MEMORANDUM



TO: PLANNING COMMISSION MEMBERS

FROM: CHRISTOPHER GRUBA, PLANNER

OF COMMUNITY DEVELOPMENT

SUBJECT: LYON TOWNSHIP DRAFT MASTER PLAN

DATE: AUGUST 17, 2015

Lyon Township is undertaking an update to its Master Plan and is currently in the comment period for surrounding communities, Oakland County, and other agencies. Lyon Township last revised their Master Plan as recently as 2012, with the intent to review the plan again in 2017. However, it was decided to review the plan ahead of schedule this year due to the fast pace of residential growth. The 2015 Master Plan update is considered an amendment to the Master Plan, not necessarily a full scale revision. A copy of the amendment has been attached. Staff has had an opportunity to review the amendment and comments are listed below.

The Master Plan amendment focuses on 5 specific areas of Lyon Township. Many of the proposed revisions will not directly and immediately affect the City of Novi. However, Study Area 2 stands out as having the most potential for impacting Novi (Ten Mile Road Corridor).

The 10 Mile Road Corridor extends west from Novi's boundary at Napier Road to the City of South Lyon at the west. It was noted that Ten Mile Road continues to develop as a high profile, upscale residential corridor, with frontage landscaping prototypes identified and implemented to create a cohesive streetscape. The Plan acknowledges that the construction of hundreds of residential units has brought one stark impact to the Ten Mile Road corridor: increased traffic. Lyon Township residents have voiced their displeasure, and called for one unit per acre density for the remaining developable land in the corridor. The Plan notes the following:

Until improvements are made to increase the capacity of Ten Mile Road, it would be inappropriate to allow increased density on the remaining large developable parcels along Ten Mile Road (such as Mulligan's Driving Range, Riverbank Golf Course, and the parcel west of Stoneleigh West). Consequently, these parcels are designated Low Density Single Family on the Future Land Use Map.

The Plan further notes that Moderate Density Single Family development could be considered for housing designed for empty-nesters, recognizing the lower traffic volumes generated by such housing.

Planning staff supports Lyon Township's efforts to carefully evaluate the effects of allowed density on area-wide traffic patterns, especially as it relates to the capacity of the road system, as a good portion of the traffic traveling to the east parts of Lyon Township travel through Novi to reach these areas. Planning staff supports the statement above regarding the importance of timing of Ten Mile Road capacity improvements before allowing increased of the remaining large developable parcels on Ten Mile Road.

LYON TOWNSHIP DRAFT MASTER PLAN AUGUST 17, 2015 PAGE 2 OF 2

Also included in the 10 Mile Road Corridor is an area of approximately 34 acres of "retail/service/office space" which will be added to the northeast corner of 10 Mile and Milford Road. The existing Future Land Use Map currently identifies this area as "rural residential". The added commercial use may add to an increase in traffic along 10 Mile Road.

Other changes to the Future Land Use Map which appear to have minimal impact include:

- 1. Approximately a quarter section of land near New Hudson will be changed from Light Industrial and Research Office to High Density Residential Mixed. Approximately an eighth of a section of land in the same area will be changed from Light Industrial to Mixed Use.
- 2. 40 acres of land will be changed from Light Industrial to Low Density Residential on 12 Mile Road just west of Napier.

Recommendation

It is the planning staff's recommendation that the Planning Commission authorize the Planning Commission Chair to sign and send a letter to the Lyon Township Planning Commission complimenting them on their proposed Master Plan amendments and state that their proposed Plan supports the City of Novi's Master Plan for Land Use (draft letter attached).



August 20, 2015

Lyon Township Planning Commission Secretary Katherine DesRochers 58000 Grand River Ave. New Hudson, MI 48165

RE: Lyon Township Master Plan 2015 Amendment

Dear Ms. DesRochers:

Thank you for the opportunity to review and comment on the Lyon Township Master Plan 2015 Amendment. Novi's Community Development Department Planning Division has reviewed the proposed amendments and reported the findings to the City of Novi Planning Commission. A copy of this review is attached as the Planning Commission's report on the matter.

Based on this review, the Novi's Planning Commission commends Lyon Township on updating the Master Plan ahead of schedule. In particular, it is appreciated that special attention was given to the traffic on 10 Mile Road generated by new residential developments. Overall, we feel that Lyon Township's Plan complements the City of Novi's Master Plan.

If any additional information is needed, please feel free to contact me or the Community Development Department.

