

# *Village of Holly Master Plan*



ADOPTED by the Village of Holly Planning Commission  
January 24, 2007



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**PART I  
INTRODUCTION**

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A primary responsibility of the Village of Holly Planning Commission is to prepare and adopt a basic plan as a guide for the future development of the Village. (Municipal Planning Act, Act 285, P.A. 1931, as amended) This Master Plan will serve to promote a planned environment by providing a vision for the Village's future.

The master plan ("The Plan") is a strategy/policy type plan; that is, it describes the Planning Commission's goals regarding the future of the Village and the actions that are intended to implement them. The recommended actions are aimed at the fundamental (or strategic) conditions that the Planning Commission expects the Village to face in the foreseeable future. Table 1 below summarizes what the Plan is meant to do, and what its limitations are.

**Table 1: The Functions and Limitations of the Township Master Plan**

This Plan Will/Is...	This Plan Will Not/Is Not...
Provide a vision for the Village, and is general in nature	Serve as a blueprint of the Village
Provide a framework for evaluating rezoning petitions, site plans	Fix development decisions, which should be made on a case-by-base basis
Be amended as conditions change in the Village	State that certain actions will be taken in the future
Describe the uses of general areas	Prescribe uses for specific parcels
An overall guide for future decisions	A substitute for an inclusive planning process

Since the Plan concentrates on goals and actions, it follows that the Plan is general in nature. That is, the Plan shows how different land uses fit together to maintain and promote the Village's quality of life. The Plan describes the intended uses of general areas throughout the Village.

The Plan provides guidelines for making decisions or recommendations for individual parcels of land, specific public improvements, and similar questions that might arise in the future. For example, the Plan will provide the framework for Planning Commission recommendations on rezoning petitions and subdivision plats, and for Planning Commission decisions on site plans. Decisions will be made on a case-by-case basis at the time the questions arise, and within the context of the Plan.

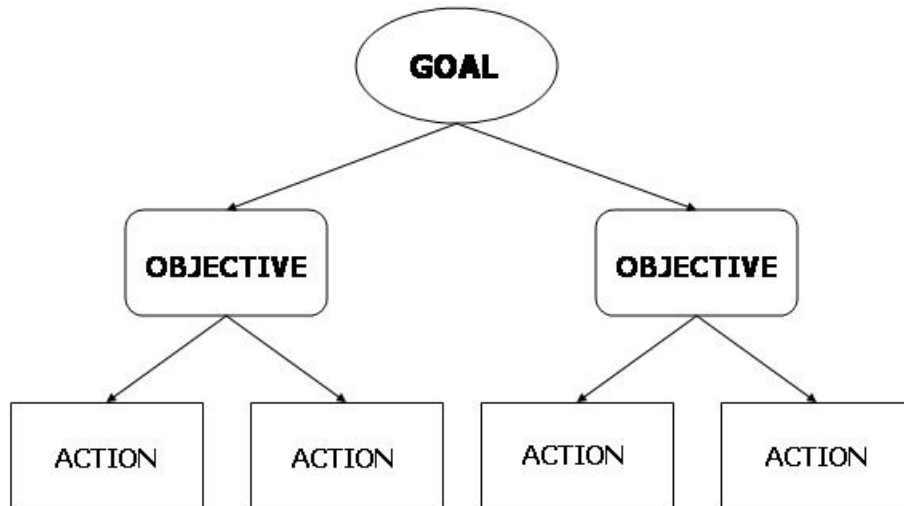
The Plan is based on the premise that the future is uncertain and cannot be

predicted; that current perception of future conditions will change. The Plan is meant to be a living document, adaptable to major changes in the conditions facing the Village. The Plan will not be amended as a reaction to individual development proposals. Rather, the Plan will undergo a complete review and update every 5 years in accordance with State enabling legislation.

In summary, the Plan is an overall guide for decisions in the future. However, it must be emphasized that continual use of the planning process and not the master plan by itself will assure that the resulting decisions will be better than they would have been in the absence of the planning process. While the planning process is continuous and dynamic, the Plan should not be reactive.

The Plan consists of Goals, Objectives and Actions which are described in detail in Part IV of the Plan. The hierarchy of these plan elements is shown below in Figure 1. Goals are the most general and actions are the most specific.

**Figure 1: Structure of Planning Goals, Objectives and Actions**



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## PART II Community Profile

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### Introduction

The Village of Holly is a unique, historic community in southeast Michigan, incorporated in 1865. Today Holly is home to over 6,000 people. Holly is also home to fifty three structures on the National Register of Historic Places, ten churches, a library, five parks and recreation facilities and historic Battle Alley. Some of the Village's biggest assets are its wealth of natural lakes and wetlands and its strong historic downtown.

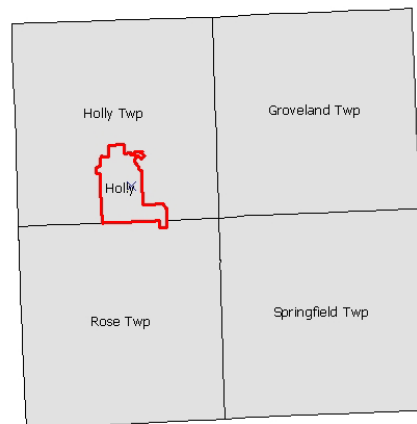
Land in the Village is substantially developed, with only a few vacant properties available for development. There are several areas within the downtown and northern business districts where infill development/redevelopment would be appropriate.

### The Region:

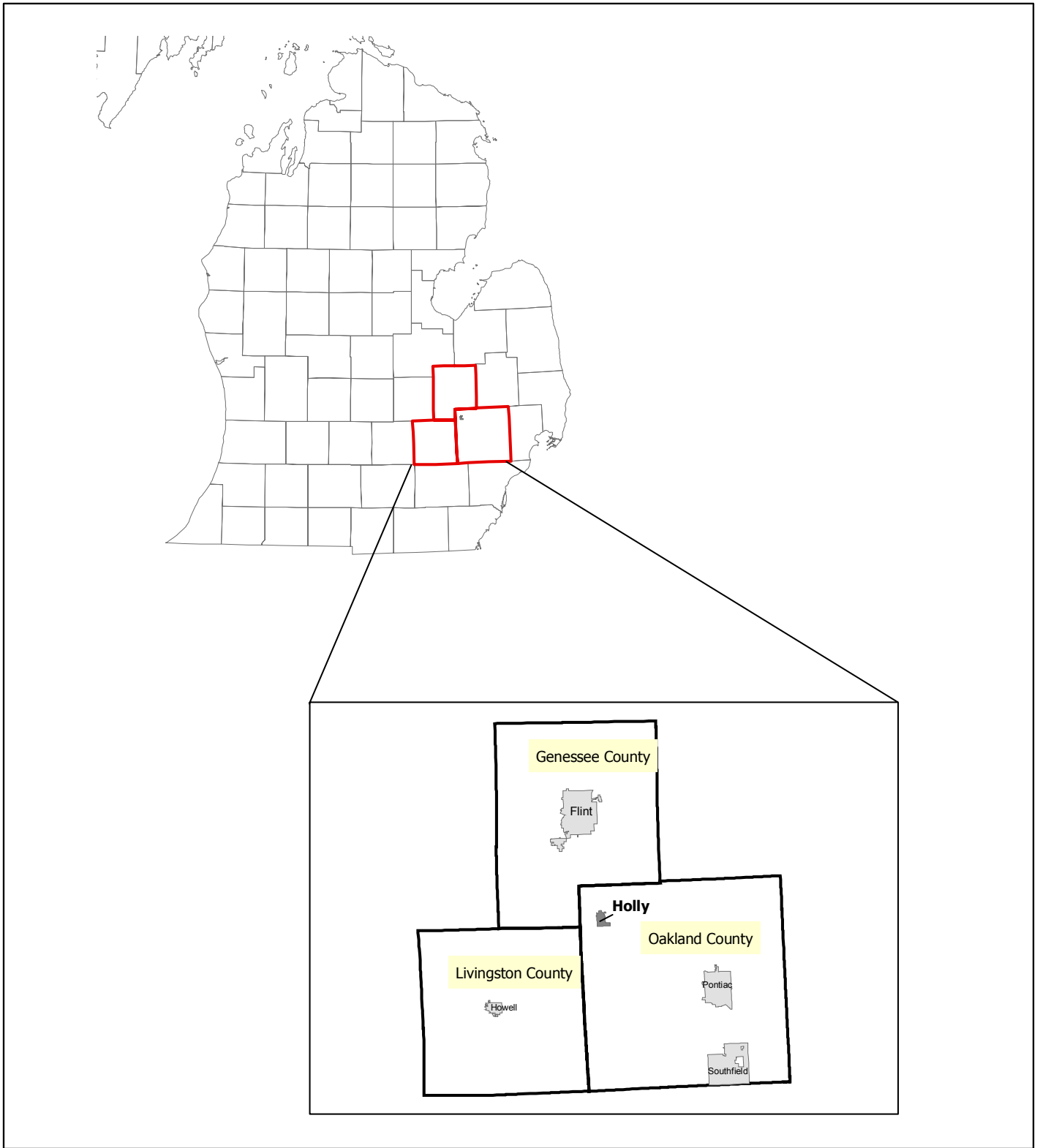
The Village of Holly is located in the northwest corner of Oakland County in Southeast Michigan (Map 1). Holly is approximately 50 miles northwest of Detroit, 17 miles south of Flint, and 70 miles east of Lansing.

Holly Village is immediately surrounded by Holly Township and Rose Township to the south. Other nearby Townships include Groveland to the east and Springfield to the southeast (Map 2) The Village of Holly provides many of the urban amenities, such as shopping and schools, to these surrounding townships.

This corner of Oakland County is very rural in character, and has a small-town atmosphere that is unique to this very rapidly urbanizing region.



**Map 2: Holly's Immediate Surroundings**



**Map 1: Regional Context**

Map prepared for the  
Village of Holly by:



Last Updated: April 29, 2004  
Data Source: Michigan Center  
for Geographic Information, Geographic  
Data Library

Population:

According to the most recent census, the population of Holly is 6,179 (U.S. Census Bureau, 2000). With an average of 2.49 people per household, the Village had 2,412 households in 2000. Total employment in the Village in 2000 totaled 3,264 employees.

Southeast Michigan Council of Governments (SEMCOG) projects that population will increase approximately 10% by the year 2030 and employment will jump by over 49%. The number of households is projected to increase faster than population, due to the fact the household size will decrease to approximately 2.23 people per household.

	1990	2000	2030 Forecast	% Change
Population	5595	6179	6790	9.89%
Households	2056	2412	2945	22.10%
Household Size	2.68	2.49	2.23	-10.44%
Employment	2271	3264	4876	49.39%

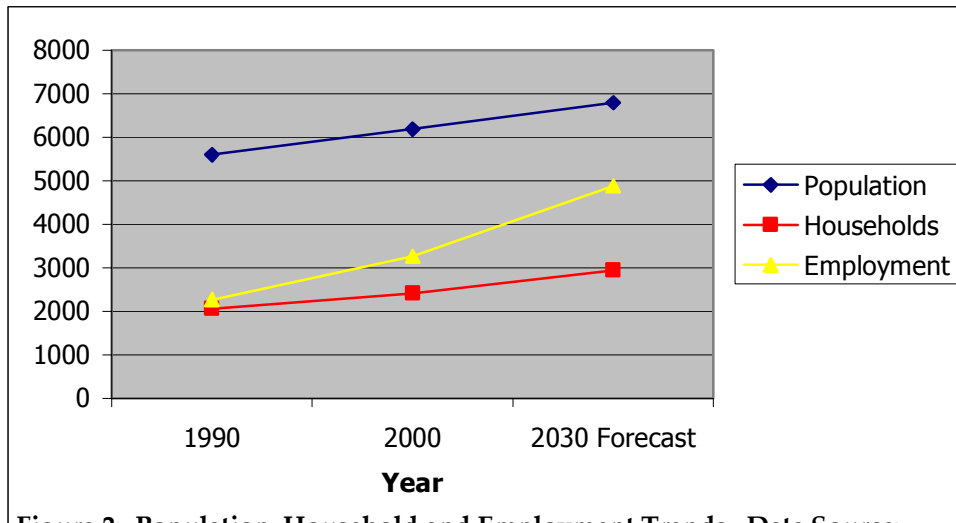


Figure 2: Population, Household and Employment Trends. Data Source: SEMCOG Community Profile for Holly

Figure 2 illustrates the change in age distribution of the population of the Village. The percentage of the population in the 0-4, 5-17, and 18-34 year old age group is declining while the 35-64 and 65 and over age groups are increasing. This trend is also seen nationwide, as the "Baby Boomers" age and newer generations have fewer children per family.

Age Group	1990	2000	2030 Forecast
0-4	498 (9%)	509 (8%)	358 (5%)
5-17	1127 (20%)	1150 (19%)	1049 (15%)
18-34	1734 (31%)	1634 (27%)	1675 (25%)
35-64	1669 (30%)	2150 (35%)	2635 (39%)
Over 65	567 (10%)	692 (11%)	1073 (16%)
<b>TOTAL</b>	<b>5595</b>	<b>6135</b>	<b>6790</b>

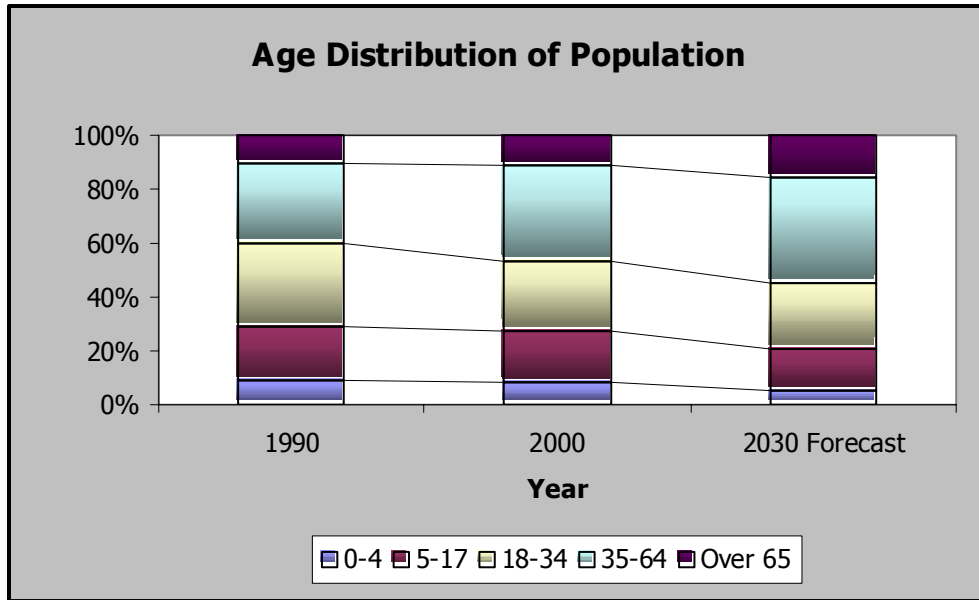


Figure 3: Population Age Distribution. Data Source: SEMCOG Community Profile for Holly

### Households and Housing Units

The Village has a total of 2,509 housing units, according to the 2000 Census. The vast majority of those units are single family homes, although the number of multi-family housing units increased by nearly 43% between 1990 and 2000. The number of households without children is also on the rise. In 1990, 59% of households in the Village were without children. SEMCOG projects that by the year 2030 72% of households will be without children. This correlates with the general aging of the population, described in Figure 2.

Table 1: Housing Units by Type. Data Source: SEMCOG.

Type	1990	2000	% Change
Single Family	1804	2004	11.09%
Multi-Family	354	505	42.66%
<b>TOTAL</b>	<b>2158</b>	<b>2509</b>	<b>16.27%</b>

Table 1: Households by Type. Data Source: SEMCOG.

Households	1990	2000	2030 Forecast
With Children	839 (41%)	906 (38%)	834 (28%)
Without Children	1217 (59%)	1505 (62%)	2111 (72%)



Table 3 shows household tenure data for the Village from the 1990 and 2000 Census. The proportions of owner occupied, renter occupied and vacant units has remained relatively steady. Median value for owner occupied houses has risen dramatically, from \$72,352 to \$111,770 in adjusted year 2000 dollars, an increase of over 54%.

**Table 2: Household Tenure. Data Source: SEMCOG.**

<b>Households</b>	<b>1990</b>	<b>2000</b>
Owner Occupied	1534 (71%)	1816 (72%)
Median Value (In 2000 Dollars)	\$72,352	\$111,770
Renter Occupied	522 (24%)	596 (24%)
Median Contract Rent (In 2000 Dollars)	\$547	\$465
Vacant Units	102 (5%)	97 (4%)

Income:

Incomes within the Village have been rising since the 1990 Census. As shown in Table 4 and Figure 3, the proportion of households in the lower income categories has decreased between 1990 and 2000. Median household income has risen by 19.5% and the number of households and persons in poverty has decreased between 1990 and 2000.

**Table 3 : Household Income. Data Source: U.S. Census Bureau**

<b>Income Category</b>	<b>1990 Census</b>	<b>2000 Census</b>
Less than \$10,000	289 (14%)	190 (8%)
\$10,000-\$14,999	264 (13%)	162 (7%)
\$15,000-\$24,999	370 (18%)	294 (12%)
\$25,000-\$34,999	347 (17%)	282 (12%)
\$35,000-\$49,000	334 (16%)	401 (17%)
\$50,000-\$74,999	375 (18%)	603 (25%)
\$75,000-\$99,999	63 (3%)	256 (11%)
\$100,000 or more	27 (1%)	198 (8%)
<i>Median Household Income (1999 Dollars)</i>	<i>\$38,856</i>	<i>\$46,436</i>
<i>Households in Poverty</i>	<i>236 (11%)</i>	<i>202 (8%)</i>
<i>Persons in Poverty</i>	<i>638 (11%)</i>	<i>442 (7%)</i>

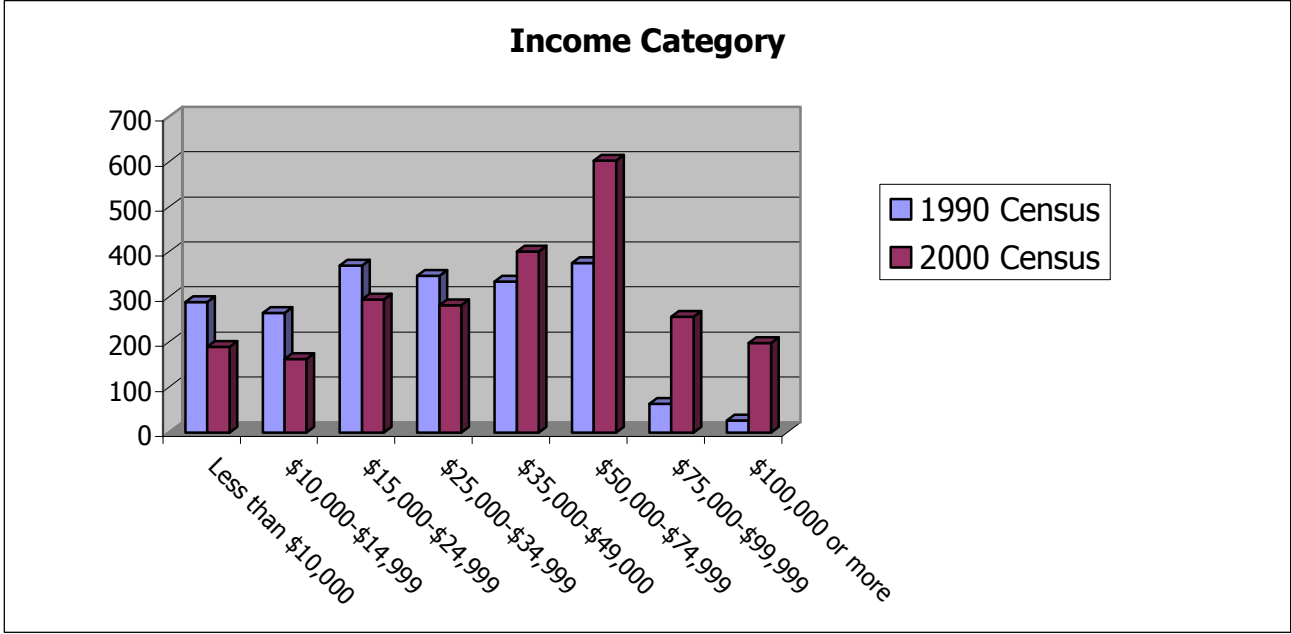


Figure 4: Income Distribution. Data Source: U.S. Census Bureau.

Education:

The educational attainment of the Holly population has improved over the last decade. Census data show that the proportion of people with four-year college or advanced degrees has increased dramatically between 1990 and 2000, while the number of persons with less than a high school education has declined.

Table 4: Educational Attainment. Data Source: U.S. Census Bureau.

