and low woody plants, and woodlands.

Parking Lots

This category identifies parcels whose primary purpose is to serve as an off-street parking lot. It does not include off-street parking that is an accessory use on a parcel, such as the parking lot servicing the shopping center at the corner of M-21 and Shiawassee Street.



Map 1 Existing Land Use





Chapter 2 Socioeconomic Conditions

This section of the Master Plan involves the review of population, population projections, housing, income, and employment characteristics including identifiable trends. This information is evaluated to determine the current and future impact of these factors on the development of the City.

The information evaluated in this section comes primarily from the U.S. Census. Some of the data comes from both the U.S. Census decennial census that involves a snapshot of the population every ten years based on a count of every household in the nation. Other data comes from the American Community Survey (ACS) which provides more detailed data but based on the average of sample data gathered over a five-year period.

Population Growth

The City of Corunna had a 2018 estimated population of 3,374 (see Table 2) making it the second-largest city in Shiawassee County after Owosso. It experienced a 3.2 percent gain in population from 2000 to 2010, compared to a 1.4 percent loss for the county as a whole, as depicted in Table 3. However, it is estimated to have lost 3 percent between 2010 and 2018, although this drop may be mitigated by the completion of the Caviler Common's apartment project.

**TABLE 2
POPULATION CHANGES**

1970 to 2010	CITY of CORUNNA		CITY of OWOSSO		CALEDONIA TOWNSHIP		SHIAWASSEE COUNTY		STATE of MICHIGAN	
	Year	Population	Change	Population	Change	Population	Change	Population	Change	Population
1970	2,829		17,179		4,292		63,075		8,875,083	
1980	3,209	13%	16,455	-4%	4,785	11%	71,140	13%	9,262,078	4%
1990	3,091	-4%	16,322	-1%	4,514	-6%	69,770	-2%	9,295,297	0%
2000	3,381	9%	15,713	-4%	4,427	-2%	71,687	3%	9,938,444	7%
2010	3,497	3%	15,194	-3%	4,475	1%	70,648	-1%	9,883,640	-1%
2018*	3,374	-3%	14,604	-9%	4,342	-3%	68,493	-3%	9,957,488	1%

Data from 1970, 1980, 1990, 2000, 2010 US Decennial Census; 2014-2018 American Community Survey*

**TABLE 3
POPULATION COMPARISON
CITY OF CORUNNA**

Government Unit	2010	2018*	Number Change	Percent Change
City of Corunna	3,497	3,347	-150	-3%
Shiawassee County	70,648	68,493	-2,155	-3%

Data from 2010 US Decennial Census; 2014-2018 American Community Survey*



TABLE 5 MEDIAN AGE 1990 – 2018			
Year	City of Corunna	Shiawassee County	State of Michigan
1990	32	32.5	32.6
2000	35.2	36.4	35.5
2010	36.0	40.3	38.9
2018*	37.2	42.4	39.7

Data from 1990, 2000, 2010 US Decennial Census; 2014-2018 American Community Survey*

Age-Sex Composition

A comparison in age and sex is depicted above in Table 6, which shows there are 70 more females in the City than males.

TABLE 6 AGE-SEX COMPARISON CITY OF CORUNNA 2010						
Age-Cohort	Male		Female		Total	
	Number (a)	Percent (b)	Number (a)	Percent (b)	Number (a)	Percent (b)
Under 5	141	8.5%	82	4.8%	223	6.6%
5-9	181	11.0%	70	4.1%	251	7.4%
10-14	82	5.0%	68	3.9%	150	4.4%
15-19	126	7.6%	108	6.3%	234	6.9%
20-24	93	5.6%	139	8.1%	232	6.9%
25-29	70	4.2%	125	7.3%	195	5.8%
30-34	111	6.7%	99	5.7%	210	6.2%
35-39	167	10.1%	144	8.4%	311	9.2%
40-44	44	2.7%	123	7.1%	167	4.9%
45-49	122	7.4%	134	7.8%	256	7.6%
50-54	106	6.4%	61	3.5%	167	4.9%
55-59	77	4.7%	131	7.6%	208	6.2%
60-64	75	4.5%	101	5.9%	176	5.2%
65-69	59	3.6%	71	4.1%	130	3.9%
70-74	73	4.4%	65	3.8%	138	4.1%
75-79	52	3.1%	61	3.5%	113	3.3%
80-84	52	3.1%	42	2.4%	94	2.8%
85+	21	1.3%	96	5.7%	119	3.5%
Total	1,652	100%	1,722	100%	3,374	100%

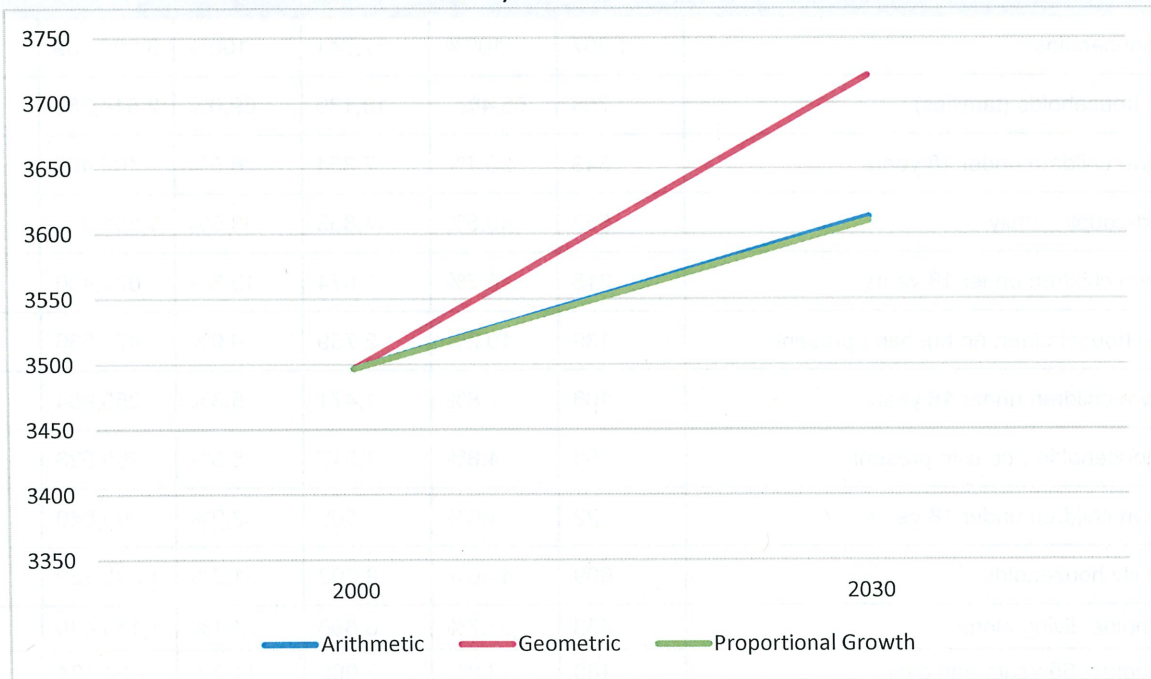
Data from 2014-2018 American Community Survey*



TABLE 9 YEAR 2030 POPULATION PROJECTIONS CITY OF CORUNNA			
Year 2030 Population Projections			
2010 (a)	Arithmetic (c)	Geometric (d)	Proportional Growth (e)
3,497	3,613	3,721	3,610

(a) Data from 2010 U.S. Census.
 (b) Represents extension of population trend between 2000 and 2010 based on constant growth in real numbers, performed by ROWE.
 (c) Represents extension of population trend between 1990 and 2010 on a percentage basis, performed by ROWE.
 (d) Represents population increase assuming Corunna grows at the same rate as Shiawassee County as a whole and preserves its current share of the County's population. Future County population projections taken from State Demographer's office, analysis performed by ROWE.

Figure 2
 Year 2030 Population Projections
 City of Corunna



1. No data for GLS Region V.
2. Population Projections by County from Office of the State Demographer only go through 2020.



TABLE 11 AVERAGE HOUSEHOLD SIZE 1990 – 2018			
Year	City of Corunna	Shiawassee County	State of Michigan
2000	2.33	2.64	2.56
2010	2.94	2.54	2.49
2018*	2.28	2.44	2.49

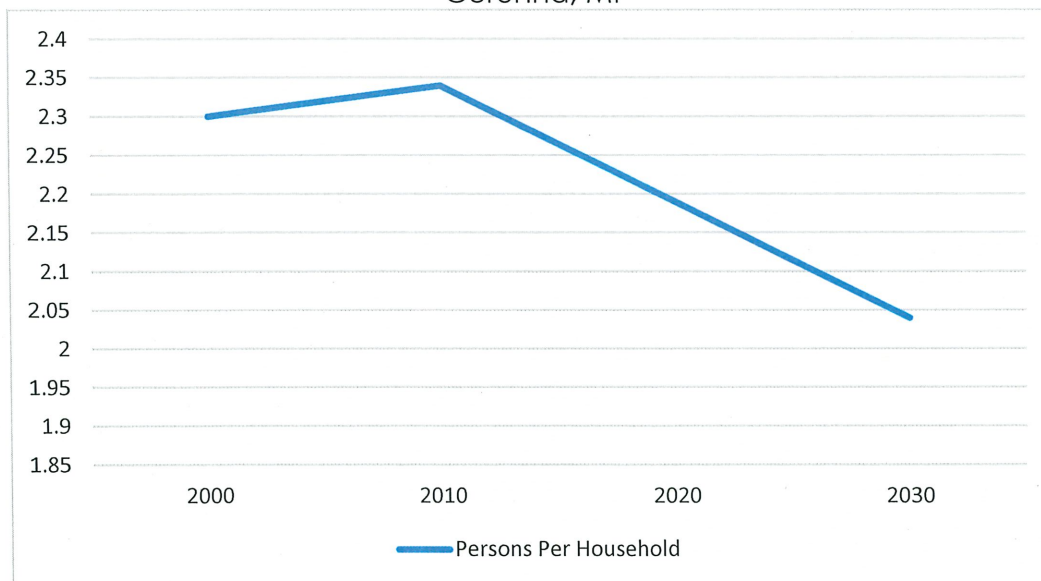
Data from 2000, 2010 US Decennial Census; 2014-2018 American Community Survey*

In most of the United States, household size has been decreasing due to couples having less children and a generally aging population. However, Corunna bucked this trend in the period between 2000 and 2010 with a slight increase in the City's average household size. However, by 2018 the average household size was estimated to have dropped, falling more in line with the state and national trends.