Sincerely,

Mark Pehrson, Chair City of Novi Planning Commission

Attachments

C: Oakland County Coordinating Zoning Committee - via email

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City of Novi 45175 Ten Mile Road Novi, Michigan 48375

cityofnovi.org

First Amendment to the 2012 Master Plan for the Charter Township of Lyon Oakland County, Michigan

Prepared with assistance by

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ACKNOWLEDGEMENTS

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First Amendment to the 2012 Master Plan for the Charter Township of Lyon

Introduction

The current Master Plan for the Charter Township of Lyon was adopted in April of 2012. The Michigan Planning Enabling Act (Public Act 33 of 2009, as amended) indicates that "at least every 5 years after adoption of a master plan, a planning commission shall review the master plan and determine whether to commence the procedure to amend the master plan or adopt a new master plan."

Based on number of single family residential building permits issued, Lyon Township is the fastest growing township in Oakland County. Land development is occurring at an unprecedented pace in the Township, warranting review of the Master Plan at this time, prior to the 5-year interval specified in Act 33.

Ironically, just a few years ago development had all but been brought to a halt by the Great Recession. Several developments that had been planned and were in the early stages of development were stopped in their tracks. As the recession ebbed, the Township was left with the task of dealing with its land use implications. In the wake of the recession, several parcels of land were foreclosed upon, leaving unpaid taxes and, in many cases, unpaid sanitary sewer and water special assessments.

This Master Plan amendment reexamines the Ten Mile Road corridor, which has become one of the region's prime residential locations. Equally important, this amendment considers emerging residential areas in the Township, including the Milford Road corridor and the southeast corner of the Township.

This update of the Master Plan generally considers five parts of the Township:

1. Study Area 1: Milford Road Corridor. The first area under consideration is the Milford Road corridor, from Twelve Mile Road north to New Hudson Drive. The area encompasses the Mill River residential development, Parkside Village Planned Development (which is moving through the review process), Coyote Golf Course, and older industrial operations. Mill River initiated the transition of this area toward residential and lower intensity nonresidential land uses. Mill River contains a mix of detached and attached residential housing at varying densities, senior housing, and a day care facility.

When approved, Parkside Village will complement Mill River, providing a mix of single family and multiple family housing at varying densities, including housing specifically designed for empty-nesters. Parkside occupies approximately 169 acres with one-half mile of frontage along Milford Road. The land is currently part of the Walbridge holdings, which is composed of over 500 acres of largely vacant, industrially-zoned land.

Research has shown that the amount vacant land currently planned and zoned for industrial use exceeds the amount that can be absorbed for several years, if not decades. Furthermore, a 2014 survey of 28 Oakland and Wayne County communities that have a strong industrial land use base revealed that the percentage of land allocated in Lyon Township for industrial and research/office exceeds the percentage in all but four heavily industrialized communities. These data indicate that a portion of the Walbridge property can be put to a better use to create more rooftops to support New Hudson and implement the Vision Plan for New Hudson.

Coyote Golf Course, which occupies about one-third of a mile of frontage, also offers residential development potential along Milford Road. According to the National Golf Foundation (NGF), the number of golfers age 6 and above in the United States has decreased from a high of 30.0 million in 2005 to 25.3 million in 2012. The NGF further estimates that 40,000 residents are required to support each 18-hole course. SEMCOG estimates that the population of the Township in December 31, 2014, was 17,313. There are six courses currently located in Lyon Township, and several more in adjoining communities, so clearly the courses are drawing their clientele from around the region in a highly competitive market. Based on these findings, it is not unreasonable to expect that redevelopment is destined for Coyote Golf Course.

With over three-quarters of the Milford Road frontage in Study Area 1 occupied by existing or potential residential land use, and with residential development extending south almost to Ten Mile Road, it would be appropriate to consider redevelopment of the remaining older industrial land uses on the west side of the road. Redevelopment opportunities depend on a number of considerations:

- Land Use Trends. As described above, the trend in land use along Milford Road is toward residential land use. Parkside Village will convert the only industrially-zoned land on the east side of Milford Road. As a result, the industrial land use on the west side will become an isolated district, an anomaly.
- Land Use Compatibility. When the basic land use patterns were laid down decades ago, there apparently was little thought given to the concept of transitional land use planning buffering intensive land uses from low intensity residential land use with progressively less intense land uses. Consequently, residential and industrial uses were developed adjacent to each other, resulting in land use incompatibility. It is an appropriate time to address land use incompatibility while the problem is so significantly affecting existing residents and proposed development in the vicinity.

Land use incompatibility extends beyond residential boundaries. The Huron Valley Trail, which is part of a regional trail system, crosses through the industrial area on the west side of Milford Road. The recreational value of the trail in this stretch of the trail is diminished because of the odor and noise generated by the industrial users.