Population 25 years and over	2000 Census		1990 Census		1990-2000
	Number	Percent	Number	Percent	Percent Change
Less than high school	687	17.4	870	25.5	-21.03%
High School Graduate	1503	38	1218	35.7	23.40%
1-3 Years College	1298	32.8	1067	31.3	21.65%
4-Year College Degree	321	8.1	186	5.5	72.58%
Advanced Degree	151	3.8	67	2	125.37%

Employment:

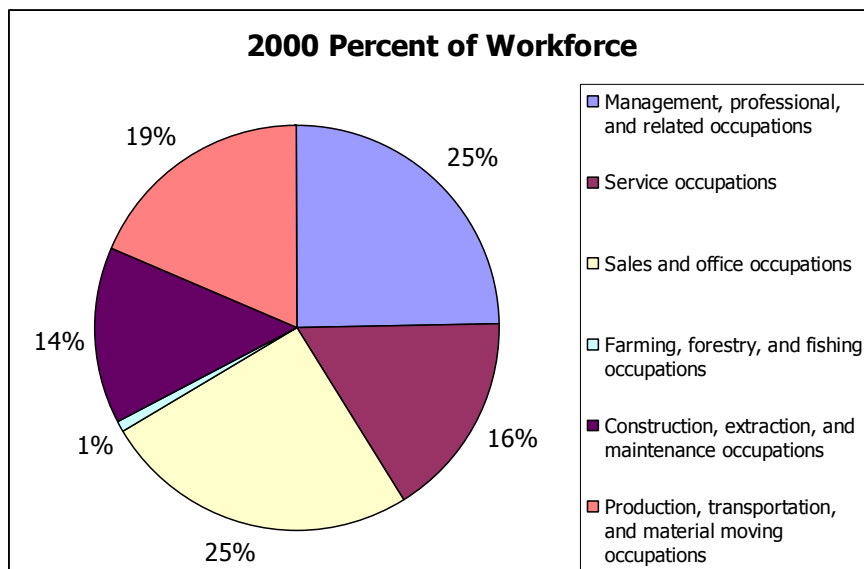
Employment within the Village largely consists of management and professional occupations and sales and office jobs. However, as shown in Figure 4, a significant percentage of jobs in the year 2000 were also in the service, production, transportation, and construction sectors.

**Table 5: Employment by Occupational Class. Data Source: U.S. Census Bureau.**

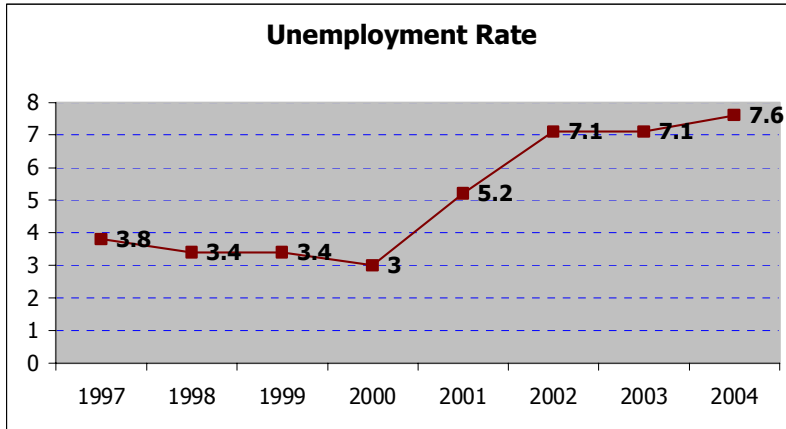
<b>OCCUPATION</b>	<b>1990 Census</b>	<b>1990 Percent of Workforce</b>	<b>2000 Census</b>	<b>2000 Percent of Workforce</b>	<b>Percent Change</b>
Management, professional, and related occupations	620	23.45%	745	24.72%	20.16%
Service occupations	385	14.56%	492	16.32%	27.79%
Sales and office occupations	555	20.99%	761	25.25%	37.12%
Farming, forestry, and fishing occupations	50	1.89%	29	0.96%	-42.00%
Construction, extraction, and maintenance occupations	454	17.17%	428	14.20%	-5.73%
Production, transportation, and material moving occupations	580	21.94%	559	18.55%	-3.62%
<b>TOTAL</b>	<b>2644</b>		<b>3014</b>		

There has been a general trend away from farming and forestry occupations since 1990. Employment in the construction, maintenance, production and transportation sectors has also been on the decline.

The unemployment rate in the Holly area (including the Village of Holly and Holly Township) increased dramatically in 2001 and 2002, but has remained fairly steady in the last couple of years (Figure 5).



**Figure 5: Distribution of Workforce, by Occupational Class. Data Source: U.S. Census Bureau.**



**Figure 6: Unemployment Rate.** Data Source: Michigan Department of Career Development. Data includes Holly Township.

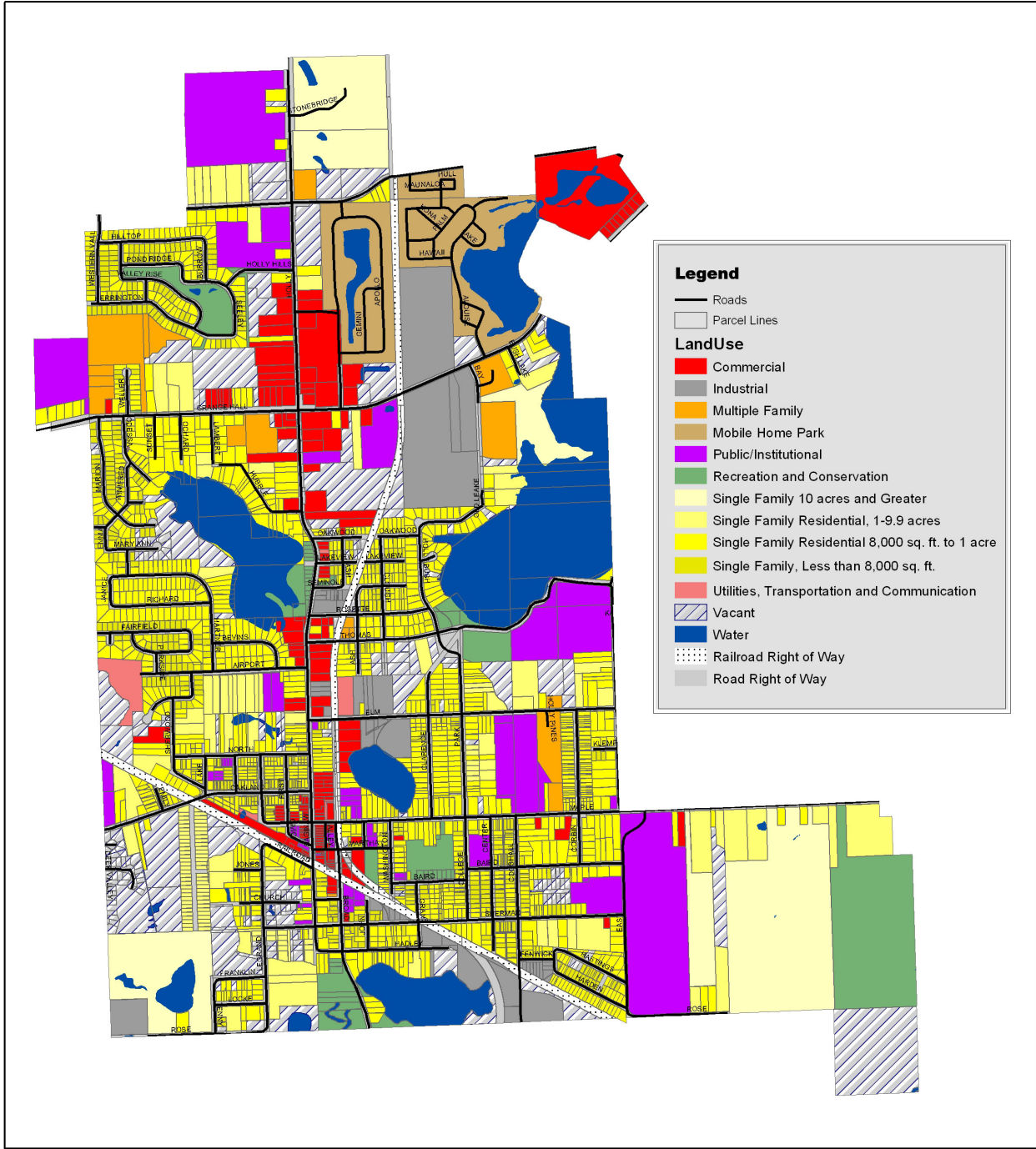
Existing Land Use:

The table below shows the allocation of existing land uses within the Village of Holly. Data for this analysis was provided by the Oakland County Planning Department.

<b>Land Use</b>	<b>Total Area (Acres)</b>	<b>Percent of Total Area</b>
Agricultural	0	0.00%
Single Family Residential, 10 acres and greater	88.9	4.56%
Single Family Residential, 1-9.9 acres	136.36	6.99%
Single Family Residential, 8,000 sq. ft. - 1 acre	344.93	17.68%
Single Family Residential, less than 8,000 sq. ft.	74.73	3.83%
<b>Single Family All Classes</b>	<b>644.92</b>	<b>33.05%</b>
Mobile Home Park	76.81	3.94%
Multi-Family	47.53	2.44%
Commercial	103.76	5.32%
Industrial	93.1	4.77%
Public/Institutional	174.62	8.95%
Recreation	122.92	6.30%
Transportation, Utility, Communication	8.77	0.45%
Vacant	238.81	12.24%
Water	212.46	10.89%
Road Right-of-Way	38.3	1.96%
Railroad Right-of-Way	189.49	9.71%
<b>TOTAL</b>	<b>1951.49</b>	<b>100.00%</b>

**Table 6: Existing Land Use.** Data Source: Oakland County, 2003.

Land use classifications were based on Oakland County Equalization codes and ortho-photography taken in 2002. Map 3 shows the existing land use within the Village.



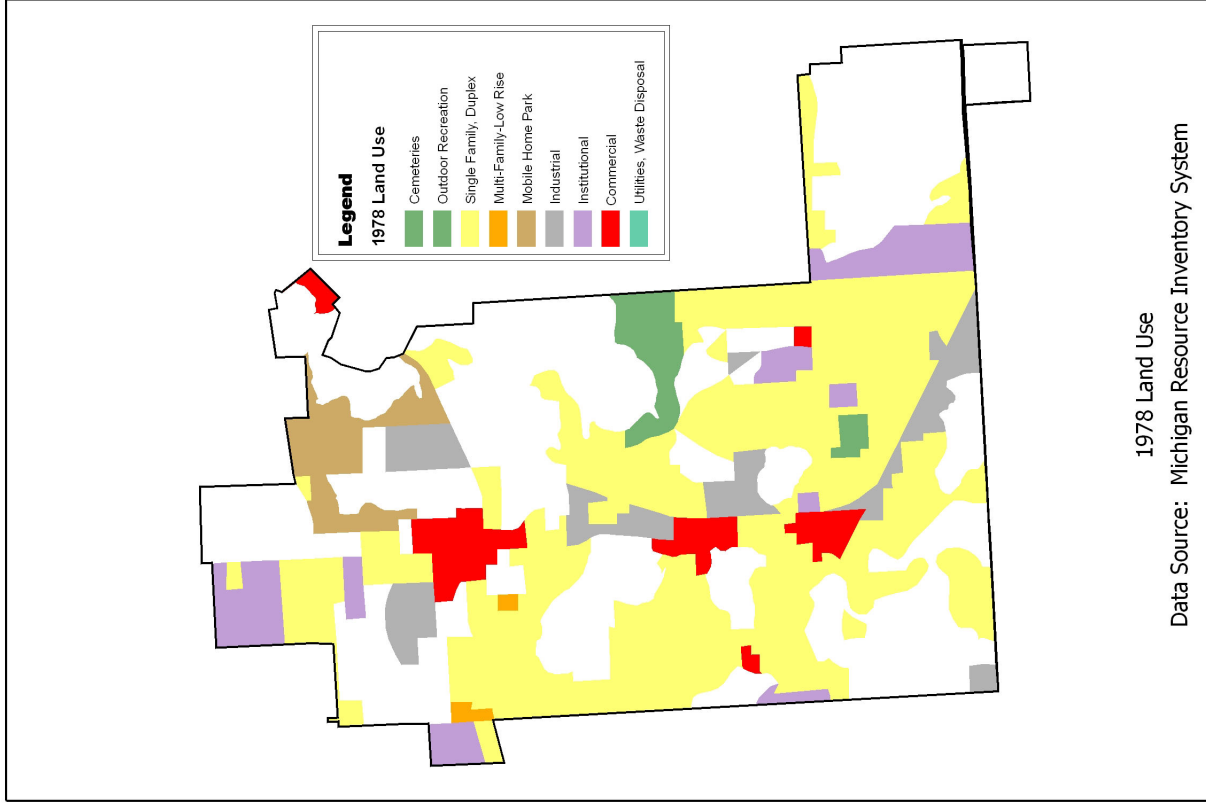
## 2002 Existing Land Use Village of Holly

Map prepared for the  
Village of Holly by:



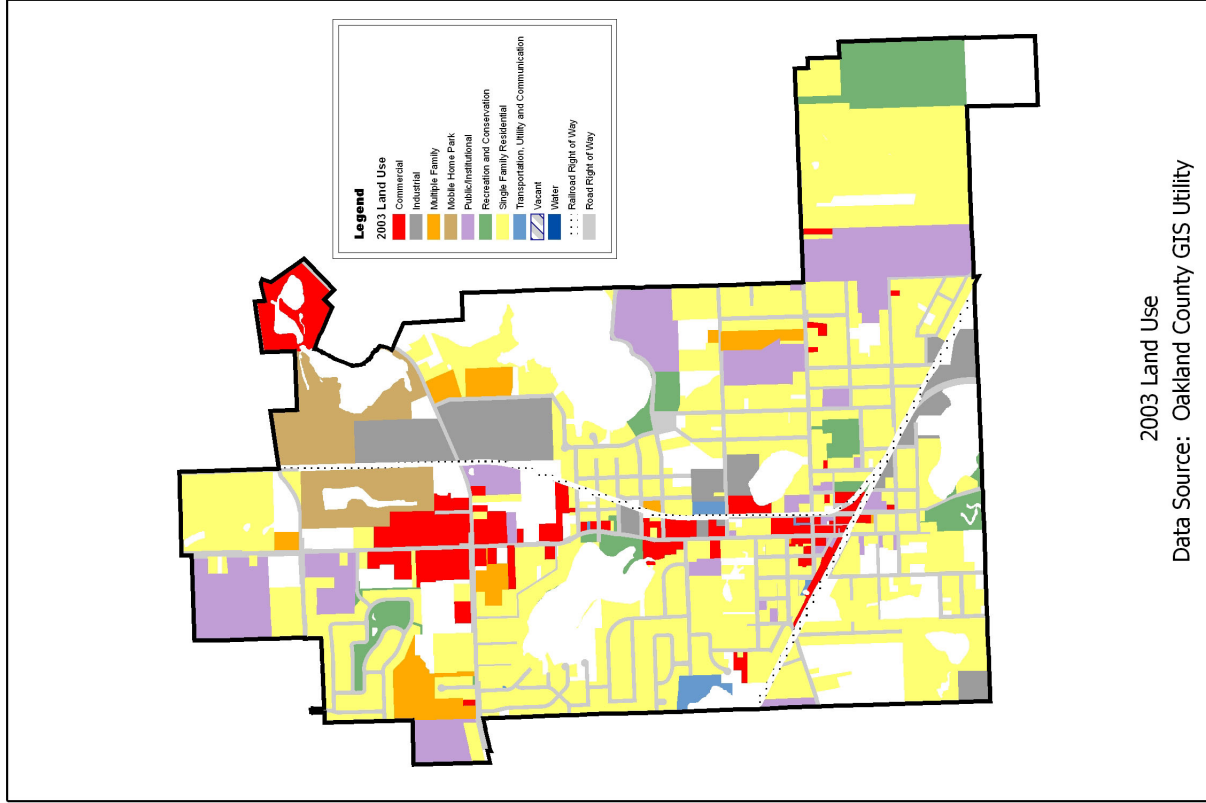
Last Updated: April 5, 2004  
Data Source: Oakland  
County GIS Utility, 2004





1978 Land Use

Data Source: Michigan Resource Inventory System



2003 Land Use

Data Source: Oakland County GIS Utility

**Map 4: 1978 and 2003 Land Use**

Over the last few decades, there has been a general trend towards filling in previously vacant or agricultural lands within the village for a variety of uses (Map 4). Single-family residential uses have expanded to include the southeast corner of the Village. New multi-family residential areas include the area near Holly Woodlands (formerly Presbyterian Village in the northwest area of the Village), condominiums on the south side of Grange Hall Road (east side of the Village), and several others. Commercial areas have stayed relatively the same, as have industrial areas with the exception of the large industrial area (which includes the self-storage facility) on the south side of Grange Hall Road (east side of the Village).

### Natural Features

The predominant natural features that Holly is known for are its lakes; there are 7 lakes within the Village. The Village and surrounding area are also home to the headwaters of the Shiawassee River.

Map 5a shows the lakes streams and major wetlands in Holly and the surrounding area. Map 5b depicts the Natural Areas; this ranking was taken from a report by the Michigan Natural Features Inventory<sup>1</sup>. High, medium and low rankings were given to natural areas based upon several criteria including:

- Total size of the site – larger areas tend to have higher species diversity
- Areas along stream corridors – waterways often provide travel corridors for wildlife
- Landscape connectivity – connectivity of natural areas improves the resilience of the ecosystem and allows processes such as flooding, fire and pollination to occur at a more natural rate and scale
- Restorability – a measurement of the potential for increasing the size of existing natural communities and providing a natural buffer from development

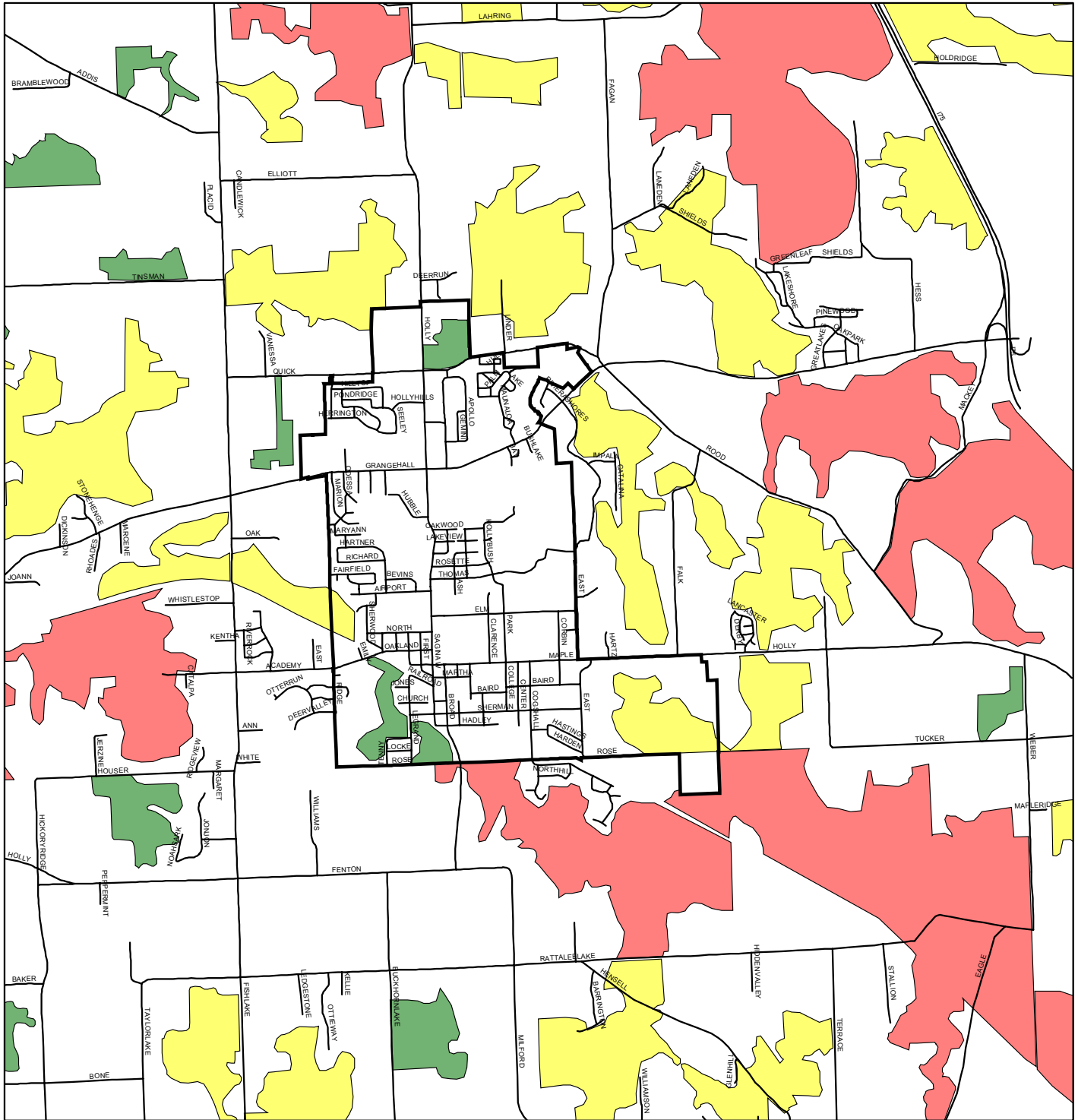
The report also acknowledges that all identified sites, regardless of their ranking, have significance to their local setting, particularly in areas like the Village that have experienced a high degree of development.