TABLE 12 PERSONS PER HOUSEHOLD TRENDS AND PROJECTIONS 2000 - 2030						
Category	2000 (a)	2010 (a)	Number	%	2020 (b)	2030 (b)
Persons Per Household	2.3	2.34	.04	1.7	2.19	2.04

(a) Data from 2000 and 2010 US Decennial Census
(b) Projections based on average household size change from 1980-2010

Figure 3
Persons Per Household Trends and Projections
Corunna, MI





Housing Characteristics

Housing is the principal land use in the city and changes in housing also reflect changes in household income, size, and type. Table 14 shows that the number of dwelling units in the city grew at a faster rate than either county or the state as a whole between 1990 and 2010. However, the rate of growth slowed considerably over the period 2000 to 2010 in comparison with the previous decade. The estimated growth from 2010 to 2018 is estimated to be substantial for all three levels of government. This has resulted in a limited drop in population even though the average number of persons per household has dropped significantly.

TABLE 14 HOUSING UNITS 1990-2018						
Housing Units	City of Corunna		Shiawassee County		State of Michigan	
	#	% Change	#	% Change	#	% Change
1990	1,115		24,864		3,419,331	
2000	1,320	18.4%	26,896	8.2%	3,785,661	10.7%
2010	1,384	4.8%	27,481	2.2%	3,872,508	2.3%
2018*	1,484	7.2%	30,242	10.0	4,580,939	18.3

Data from 1990, 2000, and 2010 U.S. Decennial Census; 2014-2018 American Community Survey*

TABLE 15 YEAR HOUSEHOLDER MOVED INTO UNIT 2014-2018*						
Housing Units	City of Corunna		Shiawassee County		State of Michigan	
	#	%	#	%	#	%
Occupied housing Units	1,367	100.0%	27,741	100.0%	3,909,509	100.0%
Moved in 2017 or Later	99	7.2%	1,053	3.8%	174,579	4.5%
Moved in 2015-2016	278	20.3%	2,627	9.5%	455,630	11.7%
Moved in 2010-2014	479	35.0%	7,043	25.4%	1,083,327	27.7%
Moved in 2000 -2009	234	17.1%	5,993	21.6%	941,173	24.1%
Moved in 1990- 1999	113	8.3%	4,560	16.4%	585,508	15.0%
Moved in 1989 and earlier	164	12.0%	6,465	23.3%	669,292	17.1%

*Estimates based on average of 2014-2018 surveys by American Community Survey

The data in Table 15 measures the transient character of a community. It indicates that the City's population tends to be less permanent than compared to the county or state. This is likely due to the higher percentage of rental housing in the city versus the county or state as a whole as shown in Table 16. This will shape the sorts of policies that the City



family housing made up 67.1 percent of all residential structures.

According to the ACS, mobile homes make up 0.0 percent (for all residential structures in the city, a reduction from 1.6 percent in the 2000 Plan.

TABLE 18 MEDIAN HOUSE VALUES 1990 - 2018						
Total Housing Units	City of Corunna		Shiawassee County		State of Michigan	
	\$	% Change	\$	% Change	\$	% Change
1990	\$42,300		\$47,200		\$60,600	
2000	\$84,800	100.0%	\$95,900	103.2%	\$115,600	90.8%
2014 - 2018*	\$89,700	5.8%	\$115,300	20.3%	\$146,200	26.5%

Data from 1990, and 2000 U.S. Decennial Census; *Estimates based on average of 2014-2018 surveys by American Community Survey.

Data in Table 18 shows the median value of housing in the City for the years 2000, 2010 and the average value between 2014 and 2018 and compares the change with the median for the county and state. The data shows an increase in housing value. Because of the gap in the data between 2000 and the average between 2014 and 2018, the likely drop in values caused by the “great recession” of 2008 to 2010 is not reflected other than in the modest increase in the later values.

TABLE 19 HOUSE VALUE 2014-2018*							
	City of Corunna		Shiawassee County		State of Michigan		
	#	%	#	%	#	%	
Specified owner-occupied units	697	100.0%	20,899	100.0%	2,777,114	100.0%	
Less than \$50,000	53	7.6%	1,886	9.0%	356,700	12.8%	
\$50,000 to \$99,999	353	50.6%	6,639	31.8%	549,812	19.8%	
\$100,000 to \$149,999	166	23.8%	5,187	24.8%	518,825	18.7%	
\$150,000 to \$199,999	61	8.8%	3,677	17.6%	463,677	16.7%	
\$200,000 to \$299,999	56	8.0%	2,386	11.4%	474,796	17.1%	
\$300,000 to \$499,999	0	0.0%	841	4.0%	300,205	10.8%	
\$500,000 to \$999,999	8	1.1%	206	1.0%	93,122	3.4%	
\$1,000,000 or more	0	0.0%	77	0.4%	19,977	0.7%	
Median (dollars)	\$89,700		\$115,300		\$146,200		

*Estimates based on average of 2014-2018 surveys by American Community Survey.



Shown in Table 22 is the year structures where built which can reflect the pattern of housing growth over time. The majority of the building structures in the City were built in 1939 or earlier (28.4 percent) followed by 1990 to 1999 (18.9 percent) and 1970 to 1979 (17.6 percent). The ACS data indicates that there have been very few buildings (30) built since 2010, although this is inconsistent with the 100 dwelling unit change shown in Table 14, although this may be due in part to the fact that year structure was build data is reported by the resident, and in some cases they may be off on the year. The current data does not appear to reflect the completion of Caviler Greene.

TABLE 22 YEAR STRUCTURE BUILT 2014-2018*						
	City of Corunna		Shiawassee County		State of Michigan	
	#	%	#	%	#	%
Total housing units	1484	100%	30242	100%	4580939	100%
2014 or Later	0	0.0	50	0.2	36909	0.8
2010 to 2013	30	2.0	171	0.6	54480	1.2
2000 to 2009	108	7.3	2598	8.6	453004	9.9
1990 to 1999	440	29.6	3657	12.1	504698	13.2
1980 to 1989	73	4.6	2489	8.2	454292	9.9
1970 to 1979	192	12.9	5260	17.4	704492	15.4
1960 to 1969	186	12.5	3542	11.7	546353	11.9
1950 to 1959	155	10.4	3337	11.0	687047	15.0
1940 to 1949	116	7.8	2213	7.3	355865	7.8
1939 or earlier	184	12.4	6925	22.9	638799	14.9

*Estimates based on average of 2014-2018 surveys by American Community Survey

TABLE 23 SELECTED MONTHLY OWNER COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME 2014-2018*						
	City of Corunna		Shiawassee County		State of Michigan	
	#	%	#	%	#	%
Housing Units with a mortgage	405	100.0%	12,369	100.0%	1,673,977	100.0%
Less than 20.0 percent	195	48.1%	6,565	53.1%	857,621	51.2%
20.0 to 24.9 percent	50	12.3%	1,756	14.2%	253,387	15.1%
25.0 to 29.9 percent	77	19.0%	1,448	11.7%	161,049	9.6%
30.0 to 34.9 percent	35	8.6%	732	5.9%	101,547	6.1%
35.0 percent or more	48	11.9%	1,868	15.1%	300,373	17.9%
Not computed	0		16		7,044	

*Estimates based on average of 2014-2018 surveys by American Community Survey



Employment Characteristics

Table 25 shows that over the period 2014 to 2018, there were 1,449 employed residents of the City of Corunna, a dramatic 21.4 percent increase from 2010. The increase is likely the result of the on-going economic recovery nation-wide since 2010 that has increased the number of jobs available.

The data in Table 25 also shows that the residents of the city are more likely to be employed in sales and office occupations and less in management, professional and related occupations than the county or state as a whole.

TABLE 25 OCCUPATION 2014-2018*						
OCCUPATION	City of Corunna		Shiawassee County		State of Michigan	
	#	%	#	%	#	%
Employed civilian population 16 years and over	1,449	100.0%	31,824	100.0%	4,598,487	100.0%
Management, professional, and related occupations	360	24.8%	9,037	28.4%	1,659,703	36.1%
Service occupations	182	12.6%	5,228	16.4%	815,617	17.7%
Sales and office occupations	418	28.8%	6,867	21.6%	981,395	21.3%
Natural resources, construction, and maintenance occupations	161	11.1%	3,772	11.9%	363,017	7.9%
Production, transportation, and material moving occupations	328	22.6%	6,920	21.7%	778,755	16.9%

*Estimates based on average of 2014-2018 surveys by American Community Survey

The employed residents are classified by ‘Industry’ in Table 26. The top classification for the City of Corunna is education, health, and social services (25.9 percent). This is somewhat greater than the county or the state. The second and third largest categories are manufacturing (17.2 percent) and retail trade (16.9 percent).



Income

Income is a strong indicator of the type of employment residents have and affects the local economy. The city's top three income brackets, in order, are \$50,000 to \$74,999 (24.3 percent), \$35,000 to \$49,999 (18.7 percent) and \$15,000 to \$24,999 (15.9 percent), as shown in Table 28. The county's top three, in order, are \$50,000 to \$74,999 (21.1 percent), \$35,000 to \$49,999 (15.6 percent) and \$100,000 to \$149,999 (12.8 percent). The state's top three income brackets, in order, are \$50,000 to \$74,999 (18.4 percent), \$35,000 to \$49,999 (13.8 percent), and \$100,000 to \$149,999 (13.6 percent). The City has a lower median household income than both the county and state. This is directly linked to the percentage of the population that are in higher income brackets than the county and state.

INCOME IN 2015*	City of Corunna		Shiawassee County		State of Michigan	
	#	%	#	%	#	%
Households	1,367	100.0%	27,741	100.0%	3,909,509	100.0%
Less than \$10,000	93	6.8	1,328	4.8	270,974	6.9
\$10,000 to \$14,999	69	5.0	997	3.6	152,415	4.7
\$15,000 to \$24,999	217	15.9	3,120	11.2	394,491	10.1
\$25,000 to \$34,999	156	11.4	2,922	10.5	359,924	10.1
\$35,000 to \$49,999	255	18.7	4,329	15.6	540,900	13.8
\$50,000 to \$74,999	332	24.3	5,852	21.1	719,122	18.4
\$75,000 to \$99,999	128	9.4	3,961	14.3	485,187	12.4
\$100,000 to \$149,999	70	5.1	3,562	12.8	531,579	13.6
\$150,000 to \$199,999	38	2.8	1,152	4.2	201,893	5.2
\$200,000 or more	9	0.7	518	1.9	187,024	4.8
Median household income (dollars)	43,264		54,472		54,938	

* Includes benefits (in 2018 inflation-adjusted dollars) Estimates based on average of 2014-2018 surveys by American Community Survey



TABLE 30 VEHICLES AVAILABLE 2014-2018*						
VEHICLES AVAILABLE	City of Corunna		Shiawassee County		State of Michigan	
	#	%	#	%	#	%
Households	1367		27741		3909509	
None	99	7.2	1535	5.5	305124	7.8
1	598	43.7	8295	29.9	1327568	34.0
2	510	37.3	10917	39.4	1513527	38.7
3 or more	160	11.7	6994	25.2	763290	19.5