- Traffic and Transportation. Truck traffic is incompatible in residential neighborhoods because of the noise, diesel fumes and concerns for public safety. Truck traffic making its way to and from I-96 is already a problem on Milford Road, south of Grand River Ave. because of the narrow Milford Road pavement through an older residential area. The approaches to the Grand River Ave./Milford Rd./Pontiac Trail intersection already operate at Level of Service E or F during the a.m. and p.m. peak periods. There is no reasonable cost solution to this problem because of the amount of land acquisition that would be required in New Hudson to widen the road. Furthermore, widening the road would be counterproductive because it would alter the block pattern of New Hudson, which is an essential characteristic of the small settlement.
- Land Use Needs. The need for residential land use has been demonstrated with development of new housing units approaching 350 units per year in recent years. On the other hand, research completed in 2014 revealed that the Township has too much land zoned industrial. The amount of vacant land currently planned and zoned for industrial use exceeds the amount that can be absorbed for several years (if not decades). The data reveal that portions of the industrially-zoned land in the Township can be put to a better use to create more rooftops to support New Hudson and implement the Vision Plan for Lyon Township.
- Ability to Conform to Zoning. Many existing non-residential uses in the New Hudson area, particularly industrial uses, are unable to conform to current zoning regulations. Many are too large or too intensive for the parcels and districts in which they are located. It is likely that when the non-residential parcels were created decades ago smaller scale uses occupied the sites, the zoning regulations differed, the intensity of development was less, and land use compatibility was less of a concern. Where parcels are too small or too narrow for the operations that currently occupy them, the operations cannot conform to the zoning ordinance. This situation calls for a transition to other land use(s) that can fit properly on the parcels or where the demand is sufficient to justify land assembly by developers.

Planned Land Use – Milford Road Corridor. Based on the above findings, the Future Land Use Map for the Milford Road corridor, from Twelve Mile Road north to New Hudson Drive, has been prepared (see Map 1). Although the Coyote Golf Course is a desirable use, it is prudent for the Master Plan to plan for an alternate use, should the

golf course cease operation in the future. Single family residential development at an overall maximum density of 1.25 units per acre (Low Density Single Family Residential) would be appropriate for the golf course property as well as the vacant parcel at the northeast corner of Twelve Mile and Milford Road. Single family residential development would be compatible with the existing surrounding residential to the east and south, as well as the proposed residential to the north.

The Parkside Village development is proposed on Walbridge property immediately north of the Coyote Golf Course. The concept put forth by the developers of the development is appropriate for this location – single family, multiple family, and empty nester housing – is reasonable, as it would draw residents into the north part of the Township to the benefit of the New Hudson business district. Parkside Village is designated Mixed Product – High Density Residential on the Future Land Use Map.

A concern with respect to residential development on the Parkside Village site is the potential incompatibility with future development on the industrially-zoned land to the east that is currently owned by Walbridge. A transition in land use is recommended, with research/office uses serving as a buffer between the residential and industrial uses. Equally important, a

substantial landscaped buffer should be required between the future residential and the research/office uses.

The lands north of the Huron Valley Trail on both the east and west sides of Milford Road are located in the New Hudson Zoning District, and are designated part of the Neighborhood subarea. Accordingly, the Future Land Use Map provides for residential development with a density of up to 12 units per acre for these areas.

The industrial development between Mill River and the Huron Valley Trail is no longer appropriate for a residentially-oriented corridor. A transition to less intense land uses is necessary. To facilitate the transition, the Future Land Use map calls for mixed use development along the frontage, with high density residential development farther to the west. The mixed use should consist of office/residential/institutional/and limited commercial. Continuing the pattern of residential density in the Neighborhood subarea, land in the industrial transition area could be developed at 12 units per acre. Two story buildings, with retail or office on the ground level and residential or office above, would be appropriate.

Future development in the existing industrial area could be hindered by the presence of the Oakland/Southwest Airport. The northerly portion is located with Aircraft Accident

Single Family Residential Land Use Classifications

The Future Land Use Map plans for three single family classifications:

Low Density Single Family – up to 1.25 units /acre (corresponds to R-1.0 zoning, with utilities)

Moderate Density Single Family – 1.25 to 2.0 units/acre (corresponds to R-1.0, with utilities, and higher density)

High Density Single Family – greater than 2.0 units/acre (corresponds to R-0.3 and R-0.5, with utilities)

Safety Zone 5, according to the Land Use Plan filed with the Township by the Michigan Department of Transportation. This area would be best used as a greenbelt adjacent to the Huron Valley Trail because the Land Use Guidelines for Zone 5 call for avoiding land uses which concentrate people indoors or outdoors.