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<sup>1</sup> Data in this section is taken from 2002 Oakland County Potential Conservation/Natural Areas Report. Prepared by the Michigan Natural Features Inventory for the Oakland County Planning & Economic Development Services Department, July 2002.










**Map 5b: Natural Areas**

**Legend**

**Natural Areas Ranking\***  Village Boundary  
 Roads

-  High
-  Low
-  Medium

\* Natural Areas Ranking taken from 2002 Oakland County Potential Conservation/Natural Areas Report

Map prepared for the Village of Holly by:



Last Updated: June 3, 2004  
 Data Source: Oakland County GIS Utility

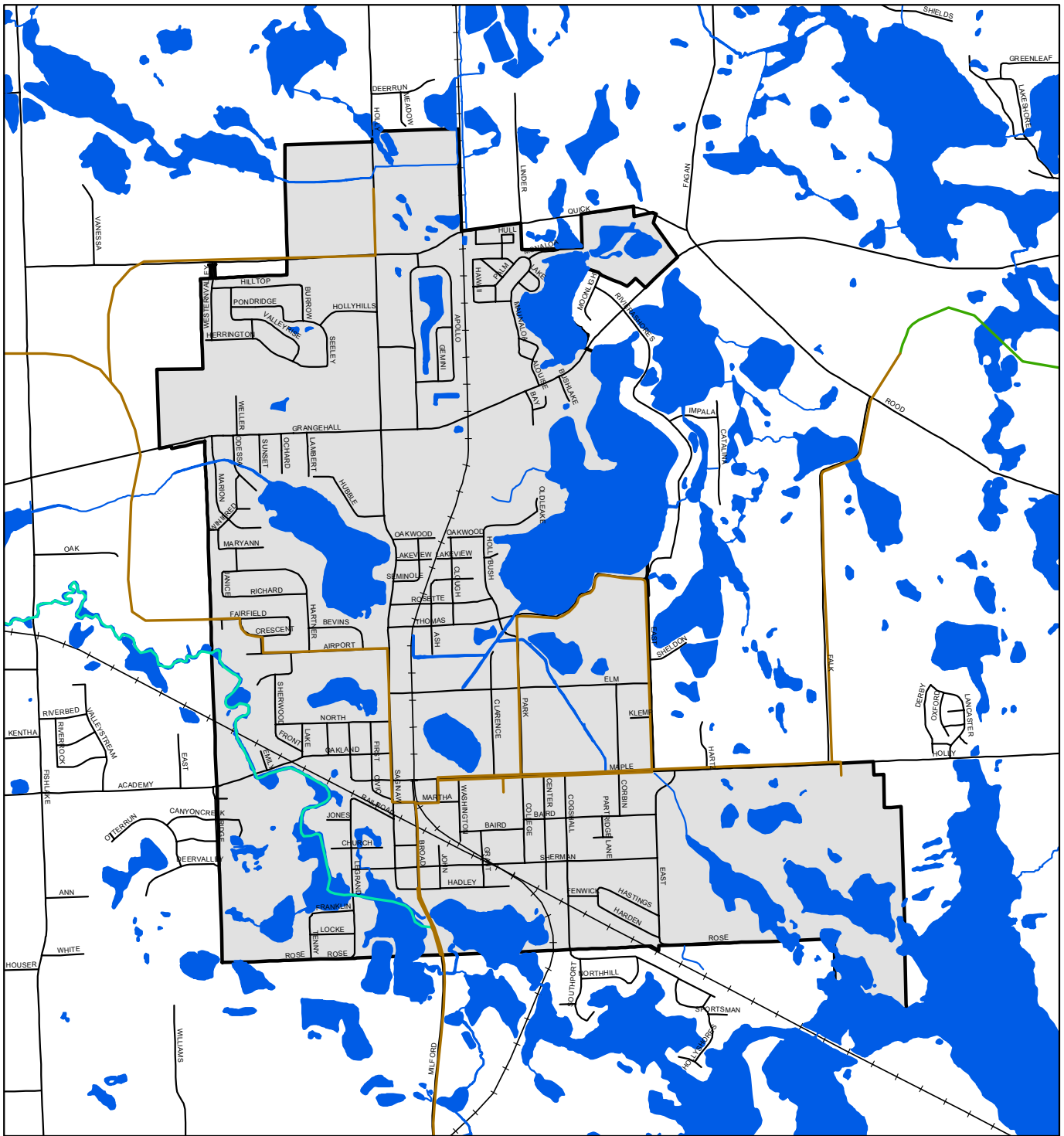
Transportation:

Not surprisingly, given that there is no public transit available in Holly, the vast majority of residents of the Village travel to work by car (Table 7). However, the number of carpools has increased by over 50% since 1990. Mean travel time to work for commuters in 2000 was 29.2 minutes.

**Table 7: Means of Travel to Work. Data Source: U.S. Census Bureau.**

<b>COMMUTING TO WORK</b>	<b>1990 Census</b>	<b>1990 Percent of Workforce</b>	<b>2000</b>		
			<b>2000 Census</b>	<b>Percent of Workforce</b>	<b>Percent Change</b>
Drove alone	2,197	84.37%	2,421	82.97%	10.20%
In carpools	248	9.52%	377	12.92%	52.02%
Using public transportation	0	0.00%	0	0.00%	0.00%
Using other means	17	0.65%	15	0.51%	-11.76%
Walked or worked at home	142	5.45%	105	3.60%	-26.06%
<b>TOTAL</b>	<b>2,604</b>		<b>2,918</b>		

Map 6 depicts the major transportation systems in the Village, both motorized and non-motorized. Streets with sidewalks are shown as "Safety/Side Paths", which are the main pedestrian routes in the Village (note: many of the paths indicated on Map 6, particularly the ones outside of the Village, are only conceptual at this time) North Holly Road and North and South Saginaw Streets provide the only north/south automobile route through the Village. Interstate 75 is located approximately 3 miles to the east of the Village, and U.S. 23 is approximately 5 miles to the west.

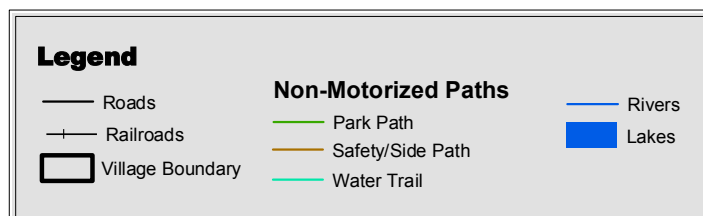


## Map 6: Transportation Systems

Map prepared for the Village of Holly by:



Last Updated: June 3, 2004  
Data Source: Oakland County GIS Utility



## Parks and Recreation

Holly has several parks and recreation areas, both within the Village and in the nearby area (Map 7). The Village itself provides approximately 98 acres of public parks and recreational lands. With a population in 2000 of 6,135, this amounts to over 14 acres of parkland per 1,000 people. The Village parks offer opportunities for active recreation (including playgrounds, hiking, fishing, softball, and others), community events such as the Concerts in the Park series at Crapo Park, and passive recreation such as hiking and wildlife viewing at Waterworks Park.

Outside of the Village limits are several large state parks and recreation areas, including Seven Lakes State Park and Holly State Recreation Area. These parks provide areas for hunting, fishing, camping, hiking, biking, boating swimming and wildlife viewing. Mount Holly Ski Area is also located on Dixie Highway, approximately 5 miles east of the Village.

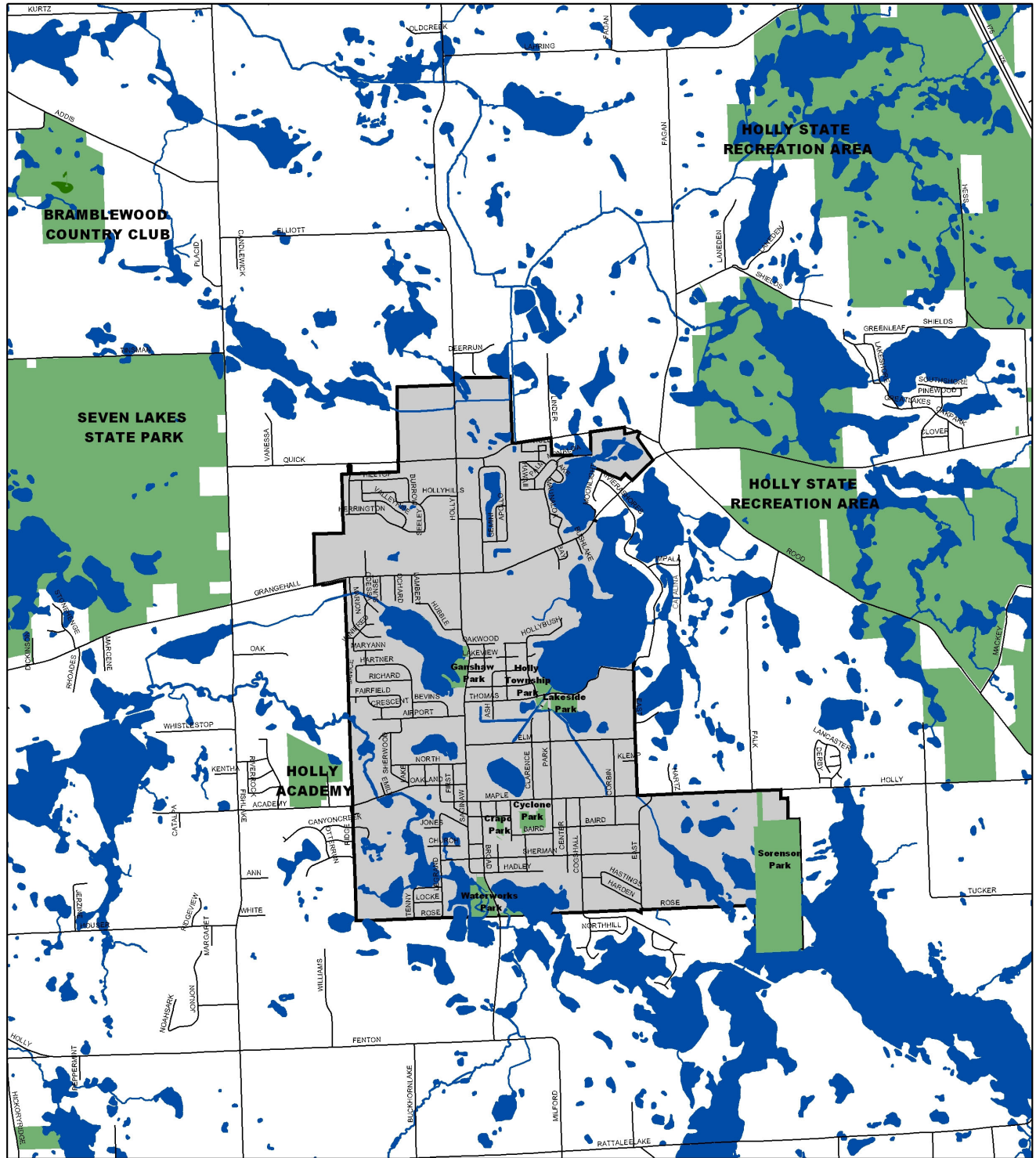
## Community Services

The Village of Holly offices are located in the Downtown Historic District, at 202 South Saginaw Street. Directly across Civic Drive, to the north, are the Holly Township offices (Map 8). Police services are provided through the Police Station at 315 S. Broad Street. The Village has 12 sworn police officers and four full-time dispatchers that provide 24 hour, 7 day protection for its residents. Fire protection is also provided by the Village of Holly, which recently established its own fire department separate from the North Oakland Fire Authority. The department currently has 15 fire fighters, and is authorized to employ up to 24.



The Holly Township Library is located within the Village, as well as a branch of the U.S. Post Office.

The Holly Area School district has several facilities within the Village, including: Sherman Middle School, Patterson and Holly Elementary Schools, and the Karl Richter Campus which provides services to students with special needs. Holly is also home to two private schools: The Holly Academy and the Adelphian Junior Academy, both on Academy Road.

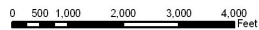


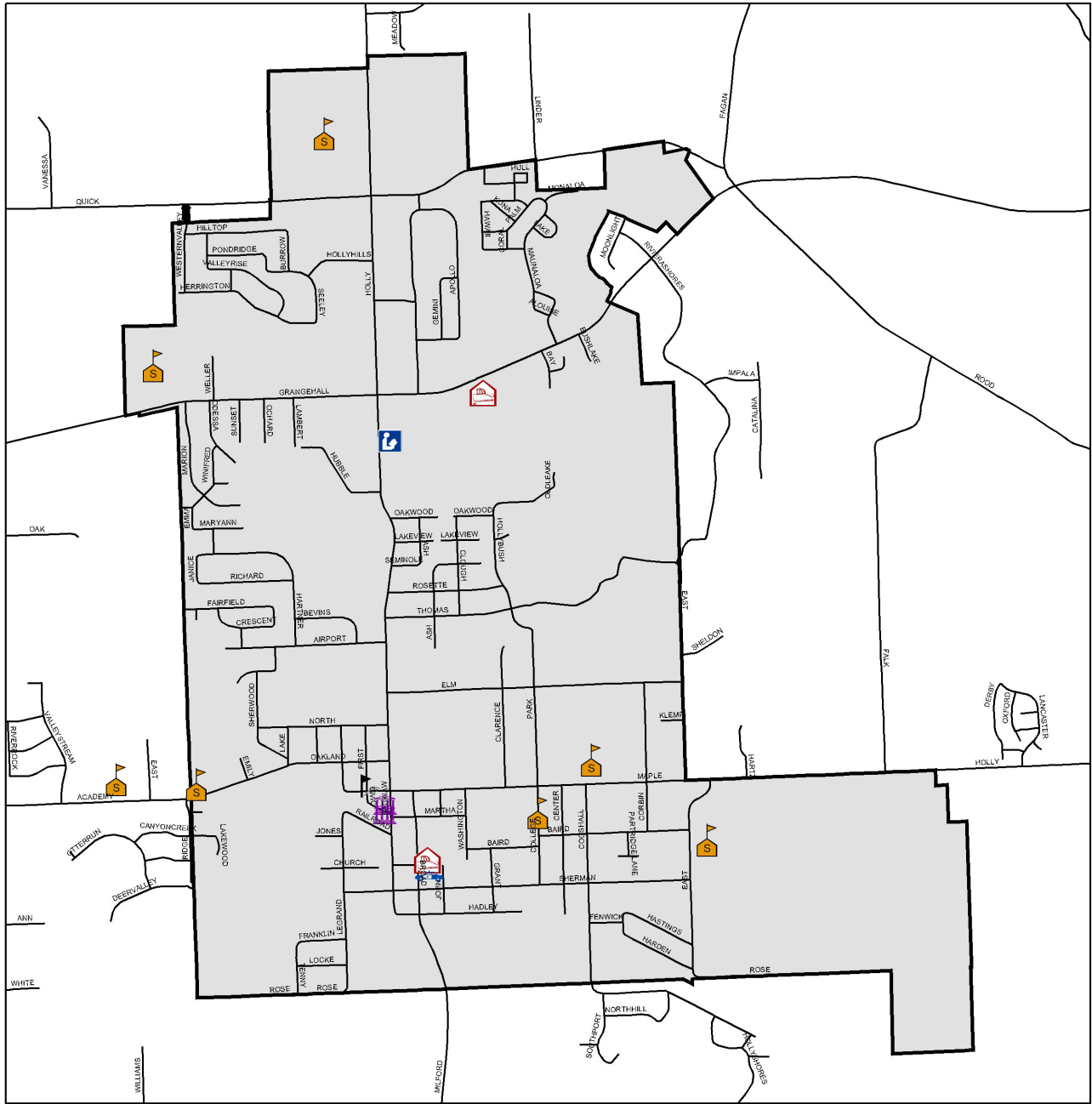
## Map 7: Parks & Recreation Areas

Map prepared for the Village of Holly by:












ENP ASSOCIATES  
 Last Updated: May 31, 2006  
 Data Source: Oakland County GIS Utility, 2004 and the Village of Holly





**Map 8: Community Services**

Map prepared for the Village of Holly by:  
  
 Last Updated: May 31, 2006  
 Data Source: Oakland County GIS Utility and the Village of Holly

Legend					
	Government		Library		Roads
	Fire		Post Office		Village Boundary
	Police		Schools		



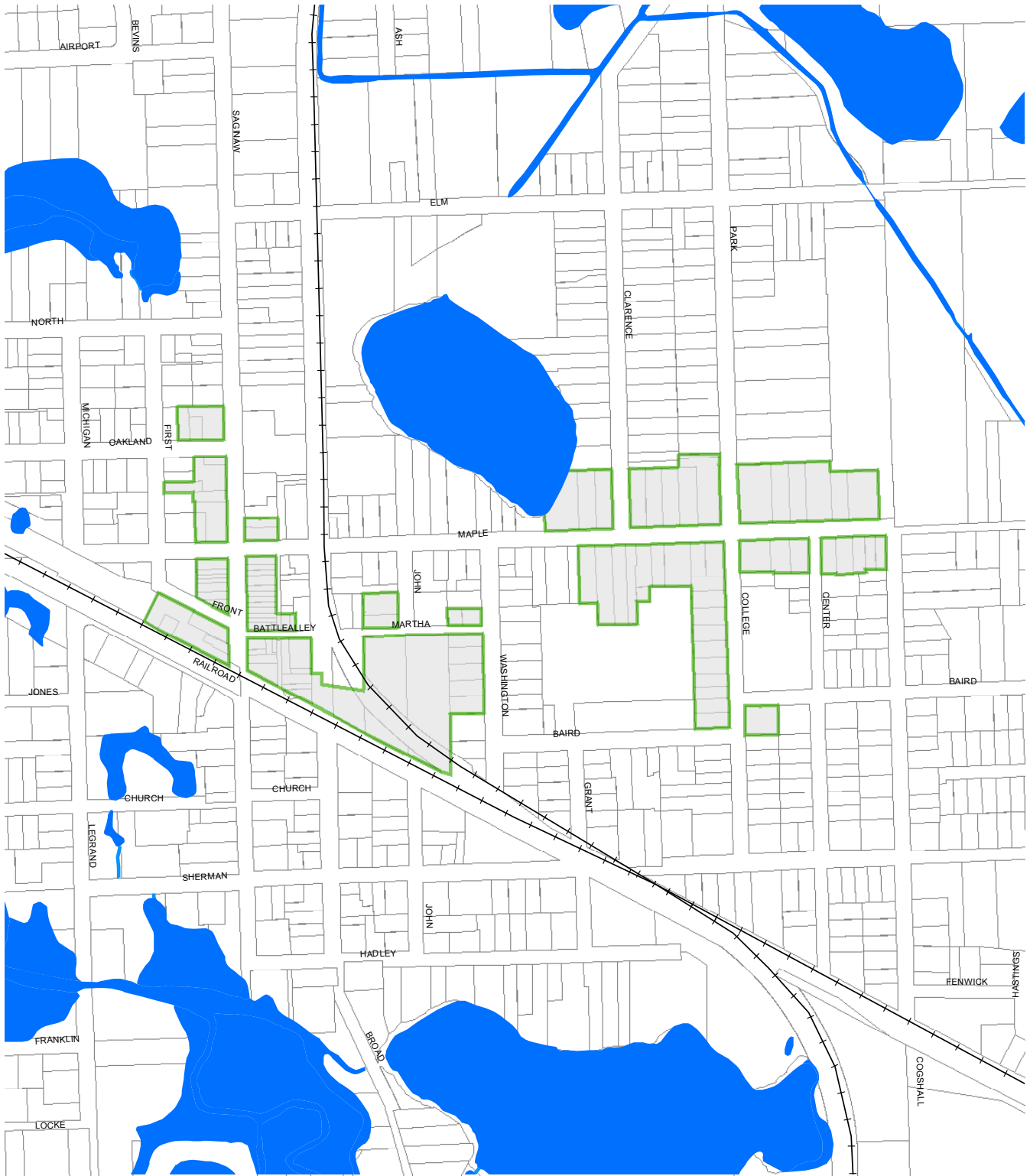
## Historic Districts

The Village of Holly has a Historic District Commission which oversees two historic districts (Map 9). Both of these districts are included on the National Register of Historic Places. Over 100 properties are located within the historic districts.


Historic District 1 encompasses the downtown shopping district and some adjacent residences. Many of the buildings in the downtown area are two story structures with retail establishments on the street level and apartments on the second floor. The historic downtown shopping district provides a pedestrian-friendly shopping area for residents, while also attracting many tourists to the area.

Historic District 2 includes historic homes along Maple Avenue east of downtown and along College Street. These homes form the core of some of the most desirable neighborhoods in the Village.