*Estimates based on average of 2014-2018 surveys by American Community Survey

Lastly, the vehicle accessibility/availability is an indication of wealth to own and maintain cars as well as mobility. With a vehicle, one can get more locations at their convenience. At the same time, the density of development in cities allows households without a vehicle to function. Most of the City's households have one or two vehicles, but 7.8 percent have no vehicles, a somewhat greater percentage than the county but closer the states percentage. This may be in part due to the ability of a city resident to address most of their needs without a vehicle. It is significantly greater than the 15% estimated in the 2011 – 2015 American Community Survey data

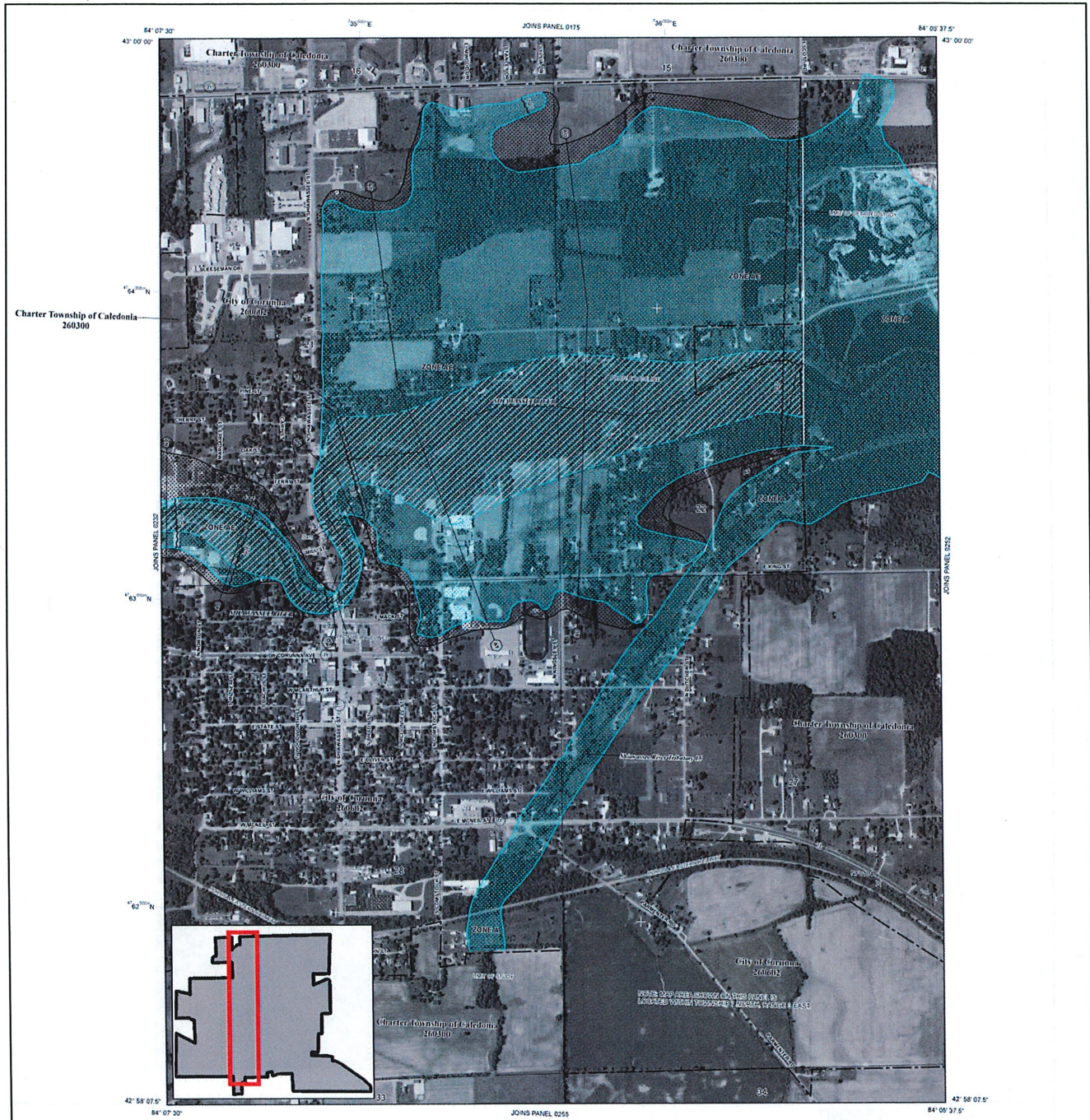


Map 2 Aerial / Natural Features





Map 3 Eastern Floodplain in the City of Corunna



LEGEND

SPECIAL FLOOD HAZARD AREAS (SFHAs) SUBJECT TO INUNDATION BY THE 1% ANNUAL CHANCE FLOOD
The 1% annual chance flood (100-year flood), also known as the base flood, is the flood that has a 1% chance of being equaled or exceeded in any given year. The Special Flood Hazard Area is the area subject to flooding by the 1% annual chance flood. Areas of Special Flood Hazard include Zones A, AE, AH, AO, AR, A99, V, and VE. The Base Flood Elevation is the water-surface elevation of the 1% annual chance flood.

ZONE A No Base Flood Elevations determined.
ZONE AE Base Flood Elevations determined.
ZONE AH Flood depths of 1 to 3 feet (usually areas of ponding); Base Flood Elevations determined.
ZONE AO Flood depths of 1 to 3 feet (usually sheet flow on sloping terrain); average depths determined. For areas of alluvial fan flooding, velocities also determine.
ZONE AR Special Flood Hazard Areas formerly protected from the 1% annual chance flood by a flood control system that was subsequently identified. Zone AR indicates that the former flood control system is being restored to provide protection from the 1% annual chance or greater flood.
ZONE A99 Area to be protected from 1% annual chance Flood by a Federal flood protection system under construction; no Base Flood Elevations determined.
ZONE V Coastal flood zone with velocity hazard (wave action); no Base Flood Elevations determined.
ZONE VE Coastal Flood zone with velocity hazard (wave action); Base Flood Elevations determined.

FLOODWAY AREAS IN ZONE AE
The floodway is the channel of a stream plus any adjacent floodplain areas that must be kept free of encroachment so that the 1% annual chance flood can be carried without substantial increases in flood heights.

OTHER FLOOD AREAS
ZONE X Areas of 0.2% annual chance flood; areas of 1% annual chance flood with average depths of less than 1 foot or with drainage areas less than 1 square mile; and areas protected by levees from 1% annual chance flood.
OTHER AREAS
ZONE X Areas determined to be outside the 0.2% annual chance floodplain.
ZONE D Areas in which flood hazards are undetermined, but possible.
COASTAL BARRIER RESOURCES SYSTEM (CBRS) AREAS
OTHERWISE PROTECTED AREAS (OPAs)
CBRS areas and OPAs are normally located within or adjacent to Special Flood Hazard Areas.

Floodway boundary
Zone D boundary
CBRS and OPA boundary
Boundary dividing Special Flood Hazard Area Zones and boundary dividing Special Flood Hazard Areas of different Base Flood Elevations, flood depths, or flood velocities.
Base Flood Elevation line and value; elevation in feet*
Base Flood Elevation value where uniform within zone; elevation in feet*
*Referenced to the North American Vertical Datum of 1988

MAP REPOSITORIES
Refer to Map Repositories list on Map Index

EFFECTIVE DATE OF COUNTYWIDE FLOOD INSURANCE RATE MAP
September 29, 2011

EFFECTIVE DATE(S) OF REVISION(S) TO THIS PANEL

MAP SCALE 1" = 400'
0 400 800 1200 1600
0 400 800 1200 1600



Map 3 shows that a considerable amount of land is within the 100-year flood plain on the eastern side of the City. Some land has already been developed, including the site of the Corunna High School, Walnut Acres Apartments, a portion of the Riverwalk Apartments site (but none of the apartments) and several residences north and south of the Shiawassee River, east of Shiawassee Street. However, large portions of the flood plain remain undeveloped. Portions of the floodplain may be appropriate for designation as recreation/conservation areas for the purpose of protecting neighboring development against flood hazards.

Map 4 shows the 100-year flood plain on the Western side of the city.

Wetlands

In 1979, the Goemaere-Anderson Wetland Protection Act was enacted by the State of Michigan. This legislation was passed to protect wetlands by restricting their use to certain activities (fishing, boating, farming, among others), while allowing other activities only after permit approval by the State of Michigan. Permits are approved only upon a review of an environmental assessment filed by the petitioner and upon a finding that the activity is in the public interest. In 1994, the act was incorporated into the Natural Resources and Environmental Protection Act.

Under the provisions of the Act, a wetland is defined as "land characterized by the presence of water at a frequency and duration sufficient to support, and under normal circumstances does support, wetland vegetation or aquatic life and is commonly referred to as a bog, swamp or marsh." The operative words are wetland vegetation. Therefore, the Act excludes those areas that are flooded in the spring but rarely have water in them at any other time of the year and, as a result, do not support aquatic plants or animals.

Once a wetland is designated as such, the next question concerns jurisdiction. In Michigan, there are federal and local wetland regulations, as well as the state provisions. The Michigan Department of Environmental Quality's authority is determined by using one of three tests. The acreage is within its jurisdiction if it:

- Has a permanent surface water connection, or is in otherwise direct physical contact with an inland lake or pond, river, stream or a Great Lake;
- Is a seasonal or intermittent stream (need not have year-round water and may be as small as 1 foot wide by 3 feet deep) or surface water connection to an inland lake or pond, river, stream or a Great Lake, or if it;
- Is greater than 5 acres in size and in a county of more than 100,000 population.

The Department of Environmental Quality with other partners have a wetland inventory for the City of Corunna using aerial photographs. This inventory is shown in Map 5.