The land use pattern in Mill River was established by a consent judgment entered into by the Township and developer, and by subsequent development. There is one vacant parcel on the north edge of the development that is slated to be office by the consent judgment. In light of the transition plan for the land to the north, high density residential would also be appropriate for this land.

2. Study Area 2: Ten Mile Road Corridor. Ten Mile Road continues to develop as a high profile, upscale residential corridor. The first major development on Ten Mile, Tanglewood Golf Community, set a high bar for subsequent developments. Then, several years ago, a Plan for the Ten Mile Corridor was prepared and included in the Master Plan, which contained frontage landscaping prototypes for segments of the corridor. Most developers were attentive to these prototypes, resulting in a cohesive streetscape. The most recent residential developments, Rathmor and the Enclaves of Lyon, will continue the pattern of higher end development and will create a positive initial image for people entering the Township from the east.

The construction of hundreds of residential units has brought one stark impact to the Ten Mile Road corridor: increased traffic. Segments of Ten Mile Road—a two lane road—carry over 15,000 vehicles per day, according to recent SEMCOG traffic count data. Residents have voiced their displeasure and called for one unit per acre density on the remaining developable land in the corridor, as set forth on the current Future Land Use Map.

The Future Land Use Map designates most of the land along Ten Mile Road as Moderate Density Residential (at an overall density of 1.25 to 2.0 units per acre). There are exceptions to this rule:

- a. Single family residential lots that are unlikely to be redeveloped or assembled into larger developable parcels are designated Low Density Single Family, which corresponds to R-1.0, Residential-Agricultural zoning. Many of these lots are located along private roads that intersect Ten Mile Road.
- Schools, a fire station, the Township's waste water treatment plant and discharge beds, and a wetland conservation area are designated Public & Quasi-Public on the Future Land Use Map.
- c. There are two commercial districts identified along Ten Mile Road, one at the Milford Road intersection and another opposite Johns Road, which is part of the Copperwood development. These districts are designated Retail/Service/Office

on the Future Land Use Map. The Future Land Use Map calls for additional commercial development on the northeast corner of Milford and Ten Mile Roads, which will be needed to serve the residential growth along Ten Mile Road and elsewhere in the Township.

- d. The Riverwood residential development on the north side of Ten Mile Road, west of Currie Road, is designated High Density Single Family (greater than 2 units per acre).
- e. High Density Single Family residential is planned on the south side of Ten Mile Road, corresponding to the boundaries of the proposed Brookfield Planned Development. This land use designation provides for a transition in density between the Williamsburg Village Apartments and the single family development to the east.

Nearly all single family developments along Ten Mile Road in the past 15 -20 years have been Planned Developments. Planned Development zoning is appealing to developers because, compared to the underlying R-10 zoning, it provides flexibility in design, allows smaller lot size, and potential increase in density.

The Township used Planned Development zoning to its advantage, in cooperation with developers, on a number of parcels along Ten Mile Road that came into the ownership of the Township during the Great Recession. Developers lost possession of the parcels due to unpaid taxes and special assessments. The financial health of the Township required that the Township dispose of these parcels, to reduce its obligations to pay back taxes to other taxing jurisdictions and sanitary sewer and water line special assessments. Incentives were offered to developers to acquire land from the Township, resulting in an increase in density above what might otherwise have been expected.

Until improvements are made to increase the capacity of Ten Mile Road, it would be inappropriate to allow increased density on the remaining large developable parcels along Ten Mile Road (such as Mulligan's Driving Range, Riverbank Golf Course, and the parcel west of Stoneleigh West). Consequently, these parcels are designated Low Density Single Family on the Future Land Use Map.

Moderate Density Single Family development could be considered for housing designed for empty-nesters, recognizing the lower traffic volumes generated by such housing. According to traffic data compiled by the Institute of Transportation Engineers, traditional single family detached housing generates an average of 9.57 vehicle trips per day. In contrast, senior adult detached housing generates only 3.71 vehicle trips per day. More significantly, peak hour trip generation for senior housing is a fraction of the peak hour trip generation for traditional single family housing, as noted in the following chart:

Peak Hour Trip	Generation per	Dwelling Unit
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	Morning Peak Hour	Evening Peak Hour
Single Family Detached	0.75	1.01
Detached Senior Adult Housing	0.20	0.26

Source: Trip Generation, 7th Edition, Institute of Transportation Engineers

3. **Study Area 3: Southeast Corner of the Township**. For decades, land in the southeast corner of the Township (all of Section 36, east half of Section 35, and southerly portions of Section 25) have been designated R-0.5, Single Family Residential on the Zoning Map. R-0.5 zoning allows single family residential development at one unit per half acre. The boundaries of the R-0.5 district correspond roughly to the boundaries of the Northville School District. In contrast, the Future Land Use designation on this land is Rural Residential, which corresponds to development at one unit per acre.