## Map 9: Historic Districts

Map prepared for the  
 Village of Holly by:  
  
 ENP & ASSOCIATES  
 Last Updated: June 17, 2004  
 Data Source: Oakland County  
 GIS Utility and Village of Holly



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## PART III Data Analysis

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### Introduction

This section of the Plan examines the major themes and trends from the Community Profile, Buildout Analysis, Surrounding Plans and Zoning and some feedback from the Visioning Session. The purpose of this section is to figure out “how we got here” and to start thinking about “where do we go from here”.

### Build Out Analysis

#### *What is a Buildout Analysis?*

As a citizen, planning official or elected representative, it can be difficult to comprehend what a community might look like in the future. Master plans and zoning ordinances are meant to shape the future of a community in part by prescribing what types of land uses should occur and at what densities. But still, there are many unanswered questions, such as:

- How many new houses could be built in that area zoned R-1A?
- How much growth will the future land use plan map allow for?
- If our current zoning was to stay in place and all landowners took advantage of it, how would the landscape change?
- Are our policies really going to result in the future that we want?

These are all questions that a build-out analysis attempts to answer.

#### *Process and Results*

The buildout analysis for Holly was done by taking all vacant land within the Village, subtracting unbuildable lands (like lakes, wetlands, and lands already committed to development), and overlaying the current zoning districts. Development was then allocated to these vacant lands based on the allowable densities in the zoning districts.

The Village currently has approximately 200 acres of buildable, vacant land. Lands that are already committed to development (but which were not reflected in the 2003 existing land use layer) include: 6.9 acres (Riverside), 3.6 (Quail Run), and 8.4 acres (Bevins Lake)

A map of the build out results is shown on page 3. The quantities of new development that could be supported given the current zoning are as follows:

- Residences: 537 single family, 187 multi-family and attached single-family (zoned RM), 3 manufactured homes

- Net buildable area for non-residential uses:
  - Zoned C (Commercial) = 1,646,199 sf or 37.8 acres (36 lots)
  - Zoned CBD (Central Business District) = 2,608 sf (5 lots)
  - Zoned NOC (Neighborhood Office Commercial) = 50,443 sf. (9 lots)
  - Zoned M (Industrial) = 301,134 sf<sup>2</sup>

One important question to ask is: is this enough land to accommodate the projected growth for the Village? The Southeast Michigan Council of Governments (SEMCOG) projects that the Village will need to make room for 356 new households by the year 2030<sup>3</sup>. According to these buildout results, more than enough new households can be created under current zoning to accommodate this new population growth.

The mix of land uses that will be present at build-out is also significant, so that we may plan for enough commercial and employment uses to support the new population. Figure 1 shows the current mix of uses as compared to the land use mix that would be present at build-out.

*Implications for Planning:*

The results indicate that there is not a lot of vacant, buildable land within the Village. However, it does appear that the Village has adequate capacity to accommodate the expected population growth until the year 2030. It also appears that the land use mix will be very similar to the current mix when the Village is built out.

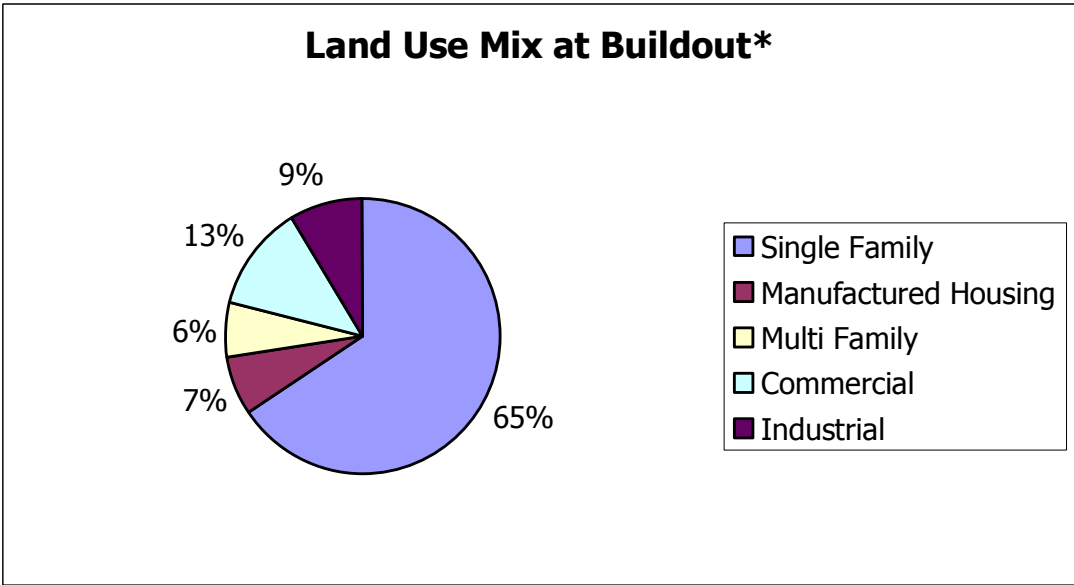
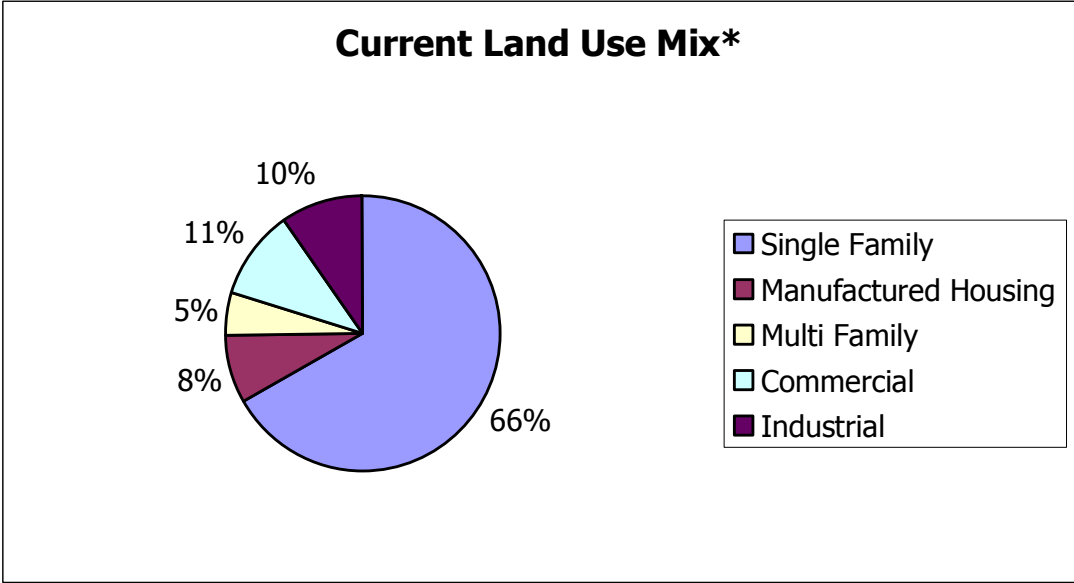
The buildout is meant to provide a context for where the Village is headed given current policies. Some questions to consider when planning for the future of the Village include:

- Is this amount of growth the amount we want? Would we like the Village to grow more? Less? And how fast?
- Should we have a different mix of land uses in the future? For example, do we need more office/industrial areas for employment? Do we need more commercial services for our residents?
- If there are not sufficient areas for new growth in the buildout analysis, where are there sites that could be redeveloped?

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<sup>2</sup> no buildings allocated due to the shape and physical constraints of the parcels

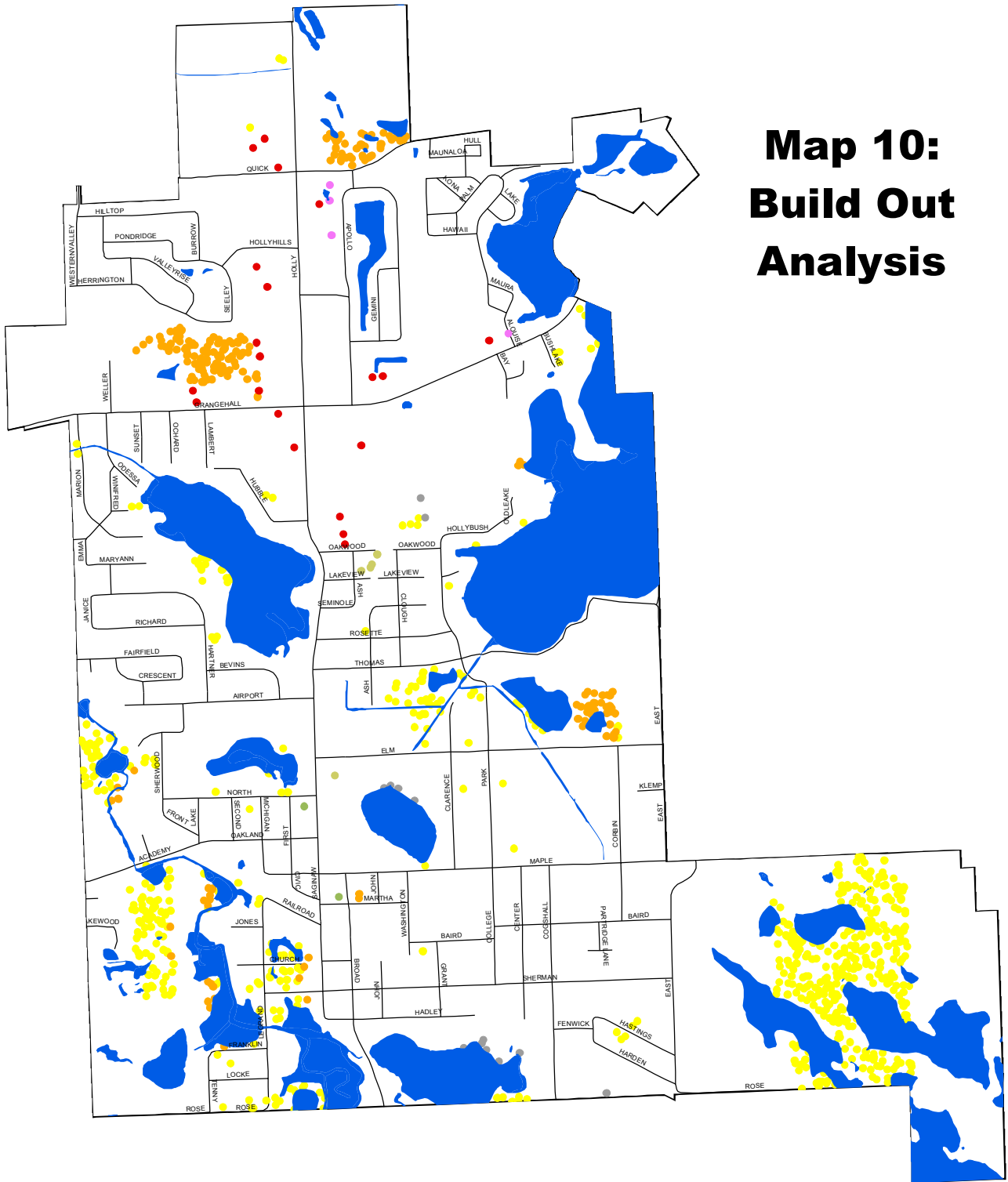
<sup>3</sup> Data source: SEMCOG 2030 Regional Development Forecast






**Figure 7: Land Use Mix. Data Source: Oakland County GIS Utility and ENP & Associates Buildout Analysis.**

**\*NOTE: Does not include public/institutional lands, rights-of-way, utilities, water and vacant land.**

# Map 10: Build Out Analysis



## Legend

-  Lakes
-  Roads
-  Village Boundary

## Potential Developable Lots

-  Neighborhood Office Commercial
-  Commercial
-  Central Business District
-  Industrial
-  Multi-Family Residential
-  Single Family Residential
-  Manufactured Homes

Prepared for the Village of Holly by:



Last updated: July 22, 2004

## **Surrounding Plans and Zoning**

When updating the master plan, it is important to examine what our neighbors are planning as well. In this section, we will take a look at the existing zoning and master plans for both Holly Township and Rose Township. The plans and policies of these townships will have a great impact on future development and character of the Village.

### Zoning

Map 1 shows existing zoning information for Holly and Rose Townships. The zoning map is an indication of what can be done on the land by right, at this time.

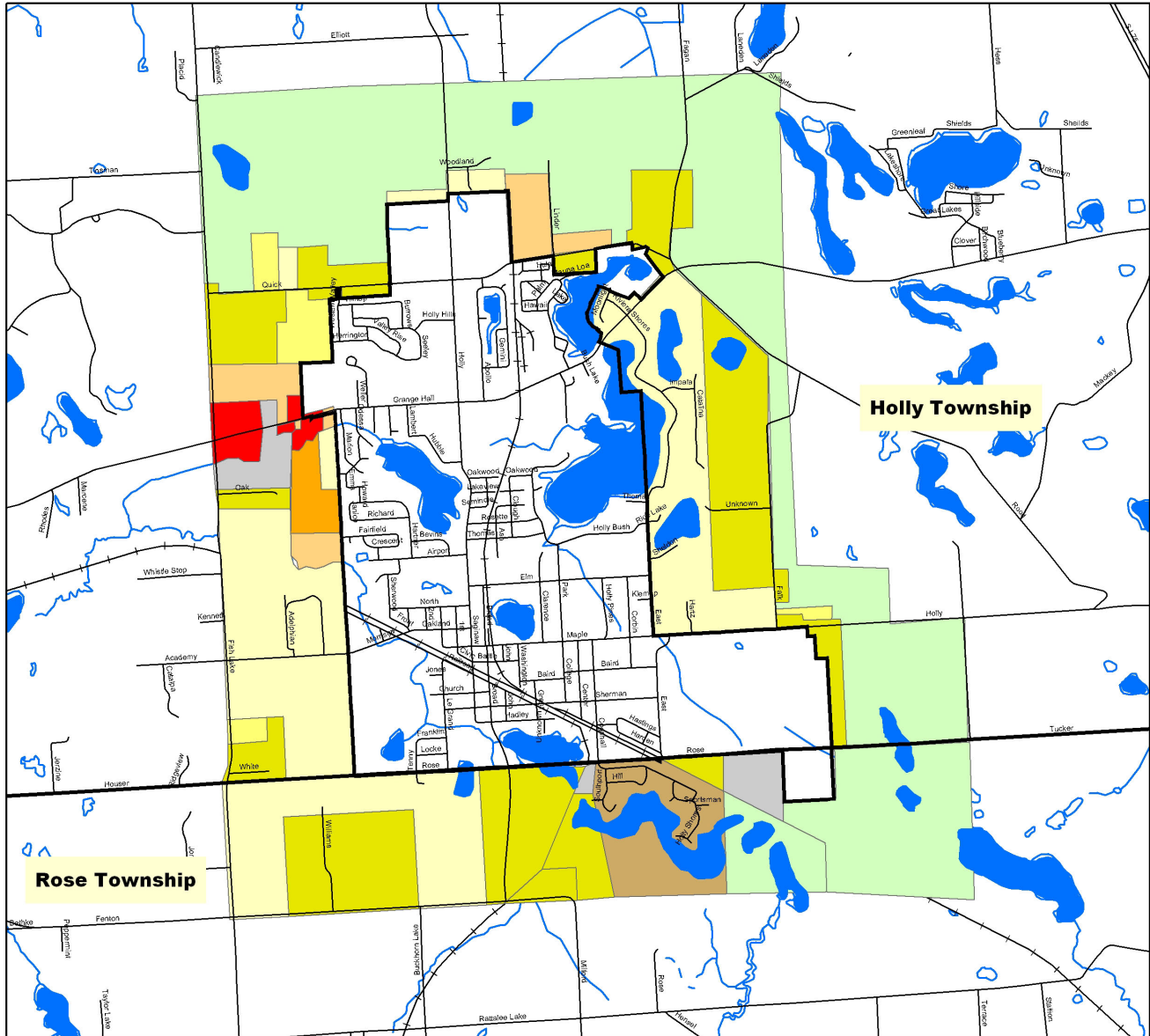
#### *Holly Township*

Most of the land directly adjacent to the Village boundary is currently zoned R-1, single-family residential on ½ acre lots. This is a lower density than most of the area on the periphery of the Village, which is zoned R-1B with a minimum lot size of ¼ acre. This density difference is typical of transition areas between Village and Township areas. Within the Township, residential densities gradually decrease into the agricultural area, zoned AGRE, with a minimum lot size of 5 acres.

The Grange Hall corridor west of the Village has several C-2 General Commercial properties, particularly at the intersection of Grange Hall and Fish Lake Roads. A small amount of L-1 Limited Industrial property is also located along Grange Hall Road. These commercial and industrial areas will likely have impacts on traffic on Grange Hall Road, and particularly the Grange Hall/North Holly Road intersection. The commercial area at Fish Lake and Grange Hall will also impact the northern business district at Grange Hall and North Holly Roads.

#### *Rose Township*

Much of the land immediately south of the Village boundary in Rose Township is zoned for an existing Mobile Home Park (approximately 65 acres). There are also two areas of industrial zoning adjacent to the Village, both near the two railways. The parcel immediately west of the Mobile Home Park is an existing industrial site. The other industrially zoned parcel to the north of the railroad tracks is currently vacant. The remainder of the land near the Village is zoned R-1B Single Family Residential on 1.5 acre lots.



**Map 11: Surrounding Zoning**

NOTE: This data is for planning purposes only and is not meant for site-specific decision-making. The accuracy of this data is not guaranteed.

Map prepared for the Village of Holly by:



Last Updated: September 2, 2004  
 Data Source: Oakland County  
 GIS Utility, Rose and Holly Townships

Legend	
Holly Township Zoning	Rose Township Zoning
AGRE Agricultural Residential 5 acre lots	Agriculture
C-2 General Commercial	Industrial
L-1 Limited Industrial	Mobile Home Subdivision
R-1 Single Family Residential .5 acre lots	R-1A Rural Residential 1.5 acre lots
R-2 Single Family Residential 1 acre lots	R-1A Single Family Residential 1.5 acre lots
RM-1 Multi Family Residential	R-1B Single Family Residential 1.5 acre lots
RM-2 Multi Family Residential	Rural Residential 5 acre lots
SR Suburban Residential 1.5 acre lots	
Suburban Residential 1.5 acre lots	



## Master Plans

Map 2 shows the master plan designations of surrounding townships. The master plans indicate the long term vision for the community. These designations do not necessarily reflect existing land uses or what is expected to happen in the immediate future.

### *Holly Township*

Because the Township surrounds the Village on three sides, their plans and policies will have a great impact on the future of the Village. The largest of these impacts will likely come from the planned sewer service area which extends from most of the western edge of the Village. Most of this area is planned for residential uses between 1.5 acre and .5 acre lots.

Among their general goals and policies, the Township recognizes that “certain intensive land uses may be more suitably located areas outside the Township with available infrastructure and support services” and that they wish to only allow “those economic activities which are compatible with the existing conditions within the Township and in cooperation with surrounding communities”. In regards to commercial development, the Township plans a minimal area for commercial land use due to the low population density of the Township and the availability of commercial services in the Village, Fenton and Grand Blanc. Similarly, the Township plans to provide a limited amount of industrial land, largely near I-75. The Township designates the Grange Hall/Fish Lake Road area as a developing commercial center, with the goals of improving the appearance and functionality of the intersection.

### *Rose Township*

Like Holly Township, Rose Township plans for a limited amount of commercial and industrial land. Reasons given include low population density of the Township, lack of infrastructure and public services, environmental sensitivity and the availability of such lands within the Village and in the City of Fenton. The Township Plan states that “comparison [i.e.-more regional in nature] shopping needs should be met by commercial development in nearby village and city shopping areas with appropriate supporting infrastructure and public services”.