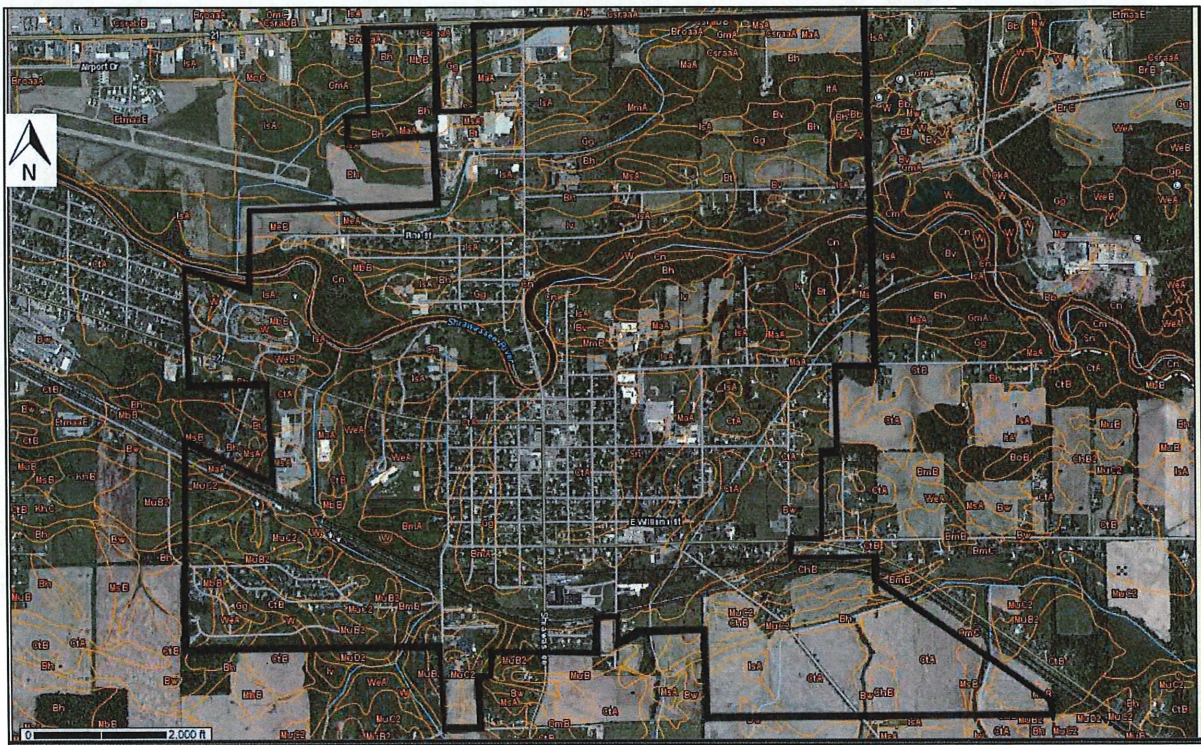
Soils

The U.S. Soil Conservation Service has conducted a soil survey of Shiawassee County. This investigation classified the soil types for undeveloped portions of the City of Corunna.

Of the several types of soils classified as sensitive, the common characteristics which they share is a high-water table.

While the wetness characteristics could offer constraints for residential, commercial, and industrial development, the soils offer only moderate limitations for picnic, playground, trail, and other similar types of recreational development. Sensitive soil areas within the City of Corunna are shown on Map 6.

Map 6 Soil Types in the City of Corunna



Climate

There are no unusual climatic conditions that would severely impede outdoor recreational activities. The weather is of the humid continental character modified by the Great Lakes. Temperature data obtained from the National Weather Service in Lansing reveal a mean annual temperature of 47.2 degrees Fahrenheit and average July temperature of 66.8 degrees Fahrenheit. Uniform precipitation occurs at a rate of 28.8 inches per year. Average snowfall in the area is 41.4 inches annually. Variations in the weather pattern afford local residents an opportunity to enjoy seasonal recreational activities.



Chapter 4 Market Assessment

Introduction

In 2014, the City of Corunna, the City DDA, and the Corunna Public Schools hired the Gibb's Planning Group to conduct a retail and residential market analysis. The report was presented to the City in September 2014. The housing and commercial market assessments were revised to reflect the information from that report.

Housing Requirements

The report projected that the "Corunna market area will have a demand for 25 to 40 additional age-targeted housing by 2016, and will continue at that annual rate through 2021 as the active adult population bulge evolves out of their existing 50-year-old housing stock. In addition, Corunna has a demand for up to 65 to 75 urban loft-type apartments if located within walking distance of the downtown and built with high ceilings, large windows, and modern fixtures.

The "age-targeted" housing is primarily for empty-nesters transitioning from larger homes and looking for a walkable, urban setting. The report recommends housing consisting of "inline four to six-plex buildings."

Figure 4
Multiple Unit Housing



From City of Corunna Retail & Residential Market Analysis, Gibbs Planning Group

The demand for 65 to 75 (total) urban loft-type apartments is to provide sites for "young singles and couples, single parents and empty nesters." Some of these may be addressed by the Cavalier Greene Apartments, although many of those units will be designed for families and the elderly, leaving excess demand for loft type apartments that could be provided as part of new commercial development or through conversion of the second floor of the few downtown buildings that do not already have apartments on the second floor.



TABLE 31 EMPLOYMENT/DENSITY RATIOS FOR ESTIMATING INDUSTRIAL LAND USE *	
Industry	Average Number of Employees Per Net Site Acre
Industrial Industries (includes electrical equipment and supply, printing and publishing, apparel and textile products, transportation equipment and similar uses)	30
Intermediate Extensive Industries (includes lumber and wood products, furniture and fixtures, food and kindred products, transportation equipment and similar uses)	14
Extensive Industries (includes tobacco products, petroleum and coal products, wholesale trade and similar uses)	8

*Urban Land Institute, Industrial Development Handbook, 1975

TABLE 32 POPULATION RATIOS FOR ESTIMATING INDUSTRIAL LAND USE *	
Category	Ratio
Total gross land requirement for all industry	12 acres/1,000 population
Land requirements for light industry	2 acres/1,000 population
Land requirements for heavy industry	10 acres/1,000 population

*Joseph DeChiara and Lee Koppleman, Planning Design Criteria, 1969

TABLE 33 LAND USE RATIOS FOR ESTIMATING INDUSTRIAL LAND USE *	
Community Size	Percent Industrial Land Average
Small Cities and Towns (under 42,000 people)	8%
Large Cities (over 200,000 people)	12%

*American Planning Association, PAS Memo: Land Use Ratios, May 1983



Figure 5
 Downtown Corunna



From City of Corunna Retail & Residential Market Analysis, Gibbs Planning Group

TABLE 34 2014 SUPPORTABLE RETAIL*	
Category	Size (SF)
Apparel Stores	1400 sf
Auto Parts Stores	400 sf
Beer, Wine, and Liquor Stores	600 sf
Book and Music Stores	400 sf
Department Store Merchandise	3,800 sf
Electronic Stores	900 sf
Florists	100sf
Furniture Stores	900 sf
General Merchandise Stores	11,300 sf
Grocery Stores (Expansion)	19,000 sf
Hardware	1,800 sf
Home Furnishings Stores	400 sf
Jewelry Stores	800 sf
Lawn and Garden Supply Stores	200 sf
Miscellaneous Store Retailers	700 sf
Pharmacy	1,400 sf
Shoe Stores	600 sf
Specialty Food Stores	1100sf
Sporting Goods & Hobby Stores	1,200 sf
Breweries and Pubs	1,900 sf
Full-Service Eating Places	5,600 sf
Limited-Service Eating Places	4,800 sf
Specialty Food Services	1,200 sf
*From City of Corunna Retail & Residential Market Analysis, Gibbs Planning Group	



Chapter 5 Infrastructure Analysis

Transportation

The transportation network of a community is an integral part of planning and must be evaluated in connection with the present and future land uses in the community. In the City of Corunna specifically, on-going changes along major corridors enhance the need for analysis of their potential impact on traffic flow and future land use.

The following is an update of a transportation analysis completed by Wade-Trim in 1994 to identify and assess the City of Corunna's transportation infrastructure.

State and Federal Highways

The City of Corunna is bisected diagonally by M-71, a state highway linking I-69, near Durand, with M-21 in Owosso. Within the City of Corunna, M-71 follows East McNeil Street, Shiawassee Street, and Corunna Avenue at various locations.

M-21 skirts the northern portion of the City of Corunna and serves as a link between Flint, Lapeer, and Port Huron to the east with Owosso, St. Johns, Ionia, and eventually Grand Rapids to the west. Prior to the opening of the interstate highway system, this route served as one of the primary east-west corridors across Michigan. It continues to serve a significant amount of truck traffic servicing the mid-Michigan area.

From the intersection of Shiawassee Street eastward, M-21 is mainly a two-lane highway; however, it widens to four lanes plus a center turn lane just east of Shiawassee Street and continues this configuration along the City of Corunna's northwest boundary and on in to the City of Owosso, where it loses the center turn lane.

Local Street System

The street system within the City of Corunna is primarily a traditional grid pattern of intersecting north-south and east-west streets. The further removed one is from the central business district and surrounding neighborhoods, the less likely this grid pattern continues. To the north of downtown, the Shiawassee River acts as an inhibitor to travel. Likewise, to the south, the two sets of railroad tracks also serve to break-up the continuity in the City's street system.

At this point, Corunna has very few streets which do not follow parallel routes to the grid and has only a few dead ends or cul-de-sacs, mostly located in the southern half of the City.

The majority of City streets are constructed of asphalt (with or without curb/gutter), but a number of streets within the central portions of Corunna are of concrete construction. Additionally, there are several unpaved streets remaining in the City at the following locations:



TABLE 36 24-HOUR TRAFFIC VOLUMES IN CORUNNA: 2016(A)		
Streets or Route	Count Location	12/16
West Corunna Ave (M-71)	West of Norton Street	7,000
West Corunna Ave (M-71)	West of Shiawassee Street	10,100
South Shiawassee Street (M-71)	North of McNeil Street	8,700
McNeil Street (M-71)	East of Shiawassee Street	6100
M-21	East of Escott Road	9,700
M-21	East of Shiawassee Street	11,500
M-21	West of Shiawassee Street	17,600

(A) Source: Michigan Department of Transportation (MDOT)

Map 9 Average Daily Traffic



From Average Annual Daily Traffic (AADT) Map MDOT Website;
<http://www.michigan.gov/mdot/0,4616,7-151-11151-22141--,00.html>

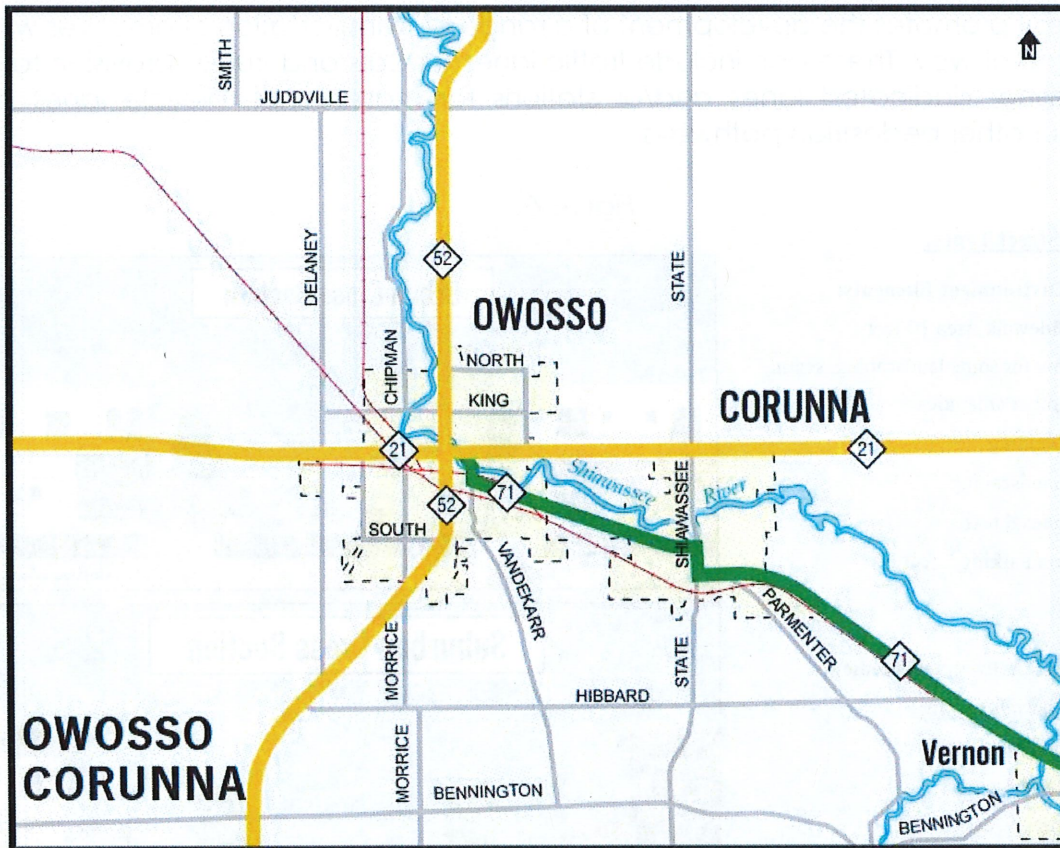
As is evident from these figures, M-21 is the busiest route in Corunna, particularly west of Shiawassee Street. The continuing development along this section should serve to increase these figures further.