This was merely a conflict on paper as long as sanitary sewers were unavailable to this portion of the Township because the Oakland County Health Division requires an acre for each single family home that is served by a septic system.

Now that there is a proposal to extend the sanitary sewer, the conflict between the Zoning Map and the Future Land Use Map is more real and needs to be resolved. In this case, adjustments to the Future Land Use Map are in order, recognizing that developers have made investment decisions based on the longstanding zoning classification. Consequently, R-0.5 – zoned land in the southeast corner of the Township is designated High Density Single Family Residential on the Future Land Use Map.

4. **Study Area 4: Vicinity of Nine Mile and Griswold Roads.** A variety of circumstances affect the designation of lands in the vicinity of Nine Mile and Griswold Road. Under consideration first is the land on the east side of Griswold Road, between the railroad tracks and Eight Mile Road, formerly known as the "Hutto" parcel.

A few years ago, preliminary approval was given to a development proposal on this land, called Hutsfield Pond, which called for a mixture of housing types and densities, as well as senior housing and assisted living. The Future Land Use Map designated the property Mixed Use, which was consistent with the proposed development. Unfortunately, the market for such housing collapsed in the Great Recession, and the developer lost a large portion of the property due to unpaid taxes and special assessments.

¹ A consortium of five developers has drafted a plan to fund the extension of sanitary sewers and water mains to Section 36. At the time of this writing, proposals for four developments have been submitted: Devonshire, Shadow Wood, Windridge and Charlevoix Place.

Single family housing is favored in this location because the surrounding land use is predominantly single family, with a mobile home park to the east. The underlying zoning is fairly intensive, though, calling for RM-2, Multiple Family Residential on the southerly 74.7 acres, and I-1, Light Industrial on the northerly 30-acre parcel, which abuts the railroad. The Future Land Use Map achieves consistency with the intensity of the existing underlying zoning by designating the southerly parcel High Density Single Family. This designation will facilitate rezoning to R-0.3 or development as a single family planned development. The 2015 paving of Griswold Road between Eight Mile and Nine Mile Roads facilitates access to higher density development in the area. The 30-acre parcel is designated Moderate Density Single Family, thus achieving a transition to surrounding lower density residential.

North of the railroad tracks, at the southeast corner of the Nine Mile and Griswold Road intersection, is a 44-acre parcel of land that was also acquired by the Township due to nonpayment of back taxes and special assessments. This parcel is viewed as an extension of the Moderate Density Single Family residential on the Future Land Use Map. As a practical matter, because of extensive wetlands, residential development will be severely limited on the parcel.

Moving east, there are two proposed neighboring developments, the Meadows of Lyon on the south side of Nine Mile Road, and the Woodlands of Lyon on the north side of Nine Mile Road. Together, these two developments are viewed as an extension of the Ten Mile Road development pattern. In fact, an earlier development proposal called for a road connection from Ten Mile Road to Nine Mile Road through the Woodlands. Accordingly, the Future Land Use Map designates the land occupied by the Meadows and the Woodlands as Moderate Density Single Family.

- 5. **Study Area 5: Northwest Corner of the Township**. Prior to the development of a sanitary sewer and wastewater treatment system, the northwest quadrant witnessed more residential development than any other part of the Township, most likely due to the capability of the soils to accommodate septic systems. This pattern of development is reflected on the Zoning Map, particularly west of the Huron Valley Trail, where several subdivisions were developed based on R-0.3 and R-0.5, Single Family Residential zoning. Among the subdivisions located in this part of the Township are:
 - Cobblestone Village (R-0.5)
 - Martindale Meadows (R-0.5)
 - Orchard Edge Estates (R-0.5)
 - Bramley Hills (R-0.3)
 - Newman Farms (R-0.3)
 - Roediger Estates (R-0.3)

At the time these subdivisions were developed, the Oakland County Health Division did not have the requirement that newly-created lots on septic systems must be at least one acre in size. Consequently, the R-0.3-zoned subdivisions have a minimum lot size of 15,000 sq. ft. and the R-0.5-zoned subdivisions have a minimum lot size of half an acre.