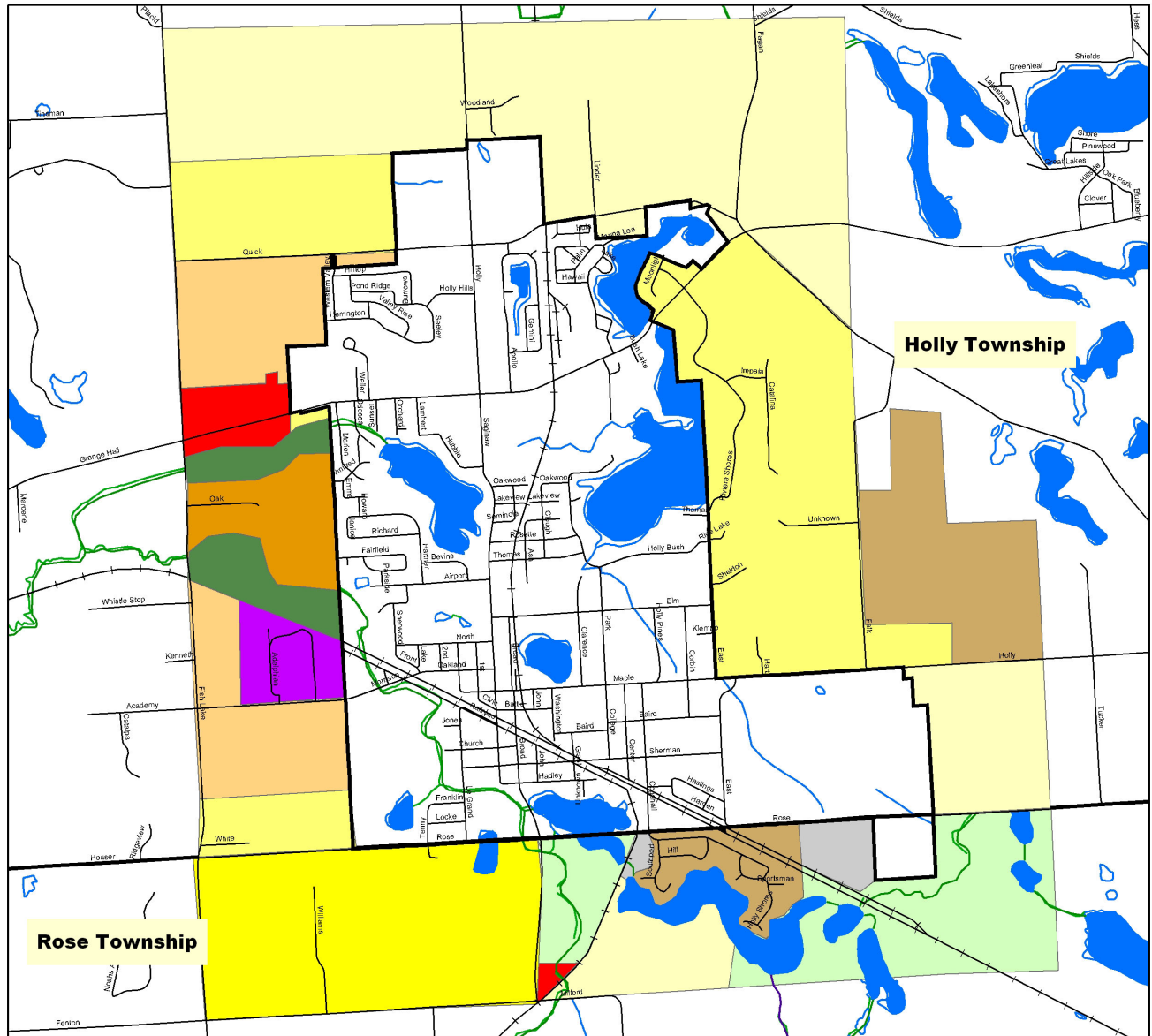
The Township’s draft future land use map (May, 2003) designates land adjacent to the Village for High Density Residential (6 units per acre), Light Industrial and Rural Preservation (1 unit per 10 acres). The high density residential area is the existing Mobile Home Park. A small area of high density residential that is not yet built-out is planned north of the railroad. The parcel planned (and zoned) for industrial use north of the railroad and south of Rose Road is currently vacant.

## Summary of Potential Impacts to the Village

There are several aspects of the Holly and Rose Townships plans and zoning that will have an impact upon the future development of the Village, namely:

- The planned residential and sewer service areas in Holly Township west of the Village. Any provision of water and sewer service to this area, beyond the Riverside Development Agreement area, will require a new agreement between the Village and Holly Township. Extension of services to this area would likely also require expansion of sewer and water capacity by the Village.
- The Village is expected to be the commercial and employment center for the region, according to both Township Plans.
- Expansion of the existing commercial area at the Fish Lake/Grange Hall Road intersection in Holly Township may have significant traffic impacts on the northern portions of the Village, namely the Grange Hall/North Holly Road intersection. This expansion also may create some competition for businesses in the Village's northern business district.
- An existing vacant site just south of the Village, south of Rose Road, in Rose Township is planned and zoned for industrial use. This may create additional traffic on the south end of the Village. It will also add to the employment opportunities in and adjacent to the Village.





**Map 12: Surrounding Master Plans**

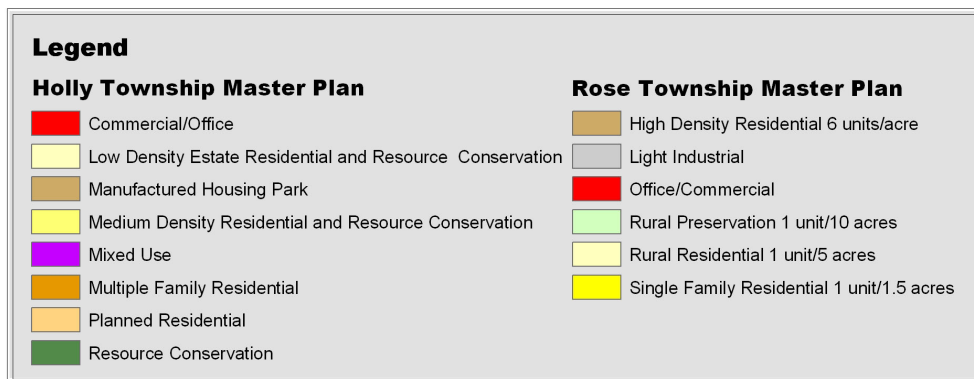
NOTE: This data is for planning purposes only and is not meant for site-specific decision-making. The accuracy of this data is not guaranteed.



Map prepared for the Village of Holly by:



Last Updated: September 7, 2004  
Data Source: Oakland County GIS Utility, Rose and Holly Townships



## **Summary of Data Analysis**

### Demographics

Several demographic trends in Holly mirror what is happening in the state and in the nation. For example, population is rising but household size is declining, resulting in a higher rate of growth in households than people. Contributing to the reduction in household size, the population is aging and families are having fewer children. The number of households with NO children is also increasing. Thus, planning for future housing needs should accommodate smaller households, more empty-nesters, and more housing for the elderly.

### Housing and Employment Trends

The housing stock within the Village has risen in value dramatically over the last decade, reaching a median value of \$111,770 in 2000. This is significantly less, however, than the median housing value in Oakland County (\$181,200) and somewhat less than that in Southeast Michigan (\$136,500). The proportion of owner occupied versus renter occupied units has remained steady over the last decade.

Consistent with the trends in Oakland County, the State of Michigan and the nation as a whole, Holly's unemployment rate increased dramatically in 2001 and 2002, but has since has remained fairly steady. Holly's unemployment rate (7.6 percent in 2004) is higher than Oakland County's but similar to the State of Michigan rate.

Employment in the construction, maintenance, production and transportation sectors is declining, illustrating the nationwide trend toward service sector employment.

### Land Use

Single-family residential is the predominant land use in Holly, and the land use mix has not changed significantly in the last 25 years.

During the December 2004 visioning session participants indicated that a different mix of uses is needed in the Midtown (North Saginaw Street between the historic downtown and Grange Hall Road) area. The majority felt that industrial uses should be located elsewhere and more commercial/retail is needed in the area. When shown specific redevelopment opportunities, people liked the idea of compact residential development with office/retail on the first floor. However, they expressed some concerns that the style was not consistent

with Village character and that the town homes were too dense. People also liked the concept of having municipal offices in Midtown.

An overwhelming majority also stated that they want to see a different mix of businesses downtown. More general shopping opportunities are desired in the historic Downtown area, perhaps including the following:

- Bookstore
- Places to eat
- Entertainment
- Clothing and shoes
- Services

An analysis of the plans and zoning ordinances of the surrounding townships revealed that the Village is expected to be the commercial and employment center for the region. Expansion of the existing commercial area at the Fish Lake/Grange Hall Road intersection in Holly Township may have significant traffic impacts on the northern portions of the Village, namely the Grange Hall/North Holly Road intersection. This expansion also may create some competition for businesses in the Village's northern business district. An existing vacant site just south of the Village, south of Rose Road, in Rose Township is planned and zoned for industrial use. This may create additional traffic on the south end of the Village. It will also add to the employment opportunities in and adjacent to the Village.

### Downtown

At the Visioning Session, people were asked several questions about their use of the Downtown area and what they would like to see happen there in the future. Results showed that people visit downtown fairly frequently. Their purpose is usually to eat out, and sometimes to window shop or attend community events. Residents stated that they do not regularly visit the small specialty shops downtown. Thus, it appears that these shops cater to out of town visitors. Parking and a wider variety of stores were the top priorities for the Downtown (but people did not want to see a parking structure downtown). The parking situation during special events also needs particular attention.

### Buildout Analysis:

The buildout analysis shows that although there is not much buildable land left within the existing Village limits, there is more than enough land to accommodate the projected growth within the Village through 2030 (SEMCOG projections). The land use mix at buildout is not significantly different than the current land use mix.

Some questions for future consideration generated by the buildout include:

- Is this amount of growth the amount we want? Would we like the Village to grow more? Less? And how fast?
- Should we have a different mix of land uses in the future? For example, do we need more office/industrial areas for employment? Do we need more commercial services for our residents?
- If there are not sufficient areas for new growth in the buildout analysis, where are there sites that could be redeveloped?

### Transportation

The most recent census data show that the vast majority (over 80%) of workers drive alone to work and commutes were fairly long (approx 29 minutes). Given that most residents spend a fair amount of time in their cars, the topic of transportation was visited at the December 2004 visioning session.

Participants agreed that more non-motorized connections between parks are needed. They also agreed that the Village needs another North/South Route (motorized). The most preferred option for this route was connecting Holly Bush and Old Leake Drive. The biggest traffic problem spot, according to visioning session attendees, is the Maple/Broad St. intersection.

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## PART IV GOALS, OBJECTIVES AND ACTIONS

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### **Introduction**

This Part of the Plan is divided into the Vision Statement, then Goals, Objectives and Actions for each land use element of the Plan. In several cases, these goals, objectives and policies overlap between land use elements. Where overlap exists the goals, objectives or actions are cross-referenced in parenthesis.

### **Vision**

The Village conducted a visioning session for the public on December 1<sup>st</sup>, 2004 during which participants were asked to provide input on a variety of topics. The items addressed at the session included: assets and challenges, walkability in the Village, the Historic Downtown, the Midtown/Saginaw Street corridor, and transportation issues. A summary of the results from this session is included in Appendix A.

The visioning session was attended not only by Village residents, but also Village Council, Planning Commission, and Parks Commission members. The vision statement and statements of goals, objectives, and actions are based on the ideas expressed at this session and at other public meetings during the planning process.

*VISION STATEMENT: The Village of Holly will preserve its historic heritage while pursuing opportunities to grow. The Village will serve as a welcoming, walkable community providing commerce and activities for residents and visitors.*

## **Residential Goals, Objectives and Actions:**

Residential areas take up most of the land area in the Village and contribute in large measure to the character of the community. It is the Village's priority to maintain and enhance strong neighborhoods. This includes preserving the quality of historic neighborhoods, making sure that all properties are maintained, and creating pedestrian connections between neighborhoods and commercial, civic and park areas.

### **1 Goal: Make the Village Function as a Prestigious Residential Oasis**

#### **1.01 Objective: Strengthen existing housing and neighborhoods**

- 1.01.1 *Action:* Strengthen zoning standards to upgrade properties
- 1.01.2 *Action:* Continue sidewalk improvement program
- 1.01.3 *Action:* Require occupancy permit on sale
- 1.01.4 *Action:* Use a 5 minute walking radius to define neighborhoods. Provide for access to a central open space, natural feature and/or civic feature (such as a government building, public facility, fountain, or public gathering space) for all neighborhoods
- 1.01.5 *Action:* Redevelop neighborhood infrastructure with new water and sewer utilities and sidewalks where needed. Priorities will be updated annually in the Capital Improvement Program
- 1.01.6 *Action:* Work with the Historic District Commission to establish a housing renovation mini-grant program to encourage homeowners to maintain/upgrade their historic homes.

#### **1.02 Objective: Encourage New Community Development**

- 1.02.1 *Action:* Encourage larger lot subdivisions during site plan, PUD and subdivision review process
- 1.02.2 *Action:* Consider creating a new zoning district which requires larger lots
- 1.02.3 *Action:* Maintain and improve quality schools and cooperate when possible with the school district
- 1.02.4 *Action:* Ensure that new community development reflects the "Village" character of Holly
  - 1.02.4.1 Create a continuous network of streets with few or no cul de sacs
  - 1.02.4.2 Include access to central open space and or civic feature for new developments
  - 1.02.4.3 Include a variety of housing types (varied lot sizes, attached and detached units) to create balanced neighborhoods
  - 1.02.4.4 Create incentives for mixed density/housing variety within the zoning ordinance

- 1.02.4.5 Include pedestrian amenities in new developments, including: sidewalks, nature trails, connections to public parks and connections to existing commercial areas.

**2 Goal: Ensure continued long-term viability of Village’s residential character**

2.01 Objective: Protect and strengthen the viability of existing neighborhoods by controlling the expansion of businesses which are adjacent to residential areas.

2.01.1 *Action:* Use obscuring walls, setback requirements, transitional land uses, and other buffers to separate residential areas from commercial and industrial uses

2.01.2 *Action:* Proactively rezone lands that are currently zoned and/or used for inappropriate businesses in residential areas to residential use

2.02 Objective: Create opportunities for single-family redevelopment, development of larger lot subdivisions and additional choice in higher density housing such as condominiums and cluster housing, and richer visual appeal and variety of the housing stock in general

2.02.1 *Action:* Prohibit the conversion of single-family homes to multiple family housing unless properties are already zoned RM

2.02.2 *Action:* Continually monitor and encourage reinvestment in single-family homes, especially in blighted and lower income owner-occupied areas

2.02.3 *Action:* Consider and study housing stock maintenance programs including a property maintenance code, code enforcement upon sale, landlord licensing and assisted housing rehabilitation

2.02.4 *Action:* Locate multiple-family housing only on major thoroughfares or on streets which may be accessed without cutting through single-family housing areas

2.03 Objective: Project all neighborhood areas from disruptive through traffic that should be directed onto collector and arterial roads

2.03.1 *Action:* Locate commercial, office and industrial uses so that traffic can reach these businesses without traveling through neighborhoods

**3 Goal: The Neighborhood Concept - Define all neighborhoods in terms of a five-minute walking radius<sup>4</sup>**

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<sup>4</sup> More information on the Neighborhood Concept can be found in the Village of Holly Master Plan. McKenna Associates, Incorporated. October 1997. Pages 54-55.

- 3.01 Objective: Improve the walkability of existing neighborhoods
  - 3.01.1 *Action:* Complete and repair the existing sidewalk network
  - 3.01.2 *Action:* Create new sidewalks and/or improve existing sidewalks between neighborhoods and parks. (5.01.4)
  
- 3.02 Objective: Create a public, private or civic activity center at the center of each neighborhood.
  - 3.02.1 *Action:* Each neighborhood should have pedestrian access to an activity center within the 5-minute walking radius
  - 3.02.2 *Action:* Revise site plan review standards to require public spaces such as squares and plazas within new commercial developments in or near neighborhoods
  
- 3.03 Objective: Link neighborhoods together with larger activity centers to form a larger community
  - 3.03.1 *Action:* make walkway connections between new commercial developments and existing neighborhoods



## **Parks & Recreation:**

The Village currently has five parks totaling approximately 22 acres. These parks contribute greatly to the quality of life in the Village, providing recreational opportunities, gathering places, access to lakes and other natural areas, and places to rest and relax for residents.

The Village hopes to ensure that the parks remain an asset to the community. In addition, the Village wants to create and maintain an environment where residents can walk or bike from their homes to nearby parks, community services, and commercial areas.

### **4 Goal: Prestigious Residential Oasis (1)**

#### **4.01 Objective: New Community Development (1.02)**

4.01.1 *Action:* New community development should reflect the "Village" character of Holly (1.02.4)

4.01.1.1 Include access to central open space and or civic feature for new developments

4.01.1.2 Create connections between existing neighborhoods and commercial areas where they currently do not exist (such as between the Woodlands of Holly senior housing complex and the Grange Hall/North Holly road commercial area).

### **5 Goal: The Greening of Holly**

#### **5.01 Objective: Create a system of non-motorized links (bike paths, walking trails, etc.) between parks, recreation areas and neighborhoods**

5.01.1 *Action:* Continue to participate in the Headwaters Trails Initiative, with the goal of creating of a regional system of pathways outside of Village borders linking major recreational land.

5.01.2 *Action:* Protect and manage the Shiawassee River as a recreational resource. Create hiking and canoe trail from Waterworks Park to Village Boundary, linking with Headwaters Group regional trail system

5.01.3 *Action:* Develop a network of sidewalks, pathways and trails connecting parks and natural features in the Village with regional system of pathways wherever possible.

5.01.4 *Action:* Create new sidewalks and/or improve existing sidewalks between neighborhoods and parks. (3.01.2)

5.02 Objective: Improve existing parks and create more parks

5.02.1 *Action:* Feature Waterworks Park as a hub for area parks and recreation areas and create a strong link to the downtown business area.

5.02.2 *Action:* Prepare park plan for Falk Road site which emphasizes active recreational uses such as sports facilities, baseball/softball diamonds and/or soccer fields.

5.02.3 *Action:* Prepare plan for active sport facilities at Middle School

5.02.4 *Action:* Update Village's 5-year recreation plan so that the Village can obtain grant funds

**6 Goal: Make the natural features of Holly a centerpiece for the community**

6.01 Objective: create a plan for phasing out undesirable land uses around lakes

6.01.1 *Action:* Identify sites within the Village that are appropriate for industrial and other intensive land uses

6.01.2 *Action:* Rezone lands that are currently zoned M Manufacturing for other more appropriate land uses

6.02 Objective: ensure public access points to lakes within the Village

6.02.1 *Action:* Require that all new developments provide public easements to lakes and rivers for pedestrian and/or watercraft access.

6.02.2 *Action:* Negotiate easements within existing neighborhoods where possible

6.03 Objective: project the aesthetic and ecological values of lakes and wetland areas

6.03.1 *Action:* Create design standards for all waterfront development that preserves the views around the lakes.

6.03.2 *Action:* Consider the creation of a natural features ordinance that would require buffer distances and other protections for wetlands, woodlands, surface waters, and special habitats within the Village

**7 Goal: Make the Village a friendly environment for pedestrians**

7.01 Objective: Make major roadways safer and more pleasant for pedestrians

7.01.1 *Action:* Explore the possibility of installing a median or pedestrian safety along North Saginaw Street and making the roadway 3 lanes.

- 7.01.2 *Action:* Install marked crosswalks, possibly with different materials than the roadway, at major intersections
- 7.01.3 *Action:* Move sidewalks away from the edges of streets
- 7.01.4 *Action:* Buffer pedestrians from moving traffic with vegetated buffers or on-street parking
- 7.01.5 *Action:* Add street furniture and create resting spots for pedestrians along major roads, with a particular focus on North Saginaw Street and Grange Hall Road.

7.02 Objective: Improve access to businesses

- 7.02.1 *Action:* Make entrances to businesses more accessible to pedestrians
- 7.02.2 *Action:* Introduce requirements for parking lots to make them safer for pedestrians and bicycles to cross
- 7.02.3 *Action:* Consider changes to the zoning ordinance that would require buildings to be built closer to the road with parking on the sides or in the rear.

7.03 Objective: Create pedestrian links to schools and parks where they do not currently exist

- 7.03.1 *Action:* Create new sidewalks and/or improve existing sidewalks between neighborhoods and parks. (3.01.2)
- 7.03.2 *Action:* Create new sidewalks and/or pedestrian paths between neighborhoods and schools if they do not currently exist.

## **Commercial Goals Objectives and Actions:**

The Village currently has three different commercial areas that have distinctly different characteristics. It is the desire of the Village to enhance the character of each of these districts and make sure that the transitions between them are smooth.

The Village is also committed to ensuring that the Village has a variety of businesses and services to serve the needs of its residents.

### **8 Goal: Promote a well-planned and integrated system of commercial and office uses to serve the needs of Village residents, enhance the image of the Village, and strengthen the Village's tax and employment base.**

8.01 Objective: Assure comprehensive control over the location of commercial/office land uses through the use of zoning regulations and site plan review requirements

8.01.1 *Action:* only approve rezoning requests that are consistent with the master plan goals for the long-term location of commercial and office uses

8.02 Objective: Maintain high standards of site design for all commercial and office uses, including frontage beautification, buffering devices, landscaping, walkway linkages, controlled vehicular access, and attractive signage – all of which will promote long term commercial stability

8.02.1 *Action:* Create a design manual with visuals to guide developers in creating developments consistent with the desired village character

8.02.2 *Action:* revise setback and/or design requirements for commercial zoning districts so that blank walls fronting on major streets are prohibited.

8.03 Objective: Provide sufficient land for commercial and office uses, including adequate site depth for off-street parking and landscaping

8.03.1 *Action:* conduct a commercial needs analysis for the Village

8.03.2 *Action:* if necessary, proactively rezone desired lands for commercial and/or office use; this may include designating additional commercial areas on Grange Hall Road both east and west of North Holly Road.

8.04 Objective: Provide incentives and flexible mechanisms for commercial tenants and owners to upgrade existing commercial sites

- 8.04.1 *Action:* Work with the DDA, Oakland County and the Michigan Economic Development Corporation to develop a grant program for building upgrades.
- 8.04.2 *Action:* enforce the existing blight ordinance
- 8.04.3 *Action:* use informal mechanisms to create a more active role for the Planning Commission and the Downtown Development Authority in facilitating new commercial development or redevelopment.