Truck and Delivery

Six motor freight carriers currently serve Corunna and Owosso. In 1990, according to MDOT statistics, approximately 390 commercial vehicles per day utilized M-21 through Corunna, and 160 utilized M-71 through the City. With impending loss of rail service, it is possible that not only the number of firms serving the area may increase, but the number of truck trips along these routes may increase as well.

Map 10 2015 Truck Operations Map



MDOT's 2015 Truck Operations Map shows M-21, M-52, and M-71 as being part of the National Truck Network. The map also indicates that there are no special designated highways or seasonal routes in Shiawassee County. M-71 between I-69 and Owosso (including through Corunna) is designated as "open to legal axle loads" and is an all-season route. The same is true for M-21, M-52, and I-69.

Air Service

The Owosso Community Airport is located in Caledonia Township, between Corunna and Owosso. The airport consists of three runways of 4,300, 2,599, and 2,483 feet, respectively. Runway 10-28 is constructed of an all-weather bituminous surface. The other two runways are turf, but Runway 18-36 is scheduled to be converted to a bituminous surface. Radar is not provided at the airport. Scheduled passenger service is currently unavailable from the Owosso Community Airport. However, charter and fixed based operations are provided by Flight One. Scheduled passenger service for



limited to SATA as discussed above, dedicated mass transit lanes or stations/stops would not be relevant. However, an increase in bicycle and pedestrian opportunities would be.

M-71 is the primary transportation corridor in the city and is under the jurisdiction the Michigan Department of Transportation (MDOT). M-21 runs along the northern boundary of the city. Public Act 135 of 2010 required MDOT to develop a Complete Streets policy to promote safe and efficient travel for all legal users of the transportation network under the jurisdiction of MDOT. Public Act 135 defines complete streets as "...roadways planned, designed, and constructed to provide appropriate access to all legal users in a manner that promotes safe and efficient movement of people and goods whether by car, truck, transit, assistive device, foot, or bicycle." The city has worked with MDOT in improvements along M-71, including widening of sidewalks adjacent to McCurdy Park.

The city has also extended and repaired sidewalks along major streets in the city over the past few years. A complete streets concept could include the continuation of this policy along with the consideration of strategies for improving bicycle safety through the designation of shared vehicle/bike lanes.

The next step in consideration of complete street strategies would be the adoption of a complete streets policy by the city council. This is identified as a strategy in the Goals, Objectives, and Policy Statements Chapter and the Implementation Chapter of this plan. This would be followed by development of complete street standards for use in redesign or redevelopment of city streets in the future.

Utilities

Much like the transportation network serving a community, the utility network is a primary consideration in land use planning for a community. Many times, for example, a development will depend on access to water and/or sewer lines. Taking this into account, as part of the infrastructure analysis, the utilities were also reviewed.

Water

The majority of Corunna is served by public water through linkage with the City of Owosso's water system. Map 11 shows the existing water lines. Areas not currently provided by public water, include properties in and near M-21, and outlying properties along Walnut Street, Louise Street, and Park Lane.

Identified issues related to the current water system are primarily related to the need to reduce dead end lines, and to create a larger water loop in the system to allow for a greater equalization of water pressure throughout the system. In particular, future development of the system north towards M-21 should be looped.

The city's current water agreement with Owosso gives Corunna's usage of 330,000 gallons per day. Based upon on current average usage, the city has 125,000 gallons per day of excess capacity available for future uses.

Current plans for future capital improvements include updating of infrastructure along M-21 and additional sewer lining and manhole rehab.



Capital Improvement Program

In 2018, the City of Corunna adopted a Capital Improvement Program with the assistance of Capital Consultants, now C2AE. The firm is currently working with the city on an update to that plan, which is expected to be completed in the next few months.

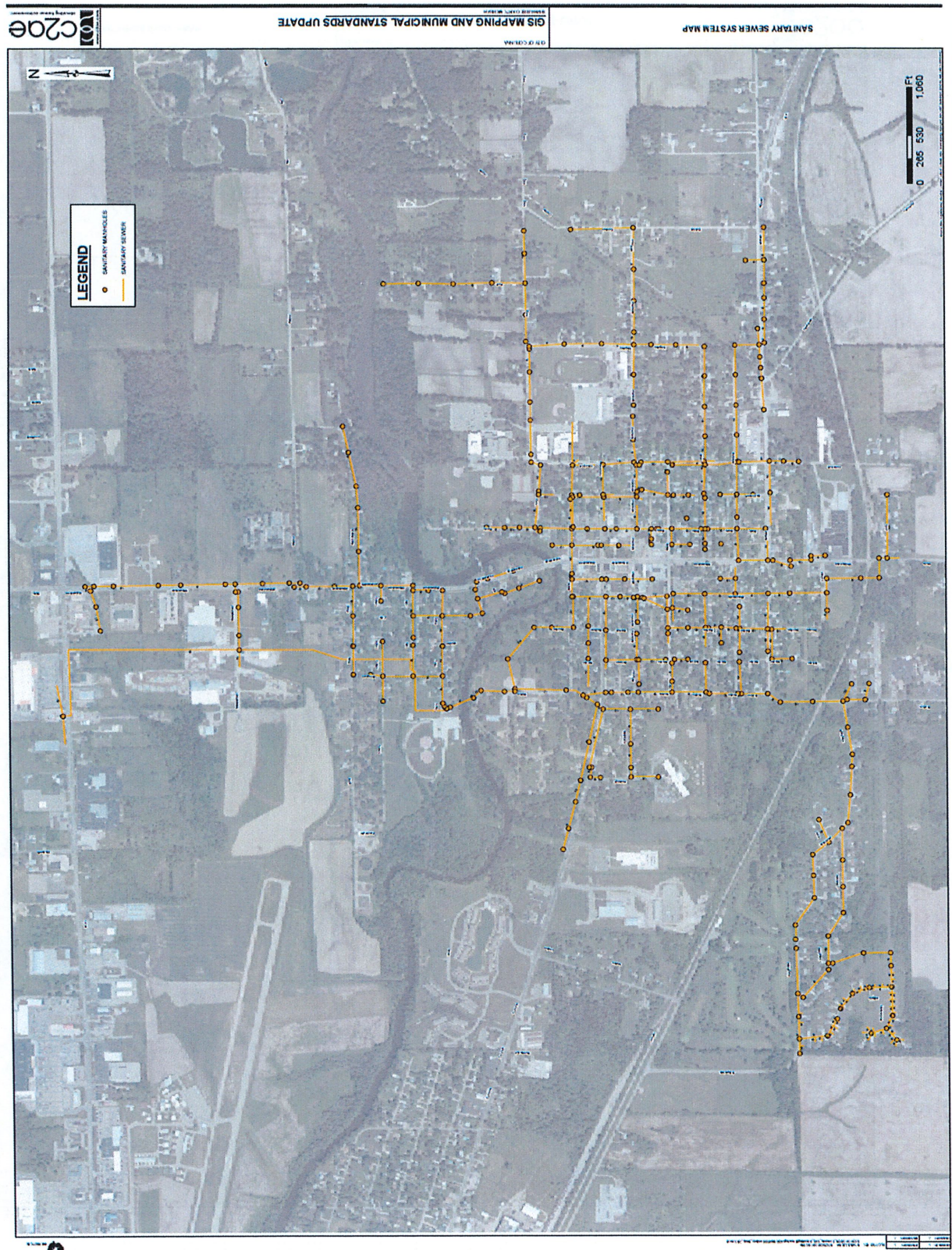
**TABLE 37
 CAPITAL IMPROVEMENTS PROGRAM SCHEDULE
 2019 -2033**

PROJECT	COST	YEAR
MANHOLE PROJECT #1 – 5 structures lined or replaced	\$9,000	2019-2023
MANHOLE PROJECT #2 – 1 structure flow channel replaced	\$3,000	2019-2023
MANHOLE PROJECT #3 – 6 structures cone and chimney replaced	\$14,000	2019-2023
MANHOLE PROJECT #4 – 50 structures replaced	\$48,000	2019-2023
SEWER PROJECT #1 – 12 sanitary pipe reaches spot lined	\$34,000	2019-2023
SEWER PROJECT #2 – 34 storm pipe segments spot repair, spot lining, and total length lining	\$79,000	2019-2023
MANHOLE PROJECT #5 – 21 structures, chimney lined	\$28,000	2024-2033
MANHOLE PROJECT #6 – 63 structures, chimney lined or rehabed	\$66,000	2024-2033
MANHOLE PROJECT #7 – 63 structures, chimney or entire structure replaced	\$32,000	2024-2033
MANHOLE PROJECT #8 – 63 structures, chimney lined or rehabed	\$51,000	2024-2033
SEWER PROJECT #3 – 25 sanitary pipe segments spot, repair, spot lining, and total length lining	\$198,000	2024-2033
SEWER PROJECT #4 – 16 storm pipe segments spot repair, spot lining, and total length lining	\$247,000	2024-2033
SEWER PROJECT #7 – 1 sanitary pipe segment grouting and spot repair	\$2,000	2024-2033
SANITARY COLLECTION SYSTEM PUMP STATION – repairs or replacement		2024-2033



City of Corunna
Master Plan
2018 – 2038

Map 12 Sewer Map





Chapter 6 Goals, Objectives, and Policy Statements

Introduction

Before a community can actively plan for its future growth and development, it must first set certain goals and objectives that define the boundaries of its needs and aspirations and, thus, establish a basis for Future Land Use Plan formulation. These goals and objectives must reflect the type of community desired and the kind of lifestyle its citizens wish to follow, given realistic economic and social constraints.