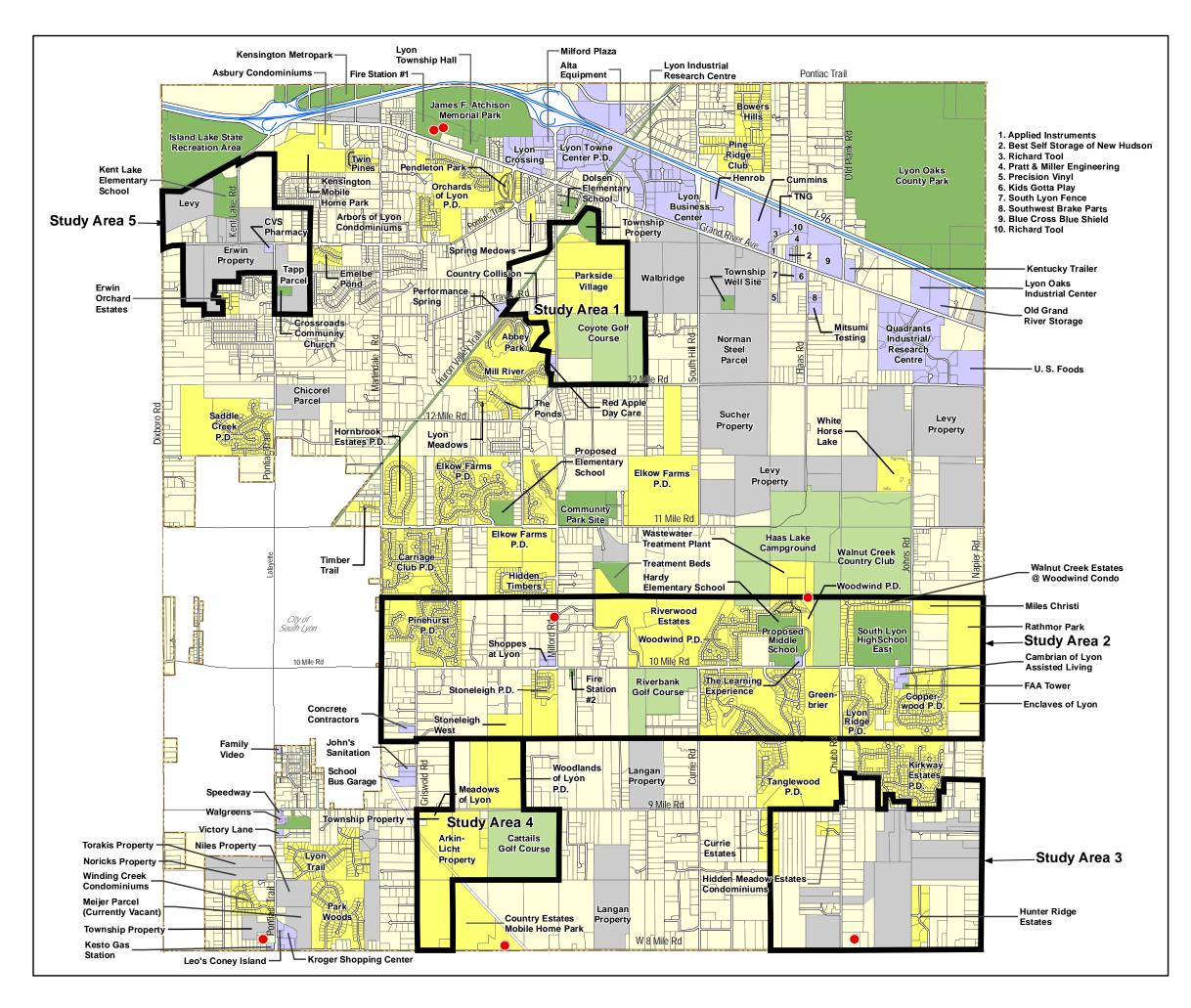
At the same time that the subdivisions were being developed, several property owners took advantage of liberal private road and land division requirements that were in place at the time. As a consequence, the northwest part of the Township is also populated with hundreds of lots of varying sizes, strung out along private roads that vary in length, design, construction characteristics, and maintenance.

Even as development occurred on surrounding land, some parcels remained in agricultural use or in an undeveloped state. Most notable are the "Tapp" parcel, located at the southeast corner of Silver Lake Road and Pontiac Trail; the Erwin Orchards parcels, located at the southwest corner of Silver Lake Road and Pontiac Trail and at the northeast corner of Kent Lake Road and Silver Lake Road; and, the vacant parcel on the east side of Kent Lake Road, south of Grand River Avenue.