## **DOWNTOWN SUBAREA:**

Historic Downtown Holly is the centerpiece of the community. It is a place for community events, small businesses and specialty shops. It is in the Village's best interest to maintain the downtown so that it serves both the residents of Holly and visitors from the surrounding area.

## **9 Goal: Preserve and strengthen historic downtown**

- 9.01 Objective: Ensure that new development and redevelopment fits in with the existing historic downtown character and with the needs of the community
  - 9.01.1 *Action:* New buildings, preferably with two stories, should be placed close to the street to create a downtown atmosphere
  - 9.01.2 *Action:* New development should utilize architectural styles that are compatible with historic buildings in the downtown
  - 9.01.3 *Action:* The downtown should provide a well defined and attractive pedestrian environment including a wide sidewalk, street trees, and outdoor seating for restaurants, cafes and public spaces.
- 9.02 Objective: Encourage a variety of mixed-use development and redevelopment in the Central Business district that is consistent with the scale and character of surrounding uses.
  - 9.02.1 *Action:* Provide incentives (tax, grants, etc) for building upgrades.
  - 9.02.2 *Action:* Actively recruit new businesses
  - 9.02.3 *Action:* Create a detailed sub-area plan for the downtown area
  - 9.02.4 *Action:* Encourage the development of owner occupied residences on the upper floors of historic buildings downtown

## **MIDTOWN AREA:**

The area defined as “midtown” includes the parcels on both sides of North Saginaw Street generally south of Grange Hall Road and north of Maple St. Midtown connects the newer commercial area of the Grange Hall/North Holly Road intersection and the historic Downtown.

### **10 Goal: Improve the midtown area so that it provides a pleasant transition area between the Grange Hall/North Holly Road intersection and historic Downtown Holly, an appropriate mix of residences and businesses, and integrates properly with the surrounding neighborhoods.**

10.01 Objective: Enhance the appearance of the entire Saginaw Road corridor through development of unified streetscape improvements and site improvement standards

10.01.1 *Action:* Create a detailed sub area plan, including visual improvements

10.01.2 *Action:* Consider creating a boulevard along North Saginaw Street, which can serve as a safe island for pedestrians crossing the street.

10.01.3 *Action:* Pursue grant opportunities for streetscape improvements

10.01.4 *Action:* Enlist the help of local university students to study the Saginaw St corridor and suggest visual improvements to the area

10.02 Objective: encourage the relocation of high-intensity businesses away from this corridor.

10.02.1 *Action:* Create an industrial “receiving zone” elsewhere in the Village

10.02.2 *Action:* Develop services and incentives to encourage appropriate business to move

10.03 Objective: create regulations to require the desired mix of land uses

10.03.1 *Action:* Re-examine the NOC Neighborhood Office Commercial district for its appropriateness along this corridor

10.03.2 *Action:* Eliminate or phase out all industrial zoning along North Saginaw Street

10.03.3 *Action:* Consider planning a civic area within the corridor (for Village offices or other public uses)

10.03.4 *Action:* Consider zoning more land for commercial/retail development

10.03.5 *Action:* Develop a mixed use commercial/residential zoning district so that both uses can occur together along this corridor

## **UPTOWN SUBAREA:**

The area referred to as “uptown” includes the commercial businesses and offices around the North Holly Road/Grange Hall Road intersection. This is the hub of basic-needs shopping for the Village. Although this area is where the newest businesses in Holly are located, there are also a number of older (but not historic) establishments that have non-conforming signs and whose buildings are in need of upgrading.

### **11 Goal: Create a more pleasant, unified commercial center at Grange Hall/North Holly Roads**

#### **11.01 Objective: Strengthen the Grange Hall/North Holly Road area as the Village’s “New Center”**

- 11.01.1 *Action:* Identify a site for a light industrial office park to strengthen tax base and assist in the relocation of industrial uses from elsewhere in the Village
- 11.01.2 *Action:* Improve Grange Hall Road/North Holly Road intersection to expand traffic capacity
- 11.01.3 *Action:* Study options for visual improvements that will create a more unified feeling to the area (including streetscape elements, design standards for new developments, lighting, etc.)

#### **11.02 Objective: Improve image of major corridors, including Grange Hall Rd**

- 11.02.1 *Action:* Designate points of entry east and west on Grange Hall Road and enhance with signage and landscaping
- 11.02.2 *Action:* Require new development or redevelopment to provide sidewalks along the frontage of the site
- 11.02.3 *Action:* Limit and reduce the number of commercial driveways for better and safer traffic flow
- 11.02.4 *Action:* Continue to phase out old, non-conforming, dilapidated signs.
- 11.02.5 *Action:* Consider incentives and/or zoning ordinance amendments that would require existing businesses to upgrade their buildings and signs.

## **Industrial Goals Objectives and Actions:**

### **12 Goal: Maintain and enhance the Village's industrial uses in a way that is consistent with community values, compatible with surrounding land uses, and preserves and augments the tax base of the Village**

#### 12.01 Objective: Encourage relocation of industrial uses from the Saginaw Corridor (10.02)

- 12.01.1 *Action:* Determine how much industrial land is currently being used in the Village that would need to be relocated.
- 12.01.2 *Action:* Conduct an inventory of land within the Village and around the Village perimeter to document all vacant, underutilized and non-conforming properties. Identify sites for potential industrial relocation based on this inventory
- 12.01.3 *Action:* Work with surrounding Townships, if necessary, to identify locations for future industrial uses that may be annexed

#### 12.02 Objective: Apply high standards for site improvements or redevelopment, assuring adequate parking, loading and unloading areas, landscaping, and controlled signage

- 12.02.1 *Action:* Enlist the help of local university students to study the Saginaw St corridor and suggest visual improvements to the area (10.01.4)
- 12.02.2 *Action:* Evaluate the existing standards for industrial sites and revise if necessary

#### 12.03 Objective: Require buffering, building setbacks, screening, outside storage controls, and control of effluents to minimize off-site impacts, particularly on adjacent residential areas

- 12.03.1 *Action:* Work with industrial property owners to improve the appearance of industrial uses in the south Cogshall Road area and in other areas where there are existing industrial uses
- 12.03.2 *Action:* Evaluate the existing standards for industrial sites and revise if necessary

#### 12.04 Objective: Encourage appropriate development of vacant or underutilized land parcels within established industrial districts

- 12.04.1 *Action:* Identify sites for potential industrial relocation (12.01.2)



12.04.2 *Action:* Develop incentives for industrial business owners to move, which may include tax, fee or service incentives.

**13 Goal: Make the Village a center of commerce and activity**

13.01 Objective: Strengthen the Grange Hall/North Holly Rd area as the Village's "new center" (11.01)

13.01.1 *Action:* Identify site for light industrial office park to strengthen tax base and create new light industrial/office zoning district (11.01.1)

13.01.2 *Action:* Conduct an inventory of all land in the area, to identify vacant, underutilized and non-conforming properties. Create use/re-use opportunities for these properties.

## **Transportation Goals Objectives and Actions:**

The transportation network within the Village is largely dictated by the presence of natural features (namely lakes) and railroads. Near the center of the Village, in the older parts of town, there is an interconnected grid pattern of streets that connect the residential neighborhoods and the commercial areas. Sidewalks are present along nearly every street. Farther to the north, cul de sacs are more common and a more suburban transportation pattern prevails. In these areas it is more difficult to get around by foot or by bike.

This section presents goals, objectives and actions to improve the transportation system and make the Village more attractive to both vehicles and pedestrians.

### **14 Goal: Prestigious Residential Oasis (1)**

#### **14.01 Objective: New Community Development (1.02)**

- 14.01.1 *Action:* Ensure that new community development reflects the "Village" character of Holly (1.02.4)
- 14.01.1.1 Create a continuous network of streets with no or few dead-end cul de sacs
- 14.01.1.2 Connections to the existing network of streets should be made wherever feasible
- 14.01.1.3 Consider allowing alleys within new developments

### **15 Goal: Center of Commerce and Activity (13)**

#### **15.01 Objective: Strengthen the Grange Hall/North Holly Road area as the Village's "new center" (11.01)**

- 15.01.1 *Action:* Continue to improve the Grange Hall Road and North Holly Road intersection to expand traffic capacity (11.01.2)
- 15.01.2 *Action:* Repair the "smart" traffic light at this intersection to correct timing problems at the intersection during peak hours
- 15.01.3 *Action:* Combine driveways for commercial businesses and encourage shared parking.

#### **15.02 Objective: Improve the image of major corridors (11.02):**

- 15.02.1 *Action:* Designate points of entry (east and west on Grange Hall Road, near the Mill Pond, and at Milford Street, and North Saginaw) and enhance with signage, landscaping and views of natural features. Pursue TEA-21 funding for these improvements. (11.02.1)

- 15.02.2 *Action:* Require that all new development or redevelopment on major streets provide sidewalks along the frontage of the site (11.02.2)
- 15.02.3 *Action:* Reduce and/or limit the number of commercial driveways should for better and safer traffic flow. This should include changing the zoning ordinance to allow or require shared driveways.

**16 Goal: Create a cohesive system of roads, paths, greenways and gateways**

16.01 Objective: Continue the existing grid road network within the Village.

- 16.01.1 *Action:* Require that new developments link to a continuous network of streets with few or no cul de sacs

16.02 Objective: Find and develop a new north/south arterial route

- 16.02.1 *Action:* Pursue the development of a new north/south corridor by connecting Holly Bush with Old Leake Drive
- 16.02.2 *Action:* Study alternatives for through traffic to go around the Village

16.03 Objective: Develop new collector streets to relieve Grange Hall/North Holly Rd. intersection

- 16.03.1 *Action:* Add several new collector roads near the intersection of Grange Hall and North Holly (see attached map)
- 16.03.2 *Action:* Add additional local and access roads as needed
- 16.03.3 *Action:* Pursue a connector between the property at 1016 North Saginaw and Grange Hall Road, as included on the original site plan for that development

**17 Goal: Maintain a safe, efficient transportation system which minimizes conflicts among transportation users, promotes accessibility throughout the community, and accommodates the circulation needs of Village residents.**

17.01 Objective: Develop a circulation plan for the Central Business District including adequate parking, pedestrian circulation, loading areas, traffic directional signs, and controlled access

- 17.01.1 *Action:* Improve circulation at the Maple and Broad Street intersection by examining the road width, alignment, and pedestrian facilities there.

17.02 Objective: Direct truck traffic away from the Central Business District

17.02.1 *Action:* Work with the Road Commission for Oakland County and the Michigan Department of Transportation to designate Fish Lake road (or another appropriate county road) as a north/south truck route

17.03 Objective: Reduce the negative physical and psychological impacts of major thoroughfares cutting through the community through unified streetscapes, adequate street crossings and smooth traffic flow

17.03.1 *Action:* Consider the creation of a boulevard along North Saginaw Street (10.01.2)

17.03.2 *Action:* Install pedestrian crossings along North Saginaw Street so that pedestrians can better access businesses and parks

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## **PART V FUTURE LAND USE PLAN**

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The Future Land Use section of the Plan is based on the data presented in the Community Profile, analysis from the Data Analysis, and feedback from the visioning session and public meetings that were held as part of the planning process, and the Goals, Objectives and Policies presented in Part VI of the Plan.

Please note that this Plan should be used as a general framework for future development. The Future Land Use Map describes areas that are desirable for certain future uses, but is not meant to be parcel specific. The Map is also intended to be updated to accommodate changes in conditions and needs of the Village over time.

### **Future Land Use Map Categories**

#### Low Density Residential

Areas depicted for low density residential use are generally already established neighborhoods of single-family homes. Densities in this area are at the densities prescribed in the R-1A and R-2A zoning districts, or approximately 3-5 dwelling units per acre. This is, by far, the predominant existing and planned land use in the Village.

#### Medium Density Residential

This district is intended for higher density residential uses, such as attached condominiums, townhouses and apartments. Densities in this area range up to approximately 7 dwelling units per acre. A new area of Medium Density Residential is designated on Elm Street to replace the existing industrial uses.

#### Central Business District

The Central Business District encompasses the Village's historic downtown area. Uses in this area should target retail, restaurant or entertainment establishments on the first floor and residential and/or offices on upper floors.

While some residential, office and service uses may be permitted, it is the intent of this district to remain principally a retail district. Improvements and new development in the CBD should place special emphasis on pedestrian circulation.

The CBD should function as the main community gathering place and visitor attraction for the Village. It should also retain the historic character of the Village that gives it so much of its charm. As such, intensive commercial uses such as big-box retail and auto repair are not intended for this district.

### Neighborhood Commercial

Neighborhood Commercial is a new district intended for small businesses that do not require large parcels, large parking lots, and that will not negatively impact neighboring residential areas. Businesses in this district will have a limited number of employees and generate less traffic than larger commercial uses such as grocery stores, drug stores and fast food restaurants. This district is intended to include offices as well as commercial establishments

This district is located in selected areas along Grange Hall and North Saginaw streets as a transition area between General Commercial, Mixed Use and residential areas.

### General Commercial

The General Commercial area generally corresponds to the current C Commercial zoning district and is intended to provide areas for commercial businesses that require greater land areas, increased vehicle accessibility and visibility than the Neighborhood Commercial or CBD districts.

The General Commercial area is located at the northern commercial hub of the Grange Hall/North Holly road intersection. This is the area most appropriate for the development of shopping centers, outdoor sales, automobile related businesses, larger chain stores and fast food restaurants.

Special attention should be given to the development and redevelopment of sites within this district because of the potentially large visual, sound and traffic impacts. Proper site design is crucial in this area to mitigate these impacts on adjacent residences and to present a desirable image for Holly at major entry points into the Village.

### Mixed Use

This is a new district that is generally located in the same areas as the former "Transitional Mixed Use" district. The North Saginaw Street corridor (i.e.-the Midtown Area) consists of a large variety of single family homes, homes used as small businesses, offices and commercial establishments.

The Mixed Use area is envisioned as a vibrant area where residences and small businesses can exist in a pedestrian friendly and accessible environment. This is also the most appropriate area for the development of live-work units and other buildings that house both retail or office uses and residences.

New mixed use development can occur in this area via the Planned Unit Development process or within the existing RM Moderate Density Residential, O Office and NOC Neighborhood Office Commercial districts. It may also be necessary to develop a new zoning district that specifically permits a mix of small commercial, office and/or moderate density residential development on the same parcel.

#### Light Industrial – Office Park

The intent of the district is to strengthen and diversify the employment opportunities and tax base of the Village. This district is designated on the south side of Grange Hall Road just east of the railroad tracks and in the far southwest corner of the Village near the existing Barrs-Leak facility.

Uses such as the high-tech and light industrial parks in other parts of Oakland County are appropriate in this district. These parks often include buildings with office, research and light manufacturing within a planned and unified site. To facilitate the development of this area will likely require the creation of a new zoning district that permits these uses.

#### Industrial

The Industrial district includes more intensive manufacturing-type uses than the Light Industrial-Office Park district. These areas shown on the Future Land Use map are largely already built out. There are also several areas that are currently in industrial use that shown as Moderate Density or Low Density Residential use on the Future Land Use Map due to their proximity to existing neighborhoods.

It is crucial that expansion of industrial areas into residential areas be prohibited and that industrial uses that are currently in inappropriate areas be relocated. All industrial uses should be located on major roads to minimize disturbance to residential neighborhoods.

#### Park

All existing parks and recreation facilities are included in this district. Public lands such as schools and municipal facilities, however, are not included in the Parks district.





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**Part VI**  
**IMPLEMENTATION**

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During the Master Plan process, the Village identified a number of implementation actions it plans to pursue in the next five years; these are summarized in the matrix below. Implementation strategies were taken directly out of the Goals, Objectives and Actions portion of this Plan.

High priority items are anticipated to be implemented within years 1 or 2 after the Plan is adopted; medium priority items in years 3 and 4; and low priority items in years 5 or later.

The matrix should be reviewed and the implementation measures prioritized on an annual basis to steadily implement the Master Plan

<b>Objective</b>	<b>Action</b>	<b>Responsible Party</b>	<b>Other Parties</b>	<b>Priority</b>	<b>Costs</b>
Strengthen existing housing and neighborhoods	Strengthen zoning standards to upgrade properties	Planning Commission	Village Planner, Building Inspector, Zoning Official	Low	Consultant and staff time Capital improvement funds, as budgeted
	Continue sidewalk improvement program	DPW	Village Council	High	Minor - for staff tracking
	Require occupancy permit on sale			Medium	
	Use a 5 minute walking radius to define neighborhoods. Provide for access to a central open space, natural feature and/or civic feature (such as a government building, public facility, fountain, or public gathering space) for all neighborhoods	Planning Commission	Village Planner	Medium	Minor - consultant time
	Redevelop neighborhood infrastructure with new water and sewer utilities and sidewalks where needed. Priorities will be updated annually in the Capital Improvement Program	Planning Commission	Village Manager, DPW, Village Council	High	Significant - need to include in Capital Improvements Plan
	Work with the Historic District Commission to establish a housing renovation mini-grant program to encourage homeowners to maintain/upgrade their historic homes.	HDC	Village Council, Village Planner, DDA	Medium	General fund moneys plus administrative costs
Encourage New Community Development	Encourage larger lot subdivisions during site plan, PUD and subdivision review process	Planning Commission	Village Planner	High	No significant costs
	Consider creating a new zoning district which requires larger lots	Planning Commission	Village Planner, Village Council	Medium	No significant costs
	Maintain and improve quality schools and cooperate when possible with the school district	Holly Schools, Superintendent	Village Council, Village Manager	High	No significant costs
	Ensure that new community development reflects the "Village" character of Holly	Planning Commission	Village Planner, HDC, DDA, Developers	High	Minor - staff/consultant time to work with developers
	Create a continuous network of streets with few or no cul de sacs	Planning Commission	Village Planner, Developers	High	No significant costs
	Include access to central open space and or civic feature for new developments	Planning Commission	Village Planner, Developers	Medium	No significant costs
	Include a variety of housing types (varied lot sizes, attached and detached units) to create balanced neighborhoods	Planning Commission	Developers, Village Planner	High	No significant costs
	Create incentives for mixed density/housing variety within the zoning ordinance	Planning Commission	Village Planner, Village Council, Village Manager	Medium	Minor - consultant time
	Include pedestrian amenities in new developments, including: sidewalks, nature trails, connections to public parks and connections to existing commercial areas	Planning Commission	Developers, Village Planner	High	No significant costs

<p>Create connections between existing neighborhoods and commercial areas where they currently do not exist (such as between the Woodlands of Holly senior housing complex and the Grange Hall/North Holly road commercial area).</p>	<p>Developers, Village Planner, Planning Commission DPW</p>	<p>High</p>	<p>No significant costs</p>
<p>Connections to the existing network of streets should be made wherever feasible</p>	<p>Planning Commission Village Planner, Developers</p>	<p>Medium</p>	<p>No significant costs</p>
<p>Consider allowing alleys within new developments</p>	<p>Planning Commission Developers, Village Planner</p>	<p>Medium</p>	<p>No significant costs</p>
<p>Protect and strengthen the viability of existing neighborhoods by controlling the expansion of businesses which are adjacent to residential areas</p>	<p>Use obscuring walls, setback requirements, transitional land uses, and other buffers to separate residential areas from commercial and industrial uses</p>	<p>High</p>	<p>No significant costs</p>
<p>Proactively rezone lands that are currently zoned and/or used for inappropriate businesses in residential areas to residential use</p>	<p>Planning Commission Village Planner, Developers</p>	<p>High</p>	<p>No significant costs</p>
<p>Create opportunities for single-family redevelopment, development of larger lot subdivisions and additional choice in higher density housing such as condominiums and cluster housing, and richer visual appeal and variety of the housing stock in general</p>	<p>Prohibit the conversion of single-family homes to multiple family housing unless properties are already zoned RM</p>	<p>High</p>	<p>No significant costs</p>
<p>Continually monitor and encourage reinvestment in single-family homes, especially in blighted and lower income owner-occupied areas</p>	<p>Building Inspector/Ordinance Officer</p>	<p>High</p>	<p>Staff time</p>
<p>Consider and study housing stock maintenance programs including a property maintenance code, code enforcement upon sale, landlord licensing and assisted housing rehabilitation</p>	<p>Village Planner, Village Manager, Building Inspector Commission</p>	<p>High</p>	<p>Staff time</p>
<p>Locate multiple-family housing only on major thoroughfares or on streets which may be accessed without cutting through single-family housing areas</p>	<p>Village Manager, Village Council, HDC, Planning Commission</p>	<p>High</p>	<p>Staff time</p>
<p>Project all neighborhood areas from disruptive through traffic that should be directed onto collector and arterial roads</p>	<p>Locate commercial, office and industrial uses so that traffic can reach these businesses without traveling through neighborhoods</p>	<p>Medium</p>	<p>No significant costs</p>
<p>Improve the walkability of existing neighborhoods</p>	<p>Complete and repair the existing sidewalk network</p>	<p>High</p>	<p>Moderate - as budgeted in the CIP</p>