Public Engagement

In order to verify the public's support for the objectives and policies outlined in this plan, the Planning Commission, City staff, and ROWE Professional Services conducted a Master Plan Open House. The open house was conducted in conjunction with the Community Chili Cook off on April 1st at the Community Center. The open house consisted of a series of five boards, each addressing a proposed objective identified as important by the Planning Commission. On each board was a series of potential policies to address the objective with illustrations helping to clarify each policy. ROWE and City staff were also available to help answer questions from the open house participants. Each participant was provided a survey that coincided with the boards. They were asked to rank each objective from "Very Important" to "Not Important" and each strategy on a scale from 1 to 10, with 1 being not very effective in addressing the goal to 10 being very effective.

A total of 25 individuals participated in the open house. A complete summary of the responses is included in Appendix A.

TABLE 38 OPEN HOUSE SUMMARY OF IMPORTANT OBJECTIVES	
Objectives	% Important or Very Important
Residential: Attractive living environment for all incomes and age groups	100.0%
Commercial: Full range of shopping service needs	91.3%
Industrial: Attract development for industrial sites	90.5%
Environment: Protect the city's natural resources	100.0%
Transportation: Promote pedestrian mobility	91.7%



7. Create a vibrant, successful community that promotes economic activity and enhances the quality of life for all residents

Objectives and Policies

With the primary goals in mind, the following specific objectives and policy statements have been formulated to guide action-oriented programs in the community.

Agriculture

Objective

Continue to allow non-conforming agricultural uses in the city, but the city will not encourage expansion or intensification of those uses.

Policies

1. Exclude commercial agriculture from the uses allowed in the city due to its inappropriateness as a long-term land use in the community. This is not intended to exclude agricultural processing from the city's industrial district.
2. Allow for noncommercial urban agriculture uses either through the zoning ordinance or general ordinances only to the extent that it does not trigger preemption under the Right-to Farm Act.
3. Clarify in the zoning ordinance that leaving land fallow for a year or two does not result in abandonment of the non-conforming right to use property for crop production.

Residential Development

Objective

To provide a variety of attractive living environments in planned residential areas and areas of mixed use for all income and age groups.

Policies

1. Provide all possible means of encouraging the rehabilitation and conservation of the existing housing stock.
2. Require that suitable and adequate transition areas or buffers be established between residential, commercial, and industrial areas where appropriate to maintain property values and physical attractiveness, while also permitting mixture of uses when this can be accomplished in a method that minimizes land use conflict.
3. Provide for the development of a reasonable mix of housing types and densities tailored to current and future community needs in order to allow housing opportunities for all residents of all ages, sex, race, income, and physical ability.
4. Identify those areas which, by virtue of existing development and/or ability to be most economically served with public utilities and other essential services, are best suited for concentrated residential development.



3. Encourage the development of new types of industries and those that are economically associated with the existing industrial base.
4. Locate industrial areas where they have reasonable boundaries and are not subject to encroachment by incompatible uses.
5. Preserve and rehabilitate appropriate industrial areas by removing incompatible uses, consolidating land, and removing vacant and substandard buildings, as well as giving particular attention to landscaping, buffer strips, off-street parking, and other design matters.
6. Incorporate and utilize the concept of development of industrial land in industrial parks or planned industrial districts with well-designed points of entrance and exit, controlled site and building design, and adequate parking areas.

Public/Semi-Public Land Uses

Objective

Provide for public and semi-public use areas offering a variety of opportunities for human fulfillment in locations appropriate for their development and utilization.

Policies

1. Encourage the development of park and open space areas in conjunction with any future major residential development, including multiple-family projects.
2. Wherever feasible, develop pedestrian pathways and bicycle paths.
3. Encourage cooperation with federal, state, county, and local agencies in the preservation of open space as a natural resource.
4. Encourage the development of recreation opportunities in the City to provide for social interaction of various age groups.
5. Utilize recreation facilities to protect and preserve environmentally sensitive areas.
6. Establish programs designed to implement the Recreation Plan goals, objectives, and recommendations.

Environment

Objective

Plan for future development that protects the city's natural resources.

Policies

1. Evaluate future development to ensure compliance with floodplain and wetland regulations
2. Limit the density of development along the Shiawassee River in areas where there is a potential for impact on natural features.
3. Promote the appropriate redevelopment of Corunna Dam site.



Chapter 7 Future Land Use Plan

Introduction

The Future Land Use Plan is designed to serve as a guide for future development. If it is to serve the needs of the community and function effectively, it must incorporate several important characteristics.

The Plan Must Be Generalized

The Plan, by its very nature, cannot be implemented immediately. Therefore, only generalized locations (not necessarily related to property lines) for various land uses are indicated on the Plan.

The Plan Should Embrace an Extended but Foreseeable Time Period

The Plan depicts land uses and community development strategies through the year 2040.

The Plan Should Be Comprehensive

The Plan, if it is to serve its function as an important decision-making tool, must give adequate consideration to the sensitive relationships which exist between all major land use categories, including environmentally sensitive properties.

The Plan Should Acknowledge Regional Conditions and Trends

The City of Corunna is an integral part of the Corunna-Owosso Region; therefore, the Plan should acknowledge the City's regional context. Through recognition of regional implications, the City's Future Land Use Plan will be more realistic and reasonable in terms of guiding the future utilization of land resources in the City.

The Plan Must Be Flexible

The Plan may require periodic revisions to reflect significant changes in local, state, or national conditions which cannot be foreseen at this time. For example, within the past thirty years, several major innovations in land development have occurred. Included among these are: the initiation and expansion of the freeway system; modifications in shopping facilities (shopping centers, enclosed malls, free parking); relocation of employment centers from the cities to the suburbs; changes in housing preferences from the traditional single-family home to apartments, townhouses, condominium, and mobile homes; and the declining family size.

It is, of course, impossible to predict the variety of changes which may occur over the next decade or two. Therefore, the Plan should be analyzed and modified periodically to reflect changing conditions.

The Plan Must Be Updated Periodically

A comprehensive review of the Future Land Use Plan should be undertaken approximately every five years to provide for an adequate analysis of new conditions and trends. Should major rezonings which are in conflict with Plan recommendations be accomplished, the Plan should be reviewed and amended accordingly, to reflect the current community development goals and policies.



Another concept which adds flavor to single-family neighborhoods is planned unit development. This incorporates a mixture of land uses such as single-family housing, multiple-family housing, and common open spaces. This would create a slightly higher density than proposed for low density residential and, at the same time, could establish an area with a variety of housing types.

Cluster subdivisions and planned unit developments are new concepts which should be encouraged in future single-family development, where density bonuses are given to developers as a means of preserving fragile or environmentally important lands.

The locational criteria for single-family land use includes property with access to municipal sewer or with soils capable of supporting individual septic fields, properly buffered from intensive uses including commercial, and industrial uses

Downtown Multiple Family Residential

This land use classification identifies areas in or adjacent to the city's downtown that provide locations for multi-family residential uses, either through adaptive reuse of existing structures or through new construction. The intent of this district is to promote a greater mixture of uses in the downtown, provide for a greater range of housing opportunities in the city, and strengthen the downtown by increasing the supply of potential customers for its businesses,

The locational criteria for downtown multiple family residential land uses are sites located in or adjacent to the downtown with adequate space for off-street parking or alternative sites for such parking.

Multiple-Family

Approximately 99 acres of land area have been allocated for multiple-family development. Permitted uses within this district would be group housing for the elderly, garden apartments, townhouses, multiplex, and duplex units. Projects can either be condominium or rental development.

While a significant amount of land is classified as multiple-family, it should be noted that the single-family classification pyramids with the multiple-family land use. In this way, it is permissible to have single-family uses in a multiple-family area, but multiple-family land uses are not permitted in a single-family district.

In considering areas appropriate for development of multi-family development, the following plan policy should be taken into consideration:

- Identify those areas which, by virtue of existing development and/or ability to be most economically served with public utilities and other essential services, are best suited for concentrated residential development.
- The locational criteria for multiple-family land uses are areas served by municipal water and sewer, with direct access to a major street or state highway, except for small sites that would allow for four or fewer units.



The location of business uses is an important consideration in the plan because of its economic importance and effect on traffic and neighboring land uses. Under the envisioned breakdown of commercial uses into three distinct districts.

The CBD would include those commercial and office activities suitable to a small downtown area. Predominately these uses, would involve commercial activities which do not require large individual parking lots or individual points of ingress/egress. It would be an area oriented heavily toward pedestrian usage.

The Business Service District would include these uses which might require small individual parking lots and individual points of ingress/egress, and is located primarily on both ends of M-71. Two sites that were a former gas station and Road Commission garage on the south end of the CBD have been designated for the Business Service District in order to facilitate their redevelopment. It is not the Plan's intent to extend this land use classification any further into the CBD due to the negative impact auto-oriented developments can have on a pedestrian-based downtown environment. Establishment of a Business Service District "node" at the intersection of M-71 and Parmenter Road and extending west to the site of the former Road Commission site is proposed. The remaining stretch of M-71 to State Street is intended to remain Residential-Office, and further encroachment of the commercial district is not proposed.

The General Business District would include those commercial uses that, due to their need for large parking areas, large land requirements, or objectionable character, are not suited to inclusion in the other two districts. While this district would include uses whose parking and transportation needs may be unsuitable for inclusion in the other commercial districts, care should still be given to minimizing points of ingress/egress and to providing adequate landscaping and greenbelts to soften their impact on surrounding land uses and improving their overall aesthetic appearance.

These proposals have been made on a basis which reflects future local population densities and acknowledges general regional trends and traffic patterns. Future commercial rezoning requests, which are not in conformance with the Future Land Use Plan, must be carefully analyzed in terms of their potential effect on the existing, vacant, commercially zoned properties. The indiscriminate rezoning of properties for commercial use will hinder the development of existing commercially zoned properties. The result will be a pattern of commercial development which does not adequately serve the local and regional populations.

In considering areas appropriate for development of commercial development the following plan policies should be taken into consideration:

- Encourage the location of shopping facilities in along major streets and highways that can safely and adequately handle commercial traffic.
- Provide for an adequate amount of land zoned for all types of commercial development to provide opportunities for expansion of the city's retail and office land use.



Industrial developers will have their investment protected through zoning and covenants established by the industrial park in which they would locate. The types of industry that the City should seek to attract are not interested in the old ribbon roadside-type development with pockets of residential uses intermingled with industrial. They create traffic conflicts, stifle expansion opportunities, and make difficult or impossible the assembly of separate parcels into sufficiently large sites for industrial use.

The Master Plan also includes areas for heavy industrial uses. It is the intent of the plan to segregate these uses, where possible, and the City should develop stringent standards to minimize the impacts on surrounding land uses.

In considering areas appropriate for development of industrial development the following plan policies should be taken into consideration:

- Concentrate industrial development in areas of the City which have sufficient facilities and services to support industrial activity, including adequate all-weather roads and needed utilities.
- Discourage random industrial development throughout the City, with the exception of low intensity industrial uses that may be appropriate as part of a mixed-use development.
- Locate industrial areas where they have reasonable boundaries and are not subject to encroachment by incompatible uses.