Upon studying the northwest corner of the Township, the Planning Commission found that, like the Ten Mile Road corridor, it faces the constraints of high traffic volumes on an inadequate 2-lane road system. The transportation difficulties are compounded by the offset of Kent Lake Road and Pontiac Trail, so a continuous route to I-96 is lacking. Based on these considerations, the Planning Commission concluded it would be prudent to designate the undeveloped lands as Low Density Single Family Residential, recognizing that reevaluation of this designation may be in order if solutions to the road inadequacies were implemented.

Moderate Density Single Family development could be considered for housing designed for empty-nesters, recognizing the lower traffic volumes generated by such housing.

McKENNA ASSOCIATES o:\clients.i-\\lyon\cs_15\master plan\master plan narrative (2).docx July 20. 2015



Map 1 General Study Area Boundaries

Charter Township of Lyon, Oakland County, Michigan

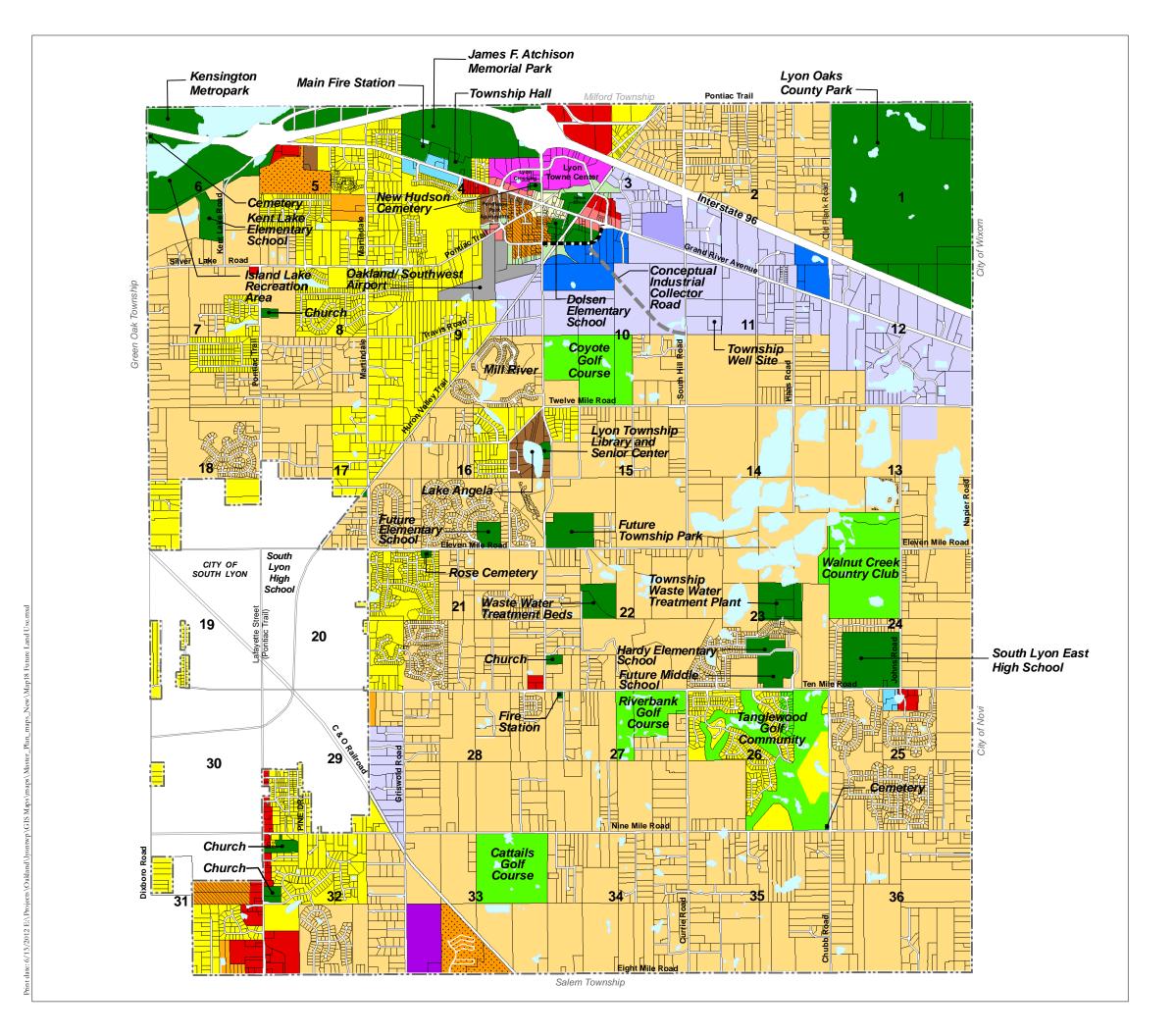
June 16, 2015







Parcel Data Source: Oakland County GIS, December 2006. Road Data Source: Oakland County GIS, amended by McKenna Associates, 2006.