<p>Create a public, private or civic activity center at the center of each neighborhood</p>	<p>Create new sidewalks and/or improve existing sidewalks between neighborhoods and parks</p>	<p>Planning Commission, DPW</p>	<p>Village Planner, Village Manager, Village Council</p>	<p>Moderate - to be included in CIP</p>
<p>Link neighborhoods together with larger activity centers to form a larger community</p>	<p>Each neighborhood should have pedestrian access to an activity center within the 5-minute walking radius Revise site plan review standards to require public spaces such as squares and plazas within new commercial developments in or near neighborhoods</p>	<p>Planning Commission</p>	<p>Village Planner</p>	<p>Low</p>
<p>Improve existing parks and create more parks</p>	<p>make walkway connections between new commercial developments and existing neighborhoods</p>	<p>Planning Commission</p>	<p>Village Planner</p>	<p>Medium</p>
<p>Develop a system of non-motorized links (bike paths, walking trails, etc.) between parks, recreation areas and neighborhoods</p>	<p>Continue to participate in the Headwaters Trails Initiative, with the goal of creating a regional system of pathways outside of Village borders linking major recreational land</p>	<p>Planning Commission</p>	<p>Developers, Village Planner, DPW</p>	<p>Minor consultant costs Moderate - shared between Village and developers</p>
<p>Protect and manage the Shiawassee River as a recreational resource. Create hiking and canoe trail from Waterworks Park to Village Boundary, linking with Headwaters Group regional trail system</p>	<p>Develop a network of sidewalks, pathways and trails connecting parks and natural features in the Village with regional system of pathways wherever possible</p>	<p>Liason</p>	<p>Planning Commission</p>	<p>Medium</p>
<p>Prepare plan for active sport facilities at Middle School</p>	<p>Develop a network of sidewalks, pathways and trails connecting parks and natural features in the Village with regional system of pathways wherever possible</p>	<p>Parks Commission</p>	<p>Village Planner, Village Manager</p>	<p>Medium</p>
<p>Update Village's 5-year recreation plan so that the Village can obtain grant funds</p>	<p>Feature Waterworks Park as a hub for area parks and recreation areas and create a strong link to the downtown business area</p>	<p>Parks Commission</p>	<p>Planning Commission, Village Planner</p>	<p>Medium</p>
<p>Identify sites within the Village that are appropriate for industrial and other intensive land uses</p>	<p>Prepare park plan for Falk Road site which emphasizes active recreational uses such as sports facilities, baseball/softball diamonds and/or soccer fields</p>	<p>Parks Commission</p>	<p>Village Planner</p>	<p>High</p>
<p>Rezone lands that are currently zoned M Manufacturing for other more appropriate land uses</p>	<p>Prepare plan for active sport facilities at Middle School</p>	<p>Parks Commission</p>	<p>Village Planner</p>	<p>Low</p>
<p>Rezone lands that are currently zoned M Manufacturing for other more appropriate land uses</p>	<p>Update Village's 5-year recreation plan so that the Village can obtain grant funds</p>	<p>Parks Commission</p>	<p>Village Planner</p>	<p>High</p>
<p>Rezone lands that are currently zoned M Manufacturing for other more appropriate land uses</p>	<p>Identify sites within the Village that are appropriate for industrial and other intensive land uses</p>	<p>Village Planner</p>	<p>Planning Commission</p>	<p>High</p>
<p>Rezone lands that are currently zoned M Manufacturing for other more appropriate land uses</p>	<p>Rezone lands that are currently zoned M Manufacturing for other more appropriate land uses</p>	<p>Planning Commission</p>	<p>Village Planner, Village Council</p>	<p>High</p>
<p>Rezone lands that are currently zoned M Manufacturing for other more appropriate land uses</p>	<p>Rezone lands that are currently zoned M Manufacturing for other more appropriate land uses</p>	<p>Planning Commission</p>	<p>Village Council</p>	<p>High</p>
<p>Rezone lands that are currently zoned M Manufacturing for other more appropriate land uses</p>	<p>Rezone lands that are currently zoned M Manufacturing for other more appropriate land uses</p>	<p>Planning Commission</p>	<p>Village Council</p>	<p>High</p>
<p>Rezone lands that are currently zoned M Manufacturing for other more appropriate land uses</p>	<p>Rezone lands that are currently zoned M Manufacturing for other more appropriate land uses</p>	<p>Planning Commission</p>	<p>Village Council</p>	<p>High</p>

ensure public access points to lakes within the Village	Require that all new developments provide public easements to lakes and rivers for pedestrian and/or watercraft access	Planning Commission Village Manager	Village Planner Village Planner, DPW	Low Low	No significant costs No significant costs
project the aesthetic and ecological values of lakes and wetland areas	Create design standards for all waterfront development that preserves the views around the lakes Consider the creation of a natural features ordinance that would require buffer distances and other protections for wetlands, woodlands, surface waters, and special habitats within the Village	Planning Commission	Village Planner	Medium	Moderate - consultant time
Make major roadways safer and more pleasant for pedestrians	Explore the possibility of installing a median or pedestrian safety along North Saginaw Street and making the roadway 3 lanes	Planning Commission	Village Planner, Village Council	Low	Minor - consultant time Study - minor (consultant, students); Installation - significant (TEA-21 grants?)
	Install marked crosswalks, possibly with different materials than the roadway, at major intersections	Village Council	Village Manager, DPW, Village Engineer	Medium	Study - minor (consultant, students); Installation - significant (TEA-21 grants?)
	Move sidewalks away from the edges of streets	DPW	Village Planner, Engineer and Manager, Planning Commission	Low	Significant - supplement with grant funds?
	Buffer pedestrians from moving traffic with vegetated buffers or on-street parking	DPW	Planning Commission, Village Planner & Manager	Low	Moderate - link to DDA streetscape improvements?
	Add street furniture and create resting spots for pedestrians along major roads, with a particular focus on North Saginaw Street and Grange Hall Road	DPW, DDA Planning	Planning Commission, Village Planner & Manager	Medium	Significant - study, link to DDA streetscape improvements
Improve access to businesses	Make entrances to businesses more accessible to pedestrians Introduce requirements for parking lots to make them safer for pedestrians and bicycles to cross	Commission, DDA	Village Planner	Medium	Minor - staff time, potential cost sharing
	Consider changes to the zoning ordinance that would require buildings to be built closer to the road with parking on the sides or in the rear	Planning Commission	Village Planner, Engineer	Medium	No significant costs
Create pedestrian links to schools and parks where they do not currently exist Assure comprehensive control over the location of commercial/office land uses through the use of zoning regulations and site plan review requirements	Create new sidewalks and/or pedestrian paths between neighborhoods and schools if they do not currently exist  only approve rezoning requests that are consistent with the master plan goals for the long-term location of commercial and office uses	Planning Commission, DPW  Village Council	Village Planner, Village Manager, Village Council  Planning Commission, Village Planner	High Medium	No significant costs Potentially significant - DPW funding to be budgeted in CIP

Maintain high standards of site design for all commercial and office uses, including frontage beautification, buffering devices, landscaping, walkway linkages, controlled vehicular access, and attractive signage – all of which will promote long term commercial stability	Create a design manual with visuals to guide developers in creating developments consistent with the desired village character revise setback and/or design requirements for commercial zoning districts so that blank walls fronting on major streets are prohibited	Planning Commission students Village Planner, local university	High	Potentially significant - Consultant time with much of the work to be done by university students
Provide sufficient land for commercial and office uses, including adequate site depth for off-street parking and landscaping	conduct a commercial needs analysis for the Village if necessary, proactively rezone desired lands for commercial and/or office use; this may include designating additional commercial areas on Grange Hall Road both east and west of North Holly Road	Planning Commission Village Planner Village Planner	Medium Medium	Minor - consultant time Some consultant/staff time
Provide incentives and flexible mechanisms for commercial tenants and owners to upgrade existing commercial sites	Work with the DDA, Oakland County and the Michigan Economic Development Corporation to develop a grant program for building upgrades	Planning Commission Village Planner, Village Council Village Planner, Planning Commission	Medium Medium	No significant costs Potentially significant, depending on availability of outside funding and need for local match
Ensure that new development and redevelopment fits in with the existing historic downtown character and with the needs of the community	enforce the existing blight ordinance use informal mechanisms to create a more active role for the Planning Commission and the Downtown Development Authority in facilitating new commercial development or redevelopment	Code enforcement officer Village Manager, Village Council Planning Commission, DDA Land owners, developers	High High Medium	Funds to hire code enforcement officer No significant costs
	New buildings, preferably with two stories, should be placed close to the street to create a downtown atmosphere	Village Planner, developers, Planning Commission DDA	High	No significant costs
	New development should utilize architectural styles that are compatible with historic buildings in the downtown	Village Planner, Planning Commission, developers	High	No significant costs
	The downtown should provide a well defined and attractive pedestrian environment including a wide sidewalk, street trees, and outdoor seating for restaurants, cafes and public spaces	HDC DDA HDC, Planning Commission	High	Minor - streetscape design already complete, grant funding underway

Encourage a variety of mixed-use development and redevelopment in the Central Business district that is consistent with the scale and character of surrounding uses	Provide incentives (tax, grants, etc) for building upgrades	DDA, Village Council	Planning Commission, Village Manager, Village Planner	High	Significant - staff time, general funds and impacts on tax revenues
	Actively recruit new businesses	DDA	Planning Commission, Village Manager	Medium	Staff time
	Create a detailed sub-area plan for the downtown area	DDA	Village Planner, local university students	High	Minor, if students are used for study
Enhance the appearance of the entire Saginaw Road corridor through development of unified streetscape improvements and site improvement standards	Encourage the development of owner occupied residences on the upper floors of historic buildings downtown	DDA	Planning Commission	Medium	No significant costs
	Create a detailed sub area plan, including visual improvements	Planning Commission	Village Planner, local university students	High	Minor, if students are used for study
encourage the relocation of high-intensity businesses away from this (North Saginaw St) corridor	Consider creating a boulevard along North Saginaw Street, which can serve as a safe island for pedestrians crossing the street	Planning Commission	Village Planner, local university students, Village Engineer	Medium	Minor, if students are used for study
	Pursue grant opportunities for streetscape improvements	DDA	Village Planner, Village Manager, Village Council	High	Staff time to prepare grants
	Enlist the help of local university students to study the Saginaw St corridor and suggest visual improvements to the area	Planning Commission	Village Planner, local university students	High	No significant costs
Develop services and incentives to encourage appropriate business to move	Create an industrial "receiving zone" elsewhere in the Village	Planning Commission	Village Planner, Village Manager, Village Council	High	Minor - consultant time and contacts with land owners
	Develop services and incentives to encourage appropriate business to move	Village Council	Village Manager, DPW, Village Planner	Medium	Potentially significant, depending on the incentives
	Determine how much industrial land is currently being used in the Village that would need to be relocated	Village Planner	Village Planner, Village Manager, Village Council	High	No significant costs
Work with surrounding Townships, if necessary, to identify locations for future industrial uses that may be annexed	Conduct an inventory of land within the Village and around the Village perimeter to document all vacant, underutilized and non-conforming properties. Identify sites for potential industrial relocation based on this inventory	Village Planner	Planning Commission	High	Moderate - consultant time and/or student time
	Work with surrounding Townships, if necessary, to identify locations for future industrial uses that may be annexed	Planning Commission	Village Planner, Village Manager, Village Council	High	Minor - consultant time and/or special meetings

create regulations to require the desired mix of land uses	Re-examine the NOC Neighborhood Office Commercial district for its appropriateness along this corridor	Planning Commission students	Village Planner, local university	Medium	Minor - consultant time
	Eliminate or phase out all industrial zoning along North Saginaw Street	Planning Commission	Village Planner	High	No significant costs
	Consider planning a civic area within the corridor (for Village offices or other public uses)	Planning Commission Manager, Village Council	Village Planner, Village Manager, Village Council	Medium	No significant costs
	Consider zoning more land for commercial/retail development	Planning Commission students	Village Planner, local university	Medium	No significant costs
	Develop a mixed use commercial/residential zoning district so that both uses can occur together along this corridor	Planning Commission	Village Planner	Medium	Moderate - consultant time to write district
Strengthen the Grange Hall/North Holly Road area as the Village's "New Center	Identify a site for a light industrial office park to strengthen tax base and assist in the relocation of industrial uses from elsewhere in the Village	Planning Commission	Village Planner, Village Manager, Village Council	High	No significant costs
	Improve Grange Hall Road/North Holly Road intersection to expand traffic capacity	RCOC	Village Planner, Manager and Engineer	Low	Significant - budget allocations from RCOC, local match?
	Study options for visual improvements that will create a more unified feeling to the area (including streetscape elements, design standards for new developments, lighting, etc.)	Planning Commission	Village Planner, local university	High	Minor, if students are used for study
	Conduct an inventory of all land in the area, to identify vacant, underutilized and non-conforming properties. Create use/re-use opportunities for these properties	Planning Commission	Village Planner	High	Moderate - consultant time and/or student time
	Repair the "smart" traffic light at this intersection to correct timing problems at the intersection during peak hours	RCOC	Village Manager, Engineer	Medium	Moderate - funding from RCOC
	Combine driveways for commercial businesses and encourage shared parking	Planning Commission	Village Planner, land owners, developers	Low	Minor, depending on if costs are shared with developers
Improve image of major corridors, including Grange Hall Rd	Designate points of entry east and west on Grange Hall Road and enhance with signage and landscaping	DDA	Planning Commission, Village Planner	Medium	Minor - costs of signage, landscaping
	Require new development or redevelopment to provide sidewalks along the frontage of the site	Planning Commission	Village Planner	High	No significant costs
	Limit and reduce the number of commercial driveways for better and safer traffic flow	Planning Commission	Village Planner	Low	No significant costs
	Continue to phase out old, non-conforming, dilapidated signs	Planning Commission	ZBA, Village Planner	High	No significant costs
	Consider incentives and/or zoning ordinance amendments that would require existing businesses to upgrade their buildings and signs.	Planning Commission	Village Planner	Medium	Minor - consultant time



Apply high standards for site improvements or redevelopment, assuring adequate parking, loading and unloading areas, landscaping, and controlled signage	Reduce and/or limit the number of commercial driveways should for better and safer traffic flow. This should include changing the zoning ordinance to allow or require shared driveways	Planning Commission	Village Planner	Low	No significant costs
Require buffering, building setbacks, screening, outside storage controls, and control of effluents to minimize off-site impacts, particularly on adjacent residential areas	Evaluate the existing standards for industrial sites and revise if necessary	Planning Commission	Village Planner	Medium	Minor - consultant time
	Work with industrial property owners to improve the appearance of industrial uses in the south Cogshall Road area and in other areas where there are existing industrial uses	Planning Commission	Village Planner, Village Manager	Medium	Minor - staff and consultant time to meet with property owners
	Evaluate the existing standards for industrial sites and revise if necessary	Planning Commission	Village Planner	High	No significant costs
Encourage appropriate development of vacant or underutilized land parcels within established industrial districts	Develop incentives for industrial business owners to move, which may include tax, fee or service incentives	Village Manager	Village Council, Village Planner, DDA	Medium	Potentially significant, depending on the incentives used
Continue the existing grid road network within the Village	Require that new developments link to a continuous network of streets with few or no cul de sacs	Planning Commission	Village Planner	Medium	No significant costs
Find and develop a new north/south arterial route	Pursue the development of a new north/south corridor by connecting Holly Bush with Old Leake Drive	Village Manager	Village Council, Village Planner	Medium	Significant - study, public meetings and CIP funds
	Study alternatives for through traffic to go around the Village	Planning Commission	students	Medium	No significant costs
Develop new collector streets to relieve Grange Hall/North Holly Rd. intersection	Add several new collector roads near the intersection of Grange Hall and North Holly	RCOC	Village Planner, Village Manager, Village Council	Low	Significant - study, funds from RCOC and potentially CIP
	Add additional local and access roads as needed	RCOC	Village Manager, Engineer, Village Council	Low	Significant - study, funds from RCOC and potentially CIP
	Pursue a connector between the property at 1016 North Saginaw and Grange Hall Road, as included on the original site plan for that development		Land owner, developer, Village Planner, Village Manager	Medium	Minor - negotiations with land owner and developer
Develop a circulation plan for the Central Business District including adequate parking, pedestrian circulation, loading areas, traffic directional signs, and controlled access	Improve circulation at the Maple and Broad Street intersection by examining the road width, alignment, and pedestrian facilities there	Planning Commission	Village Planner, Village Engineer	High	Significant - study costs and funds for road/sidewalk construction

<p>Direct truck traffic away from the Central Business District</p>	<p>Work with the Road Commission for Oakland County and the Michigan Department of Transportation to designate Fish Lake road (or another appropriate county road) as a north/south truck route</p>	<p>RCOC</p>	<p>Village Planner, Village Manager, DDA</p>	<p>Low</p>	<p>No significant costs</p>
<p>Reduce the negative physical and psychological impacts of major thoroughfares cutting through the community through unified streetscapes, adequate street crossings and smooth traffic flow</p>	<p>Install pedestrian crossings along North Saginaw Street so that pedestrians can better access businesses and parks</p>	<p>Planning Commission</p>	<p>Village Planner, local university students, Village engineer</p>	<p>Medium</p>	<p>Potentially significant - CIP funds supplemented with TEA grants?</p>

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## APPENDIX A VISIONING SESSION RESULTS

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### Station 2: Assets and Challenges<sup>5</sup>

#### Assets

##### *Priority 1*

- Quaint antique shopping district/festivals
- Walkable community
- Historical/architectural buildings
- Downtown
- Downtown buildings
- Watertower, historical assets
- Small town feeling in CBD
- Walkable community
- Historic Downtown
- Natural resources
- Historic charm
- Historic district
- Downtown (historic)
- Charm - Victorian theme
- Gas stations
- Historic district
- South Saginaw (downtown and 2.5 blocks)

##### *Priority 2*

- Location
- Nice neighborhoods
- Environmental areas
- Housing stock
- History of Holly (including businesses that are now gone)
- Battle Alley
- Services the Village provides
- Historic downtown
- Environmental areas
- People who want to volunteer
- Environmental areas
- lakes
- Sense of community
- Diversity of buildings (no cookie cutter)
- Parkland & environmental resources

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<sup>5</sup> NOTE: Station 1 was a display of basic information about the current state of the Village. No survey was taken at that station.

- Crapo Park

*Priority 3*

- Small town atmosphere
- Environmental resources
- Growing tax base as people move in and attract new businesses
- Parks & rec.
- Railroads and related history
- Trains (railtown)
- Rising cost for services & no tax base to increase to off-set costs
- Festivals
- Nice neighborhoods
- Natural features
- Ability to change from present unplanned form to something better
- Variety of services
- Vacant land, parks & lakes
- Affordable housing
- Flowers along Saginaw St. in summer gives united feeling to visitors

Challenges

*Priority 1*

- Traffic
- Traffic
- Traffic issues - poor flow
- Funding from Lansing
- Need activities for all ages
- Better preservation for downtown
- Midtown blight
- Need for more tax base
- Tax base
- Traffic
- Better restaurants
- Optimism is lacking
- Industrial too close to residences
- Development
- Overdevelopment - ugly modular homes
- Not enough stores for shopping
- Improvement of Broad St & connection to Saginaw & historic Holly
- Longer crossing times at lights downtown

*Priority 2*

- Blighted vacant buildings
- Blighted properties

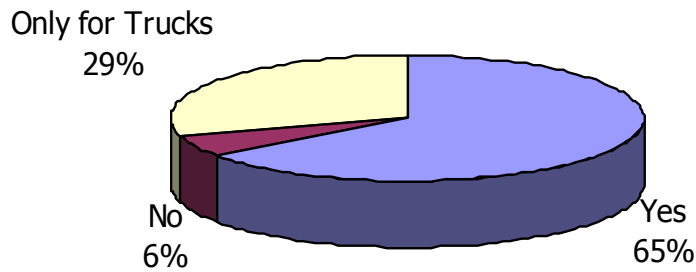
- Cooperation with neighboring communities
- Streets
- Capitalize on national cemetery visits
- Houses around downtown need to be cleaned up
- Funding midtown changes, incentives
- Need for an industrial park
- Coping with growth
- Moving industrial sites
- Strict building codes and enforcement
- People accustomed to shopping elsewhere
- Vacant building on main road (blight)
- Getting residents to support local businesses
- Need to integrate village, twp & school plans together
- Not enough doctor's offices
- Making community walkable with connections to trails
- Slant of Broad St. sidewalk from Maple south to Battle Alley

*Priority 3*

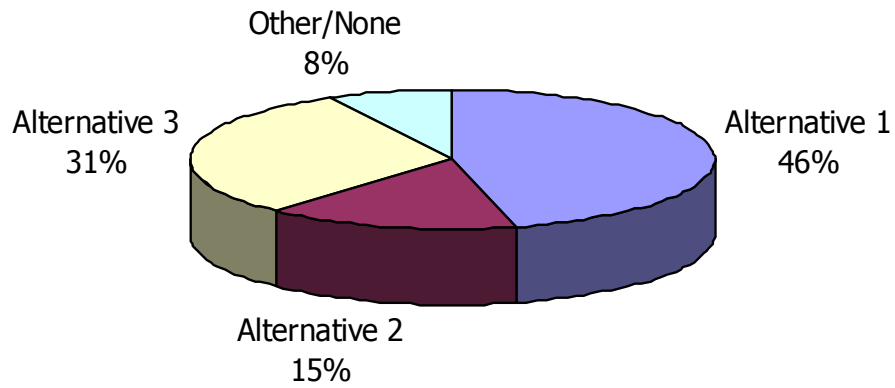
- Diversification of businesses
- Parking
- Attracting viable commerce & revenue generating businesses
- Make Village entrances more attractive
- More walking paths and park activities (sledding, skating, canoeing)
- North/south traffic
- Different selection of stores
- Re-development
- More employment
- Funding for change
- Need variety of retail in downtown area
- Infrastructure improvements
- Create a Victorian theme requirement for new construction
- Need sidewalk on Grange Hall Road to connect to Holly Woodlands
- Bigger variety of businesses - bookstore, clothing, etc.
- Repave Broad St.