Locational criteria for both types of industrial classifications include direct access to all-weather roads and the availability of water and sewer service. Light industrial uses are more compatible with commercial and office uses and may be appropriate for some mixed-use developments. Heavy industrial should target large parcels that can be adequately buffered from other uses, particularly residential uses

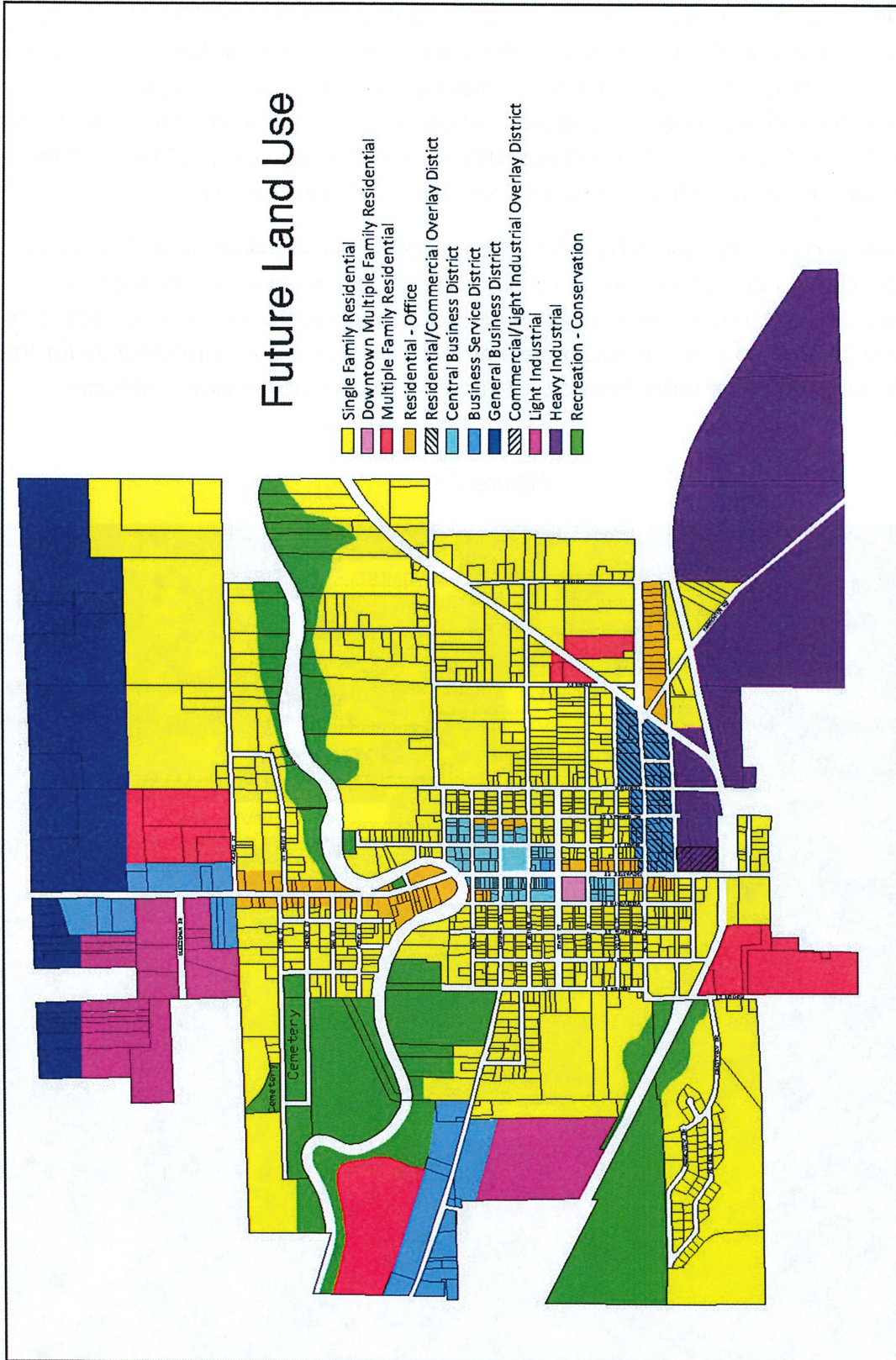
Recreation/Conservation

If the City of Corunna is to fulfill its increasing role as an optimum community environment with a full range of community services, it must actively encourage the preservation of environmentally sensitive and/or important lands.

The Future Land Use Plan incorporates an open space network - the Recreation/Conservation classification. It is necessary for a City to have lands available, but it is also necessary to have land remain in its natural state untouched by any type of development. The value to the public of certain open areas of the City is represented in their natural, undeveloped, or unbuilt condition. It is recognized that the principal use of certain open areas is, and ought to be, the preservation, management, and utilization of the natural resource base possessed by these areas. In order that its value may be maintained and this use encouraged, this Plan has established a district designed to regulate the density and location of buildings and structures, and the use of parcels and lots, in order to protect and enhance the City. Examples of such assets are the City's natural resources, natural amenities, natural habitats of wildlife, watershed and reservoir areas, public recreation areas, and the public health, safety, and welfare.



Map 14 Future Land Use





City of Corunna
Master Plan
2020 - 2040

The property is adjacent to the County DPW building to the north that also houses other county offices and a farm field to the south that also is the site of the city's water tower. Other surrounding land uses include an apartment complex and single-family homes. The city owns property to the east of the facility that can be used to connect it with Shiawassee Street.

The site is served by city water and has frontage on Norton Street, a paved two-lane street without sidewalks.

Although the property is currently designated in the Future Land Use Map as Multi-family, the property is ideally suited for the proposed Planned Unit Development district. Potential uses would include a mix of multi-family and single-family residences as well as office uses. The PUD district would also allow for clustering of uses in order to address some small patches of wetland that appear to be on the site.

Using the city's access to Shiawassee Street would allow development that otherwise might generate excessive traffic for Norton Street and allow for additional connections to the city utilities. Possible extension of the city's sidewalk system south from Lyman Street would allow the property to be connected to the city's pedestrian network.



Chapter 8 Plan Implementation

Introduction

The City of Corunna's Plan is, itself, a comprehensive community policy statement. The Plan is comprised of a variety of both graphic and narrative policies intended to function as benchmarks and to provide basic guidelines for making reasonable, realistic community development decisions. The Plan is intended to be employed by City officials in making planning, zoning and infrastructure, decisions and to assist City of Corunna citizens and property owners with an understanding of the community's vision of its future. When circumstances change and the vision for the future is altered, the plan should be amended or updated in order to prevent confusion.

The completion of the Plan is but one part of the community planning process. Realization, or implementation of the goals, objectives, and recommendations of the Plan can only be achieved over an extended period of time and only through the cooperative efforts of both the public and private sectors. Implementation of the Plan may be realized by actively:

- assuring community-wide knowledge, understanding, support, and approval of the Plan;
- regulating the use and manner of development of property through up-to-date reasonable zoning controls, subdivision regulations, and building and housing codes;
- providing a program of capital improvements and adequate, economical public services by using available governmental financing techniques to encourage desired land development or redevelopment;
- implementing other strategies designed to promote the Master Plan;
- participating with the private sector in the process of co-development, whereby local government provides incentives, subsidy, or other inducements to assist the private sector in their development efforts;
- adopting a strategic plan for implementing the critical strategies that are most likely to promote the plan's vision;
- establishing a set of criteria for the future review and update of the plan; and
- establishing a decision tree for using the plan in review of future rezonings.

Public Support of the Long-Range Plan

The necessity of citizen participation and understanding of the general planning process and the specific goals, objectives, and policies of the Plan are critical to the success of the City planning program. To that end, this Plan calls for:

Making this Plan available on the City website.

Make other plans and ordinances related to the City's development available through the City website, including the Downtown Development Authority TIF and Development Plans, the City zoning ordinance, the City Capital Improvement Plan, the City Parks and Recreation Plan, and other reports prepared by the City addressing future development.



9. Incorporate incentives for development of projects that incorporate mixed uses and other place making strategies, particularly downtown.
10. Provide for flexibility in adaptive reuse of commercial, office and institutional land uses as well as development of existing vacant land including the provision of a Planned Unit Development zoning district.
11. Encourage the development of park and open space areas in conjunction with any future major residential development, including multiple-family projects.
12. Develop pedestrian pathways and bicycle paths wherever feasible.
13. Evaluate future development to ensure compliance with floodplain and wetland regulations.
14. Provide for incentives for the preservation of trees and the protection of other natural resources in the zoning ordinance.
15. Adopt procedures for the review of site plans and other zoning requests that coordinate issues of city staff including police, fire and DPW along with applicable other agencies such as the County Health Department and MDEQ.
16. Amend the zoning ordinance to detail the responsibilities of the Planning Commission, ZBA, City Council, and staff.
17. Provide a method for gathering feedback from developers and the public on the planning and zoning processes and a method for incorporating changes into ordinances and policies, as necessary.
18. Provide incentives under the zoning ordinance to encourage installation of bike racks at businesses and institutional uses.

Subdivision Control

The City of Corunna adopted a subdivision control ordinance under the authority of the Land Division Act. The infrastructure standards in the ordinance should be reviewed for consistency with adopted city infrastructure standards.

Capital Improvements Program

The term "capital improvements" is generally intended to embrace large-scale projects of a fixed nature, the implementation of which results in new or expanded public facilities and services. Such items as public building construction, park development, sewer installation, waterworks improvements, street construction, land acquisition, and the acquisition of certain large-scale pieces of equipment (graders, sweepers, trucks, etc.) are included in the Capital Improvements Budget.

Few communities are fortunate enough to have available at any given time sufficient revenues to satisfy all demands for new or improved public facilities and services. Consequently, most are faced with the necessity of determining the relative priority of specific projects and establishing a program schedule for their initiation and completion. The orderly programming of public improvements is to be accomplished in conjunction with a long-range plan.

In essence, the Capital Improvements Program (CIP) is simply a schedule for implementing public capital improvements which acknowledges current and anticipated demands, and which recognizes present and potential financial resources available to the community. The CIP is a major planning tool for assuring that they



Co-Development

Local government must also be cognizant of enhancing the financial feasibility of private development projects through "co-development." Co-development is simply the joint public and private investment for a common purpose.

Strategic Implementation Plan

The following are a list of strategies the Planning Commission has determined are the top priority in the implementation of the Master Plan. They are to be undertaken over the next three to five years. The party responsible for leading the effort to undertake each item is identified.