Map 3 <u>Current</u> Future Land Use Map

Charter Township of Lyon, Oakland County, Michigan

June 11, 2015

FUTURE LAND USE

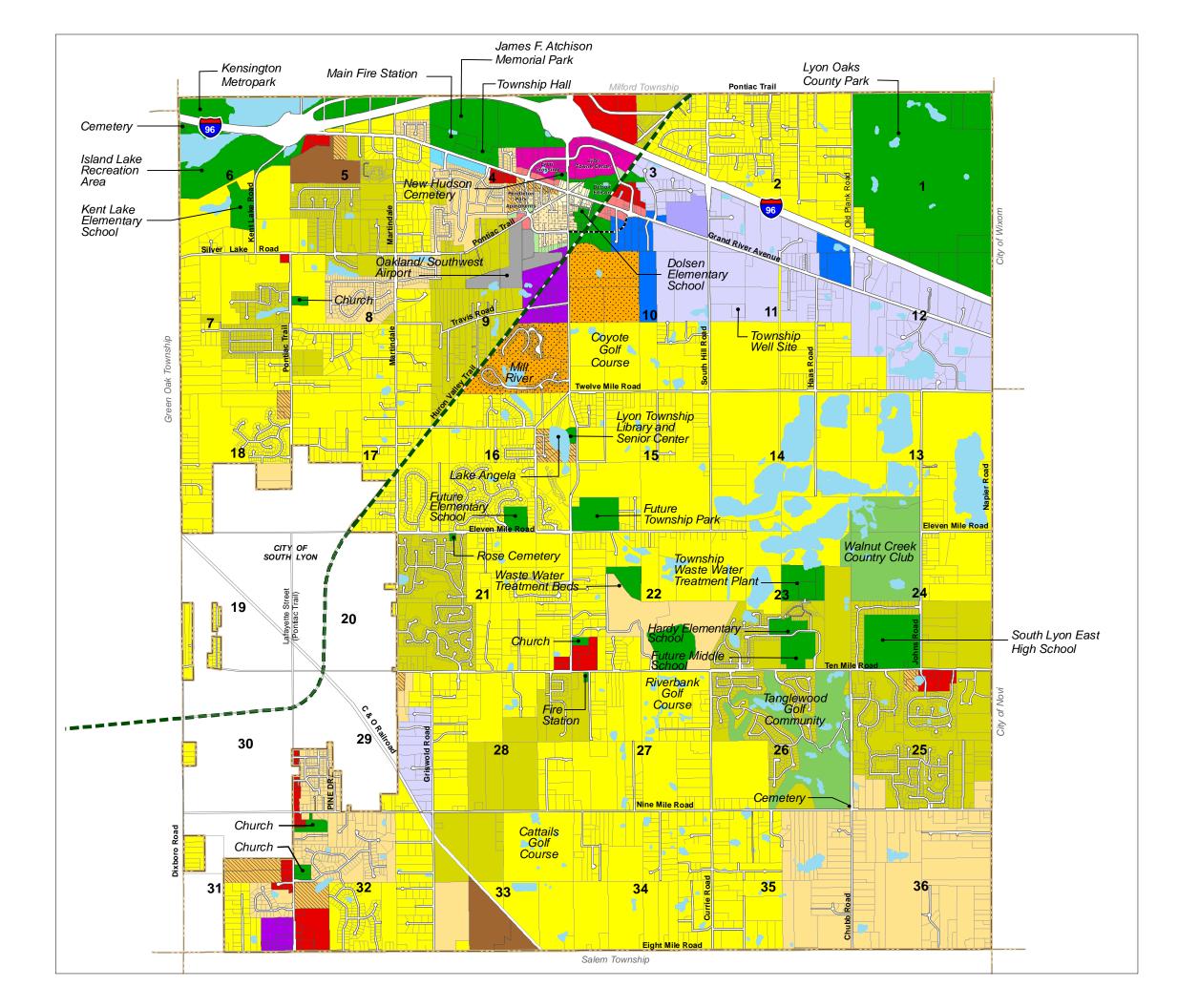


■■■ CONCEPTUAL RING ROAD LOCATION





Base Map Source: Oakland County, GIS Utility, 2003 Data Source: McKenna Associates, Inc., 5/01 Last Revised by Planning Commission: 4/9/12



DRAFT

Map 2 Future Land Use

Charter Township of Lyon, Oakland County, Michigan

July 21, 2015





Base Map Source: Oakland County, GIS Utility, 2003 Data Source: McKenna Associates, Inc., 5/01