TABLE 41 STRATEGIC PLAN		
Strategy	Responsible Party	Time Frame
Update DDA Plan	Primary – DDA City Council Planning Commission	2021
Prepare CIP	Primary – City Engineer City Staff Planning Commission City Council	2021 Update annually
Update Zoning Ordinance	Primary – Planning Commission City Staff City Council	2021
Complete Redevelopment Ready Communities compliance process	Primary – City Staff Planning Commission DDA	2021
Coordinate non-motorized transportation elements in Parks and Recreation Plan, Master Plan and CIP	Primary – Planning Commission Parks and Recreation Commission City Staff	2021
Continue development of Industrial Park	Primary – City Staff City Council City Engineer	2021 – 2026
Develop Complete Streets Plan	Primary – City Engineer City Staff Planning Commission	2022
Develop procedures to increase public access to ordinances, review procedures and other public records	Primary – City Staff Planning Commission	2023
Conduct Master Plan 5-Year Review	Planning Commission	2026

In addition to the priority items in Table 41, the other implementation strategies discussed in this section are listed below with responsible parties and a priority for implementation. This list of potential additional strategies can be considered for inclusion in the strategic plan list if additional capacity for implementation is available or if issues arise regarding work on strategic plan strategies.



**TABLE 42
 OTHER IMPLEMENTATION STRATEGIES**

Strategy	Responsible Party	Priority
Adopt a “complete streets” policy.	Primary- Planning Commission City Staff City Council	High
Maintain and extend the city’s sidewalk system.	Primary- City Council City Engineer City Staff	High
Review the subdivision control ordinance for consistency between this ordinance infrastructure standard and the city’s infrastructure standards.	Primary- Planning Commission City Engineer	Medium
Making this Plan available on the City website.	City Staff	High
Make other plans and ordinances related to the City’s development available through the City website.	City Staff	High
Create and implement a policy to require public engagement opportunities when the city develops or major updates its plan or ordinances and that the results from those efforts are reported.	Primary- Planning Commission City Council City Staff	Medium
Participating with the private sector in the process of co-development, whereby local government provides incentives, subsidy, or other inducements to assist the private sector in their development efforts.	Primary- City Staff City Council	Medium

Master Plan Review

A key aspect of keeping the plan “on-track” is to undertake the priority implementation strategies. The community cannot expect the plan to be implemented if the strategies identified as necessary for that implementation are not followed through with.

Every year the Planning Commission must review the plan. The review is intended to address two issues:

1. What were the implementation strategies outlined in the plan that should have been undertaken in the preceding year by either the Planning Commission or other stakeholders, such as the city staff, City Council or DDA, and were they undertaken?
2. Did anything occur in the preceding year that might impact a basic premise of the Master Plan that should be evaluated to determine if a more formal review process is called for? Potential events could include things such as an extension of utilities into an area of the city that was not anticipated, a substantial change in the economy (good or bad), or rezoning decision that was inconsistent with the Master Plan.

To ensure that this review is undertaken annually, it will be incorporated into the preparation by the Planning Commission annual report to the City Council as required by Section 19 (2) of the Michigan Planning Enabling Act. A review of the Master Plan should occur one month before the preparation of the annual report. The review would be



meet the difference in demand. Housing mix can be tracked by review of building permit data.

3) Housing Cost

Changes in housing cost in comparison with household income impacts housing affordability. Measuring changes in housing costs is difficult because it is not directly tied to changes in housing values and rents. It is also impacted by turnover rates for owner-occupied dwellings (not every property owner buys a new house every year) and other housing costs, such as energy, utilities, and insurance. The census provides a good, consistent measure of the change in housing costs through the American Community Survey, but the data represents a moving five-year average, so it cannot reflect any sudden changes. To address this, the City can get a rough measure by comparing changes in property values provided by assessing any changes in rents based on a random sample of rental units. An increase in the housing affordability gap may justify consideration in changes to future land use plans or other housing policies to increase the supply of affordable housing, particularly if the gap is increasing at a rate greater than the county or state as a whole.

4) Adjacent Planning and Zoning

Changes in the Master Plan or Zoning Map of Caledonia Township should be reviewed to consider their impact on the City's Plan. Particular attention should be given to changes that increase the intensity of land uses adjacent to the City. The Michigan Planning Enabling Act requires the township and the county to notify the City whenever it is proposing to adopt changes to their plans. The Michigan Zoning Enabling Act does not contain similar coordination requirements but, as discussed above, the City could enter into arrangements with Caledonia Township to notify it of proposed rezonings within 500 feet of the city boundary in return for the reciprocal notification by the City.

5) Transportation

Changes in the traffic flow on M-21, M-71, or one of the major streets in the City could have significant impact, particularly to the potential for expansion of commercial development along these streets. The City should continue to monitor traffic counts and accident rates at key intersections to identify potential congestion points.

6) Utilities

The Master Plan identifies portions of the City that are not currently served by municipal water and sewer, but that expansion could occur if required by future development. Any expansion into those areas could affect the potential development of surrounding areas. The Planning Commission should be kept abreast of the status of utility improvement plans.

Reviewing the Master Plan Goals and Policies

A master plan is based both on the facts that describe the conditions in a community and the municipality's vision of the future. That vision is outlined in the community's goals. For example, the current breakdown of various housing types is a fact. The Plan's goals identify whether the community views that current ratio as a positive fact they want to see continue or as a condition they want to change. Community attitudes can change over time, which means that goals may change in time even though the facts have not.



This method of analyzing a request rests on the assumption that a request that complies with a valid plan should be approved and that one that does not comply with a valid Plan should not be approved (the principal exception to this rule would be text amendments intended to improve administration of the ordinance). Further, it assumes that the three circumstances that would invalidate a Plan are:

- An oversight in the plan;
- A change in condition that invalidates the assumptions that the plan was built on;
- Or a change in the goals and objectives that the community set for itself.

Consistency with the Master Plan

The issue of consistency with the Master Plan can vary based on the master plan concerned. For the purposes of this Plan, consistency with the Master Plan in the case of a rezoning means it is consistent with most of the relevant goals and polices, as well as the Future Land Use Map. In the case of a proposed text amendment, consistency means it is consistent with most of the relevant goals and polices.

Oversight

An oversight in a master plan can be an assumption made based on incorrect data, an area on a Future Land Use Map that is incorrectly labeled, or other factors that, if known at the time of the master plan adoption, would have been corrected.

Changes in Conditions

A plan is based on the assumption that certain conditions will exist during the planning period. If those conditions change, then goals, objectives, and land use decisions that made sense when the Plan was adopted will no longer be valid and a zoning amendment that was not appropriate before may be appropriate now.

Change in Policy

In the end, a master plan is based on the Planning Commission's vision of what is the best future for their municipality. When that vision changes, the Master Plan should change. When a zoning issue results in a change in vision, a decision can be made that is contrary to the current Master Plan as long as that changed vision is explicitly incorporated into the Master Plan.

Additional Considerations Related to Text Amendments

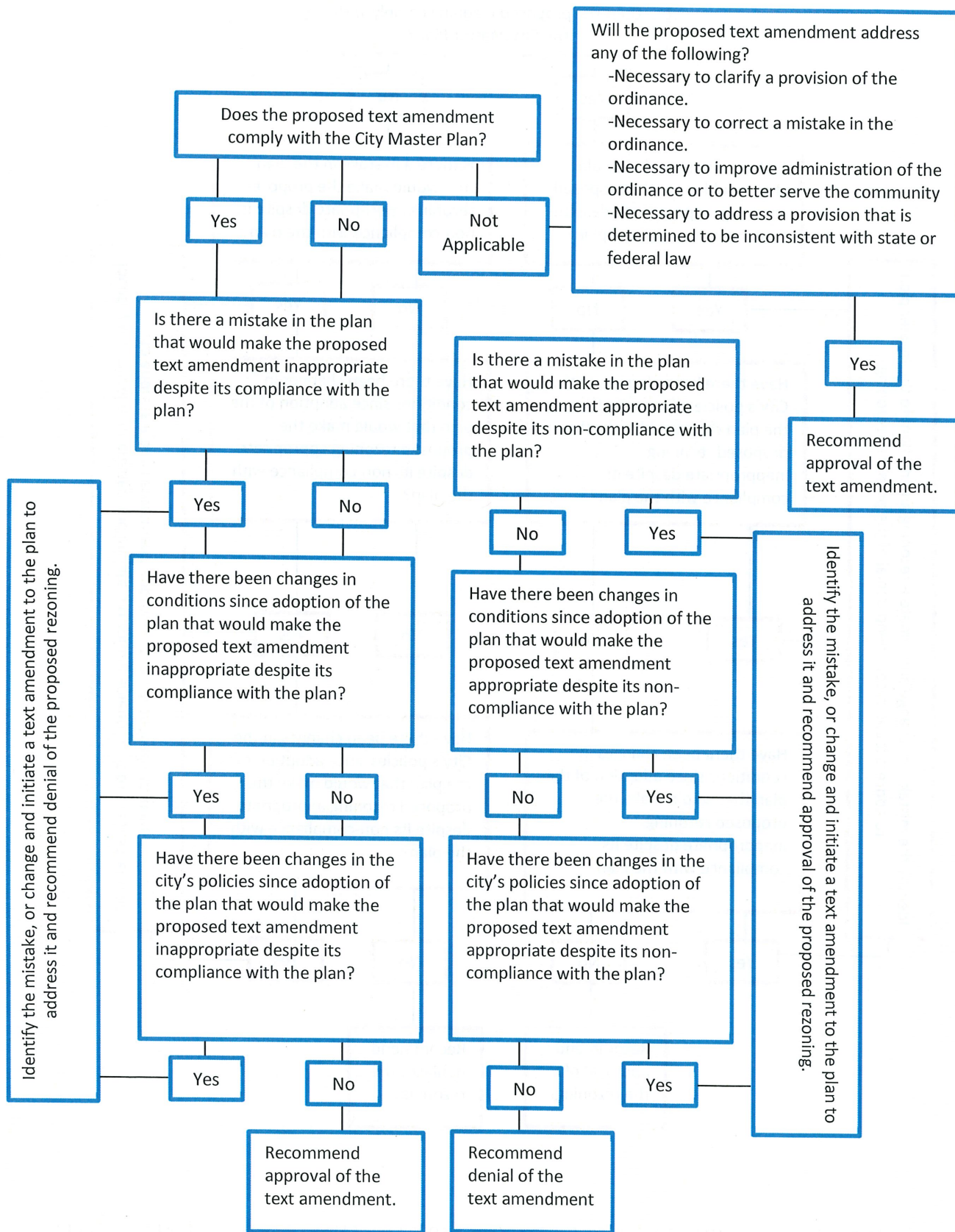
Changes to the text of a zoning ordinance should be evaluated not only on the standards outlined above, but on other possible criteria that may not have any impact on the goals and objectives of the Master Plan. These "plan neutral" changes are appropriate when:

1. The text change is necessary to clarify a provision of the ordinance.
2. The text change is necessary to correct a mistake in the ordinance.
3. The text change is necessary to improve administration of the ordinance or to better serve the community.
4. The text change is necessary to address a provision that is determined to be inconsistent with state or federal law.

Two points should be made. First, the factors for consideration (oversight, change in condition, or change in goals or policy) can work in reverse; making a proposal that



Figure 6 Decision Tree for Planning Commission Review of a Proposed Text Amendment





Corunna

MASTER PLAN

2020-2040