**Station 3: Transportation and Traffic**

**Does the Village Need Another North South Route?**



**Which North/South Route do you Prefer?**



Alternative 1 = Connect Holly Bush and Old Leake (in current master plan)

Alternative 2 = Traffic along railroad

Alternative 3 = Fish Lake Road

### **Ranking of traffic trouble spots:**

1. Maple and Broad
2. Grange Hall and North Holly
3. South Saginaw and Maple

### Other problem areas:

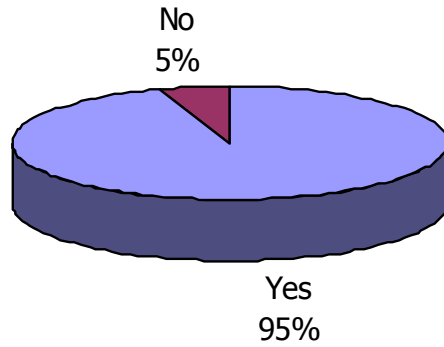
- Broad St. repaving and replace sidewalk to level along Broad St
- Fenton Road and Broad St.
- Broad St. needs to be improved and Oakland Street (Morrison, Academy Road) needs to be improved
- Battle Alley
- Weber Road for N/S traffic (integrate planning with Holly & Rose Townships)
- Broad St.
- Better marked and lighted roads
- Connection to Pulte Town through Airport is going to be a problem

### **Other Ideas and Comments:**

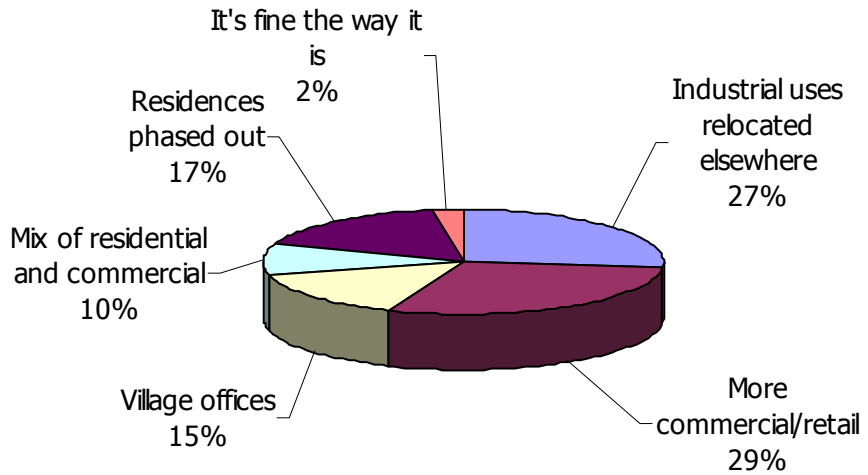
- Riviera Shores does not go through to the east (need to correct map) - could this be reopened?
- Make boulevards when possible w/landscaping
- More parking for downtown businesses
- Signs directing visitors to parking
- Re-route trucks to Fish Lake from Fenton Road or Grange Hall OR to 75 from Davisburg or Grange Hall.
- Allow only trucks making deliveries
- Include an equestrian trail on the side of a north-south route to allow better access through the Village
- Long-range, clear plans (not constant street repairs)
- Improve existing pedestrian crosswalks (not well painted)
- Maple & Broad St: widen the turn corner at the Red Devil AND extend railroad st. one block (see drawing)

**Station 4: Midtown**

**Would you like to see a different mix of uses in Midtown?**



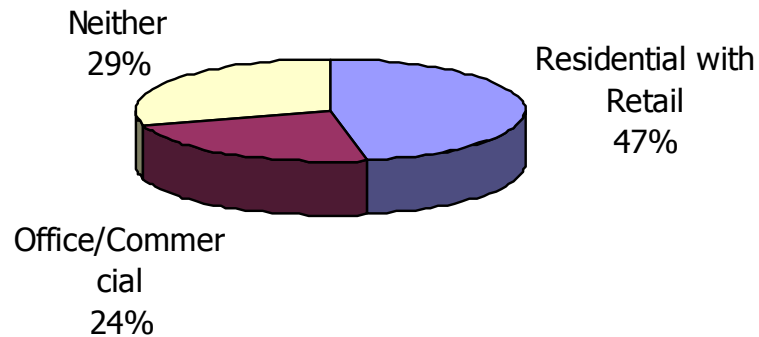
**What other uses would you like to see?**





## Redevelopment Options for Manufacturing Facility

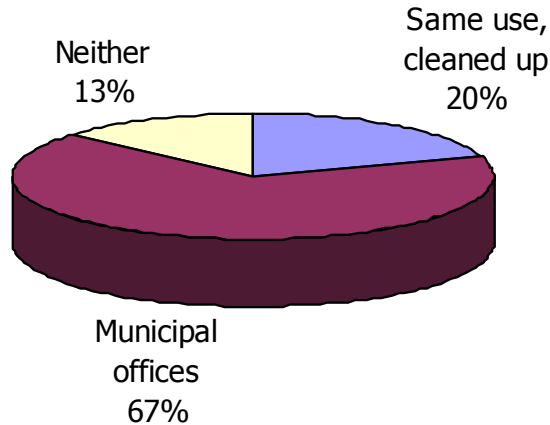
### Redevelopment Options for Site 1 (CMI)



#### Other ideas:

- More single homes and small shops – townhouses are too dense looking
- Prime real estate w/lake view/front setting
- Right now Holly seems divided between old town routes and intersection of GH & North Holly with not very attractive stuff in between
- More public walks & parks - keep future simple & safe
- Do a hotel/banquet center with some retail stores
- Hotel, conference center, municipal offices, post office
- Compact development
- We need visual plans for choices - lots of parks, outdoor restaurants, trees, inspiring & safe, beautiful out of doors, walking & biking
- Low impact, not a series of look alike Troy type condos

## Redevelopment Options, Site 2 (S & S Diesel)



### Other Ideas:

- Contamination problems & high sale price to move business
- We need safe, pleasant public walks & parks - a community organized for employment away from where the homes, shopping & living areas are
- Village is not & will not be in a position to build new offices for a long time - post office would still be best for this area
- With bench and flowers to lengthen summer flowers on Saginaw

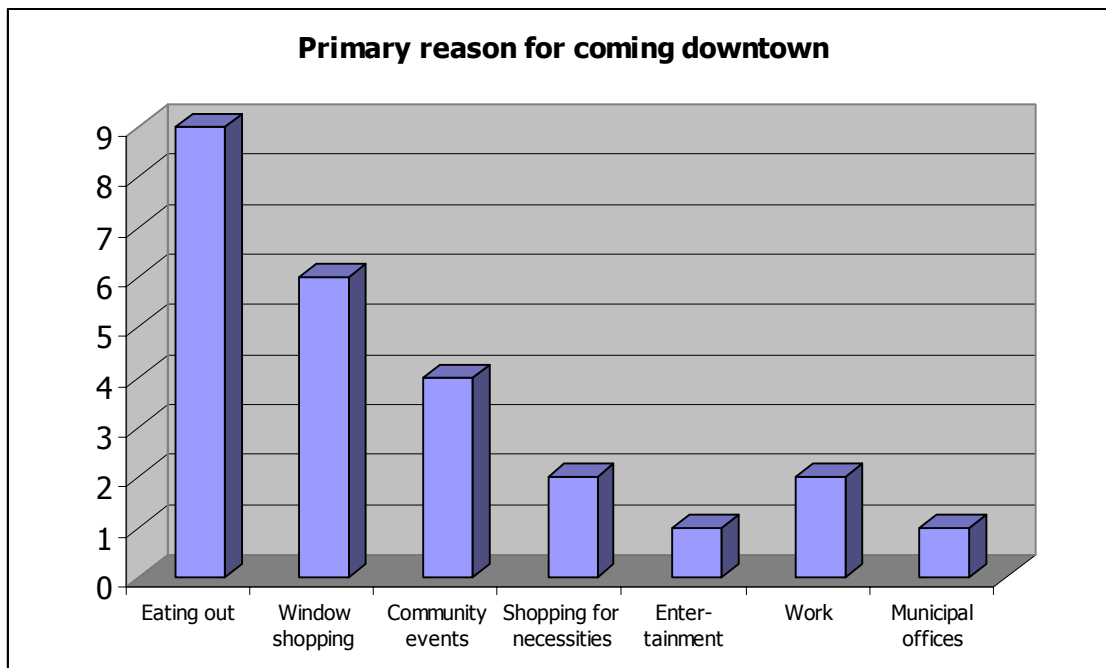
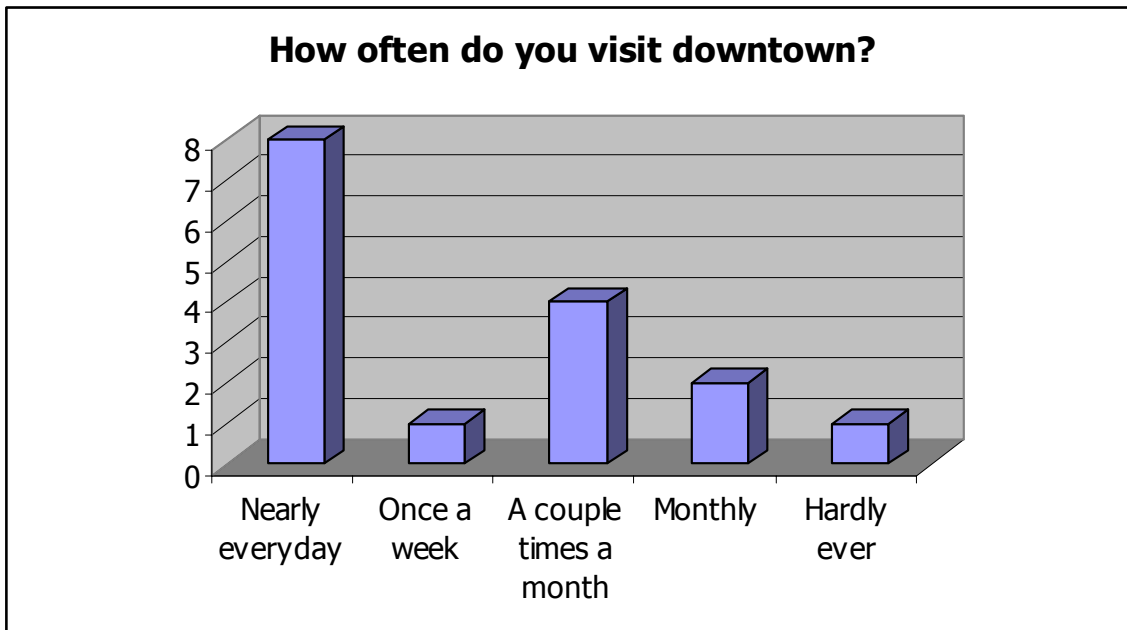
### **Other comments and ideas:**

- Seniors and handicapped need good places to rest as they walk; so do parents with children
- Think 50 years ahead & plan a quiet landscaped & protected mutual squares. Community
- Do more landscaping between commercial if it doesn't move. Do residential but not brownstones - 2 story condos but not just in a row. Maybe mixed with single story
- Keep the boulevard idea!
- No big box, no clear cut of trees like DQ, share driveways, NOC when possible - where homes are (let rebuild existing homes), have set back requirements to entire lot is not paved like DQ

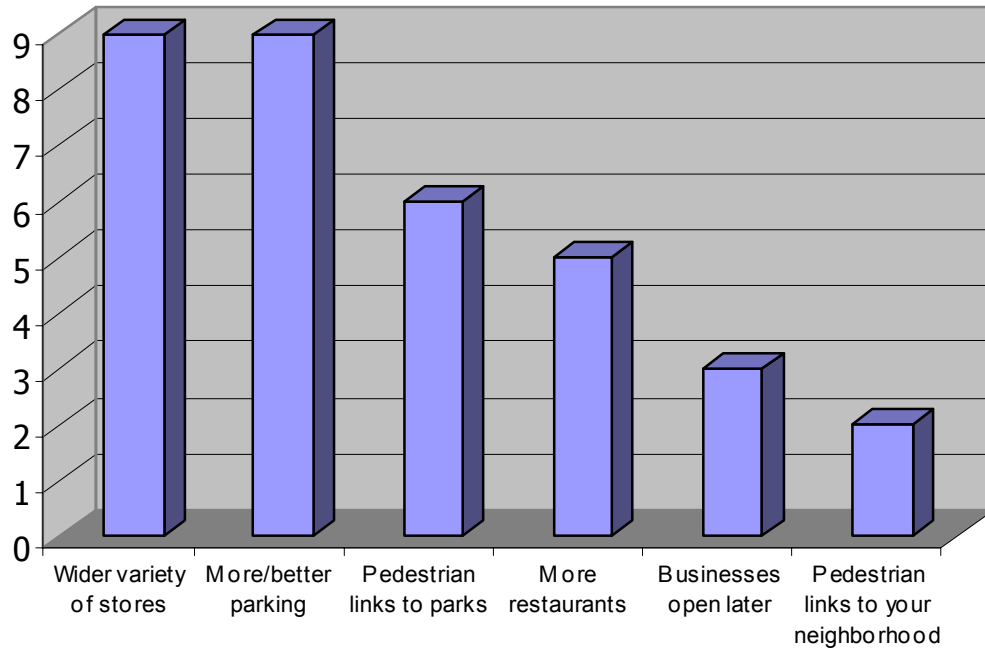
## Station 5: Downtown

### First Impressions:

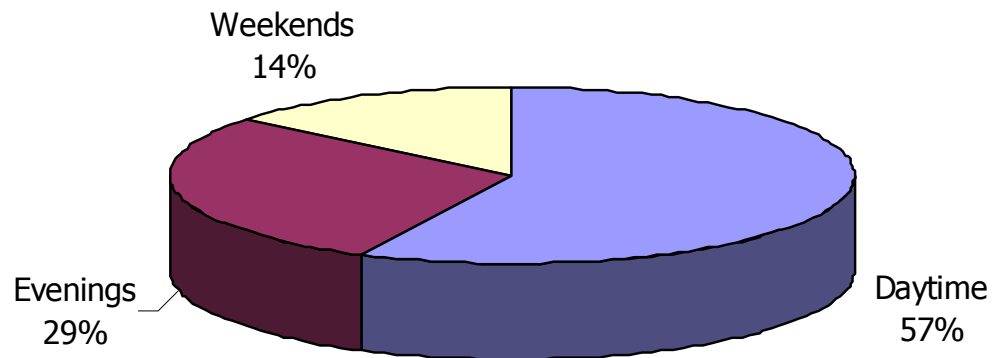
- Like the downtown for shopping for unique items like gifts, but not conducive for general shopping. Like the look of the historical buildings.
- Correct merchant parking problem. Make a mandatory requirement to make them park in back parking lots. Not enough parking.
- Old, bare (negative) - the presentation of old shops, trees, flowers (positive)
- Historic, interesting



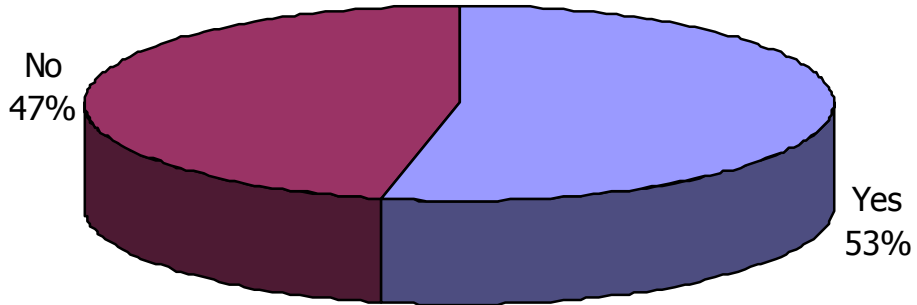
### What would bring you downtown more often?



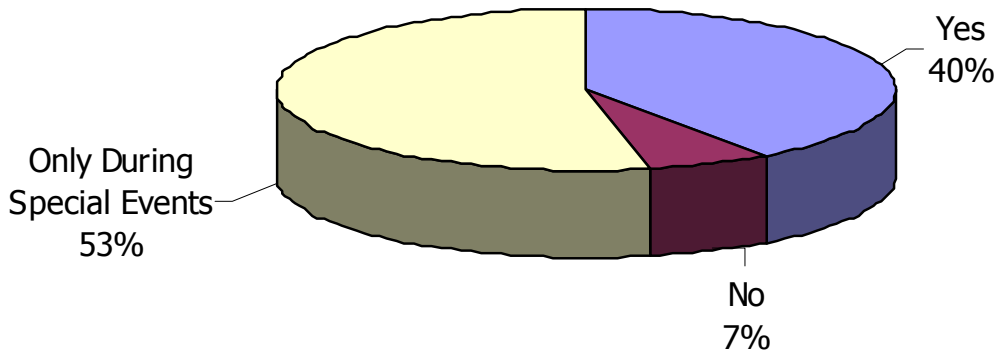
### When are you most likely to shop downtown?



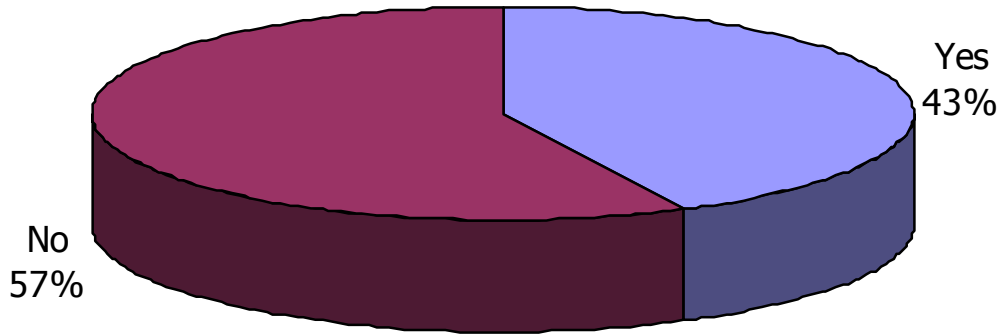
**Is your decision to shop downtown influenced by the irregular hours of the businesses there?**



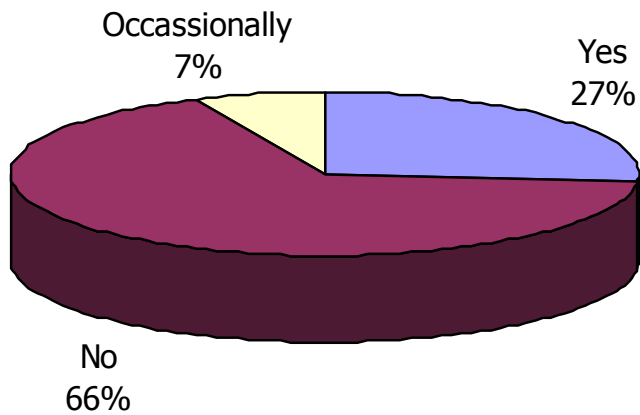
**Is Parking Downtown A Problem?**



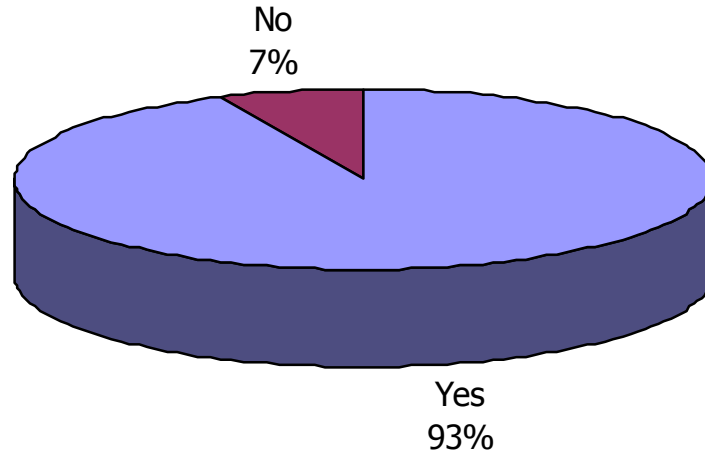
**Are you in favor of constructing a parking structure downtown?**



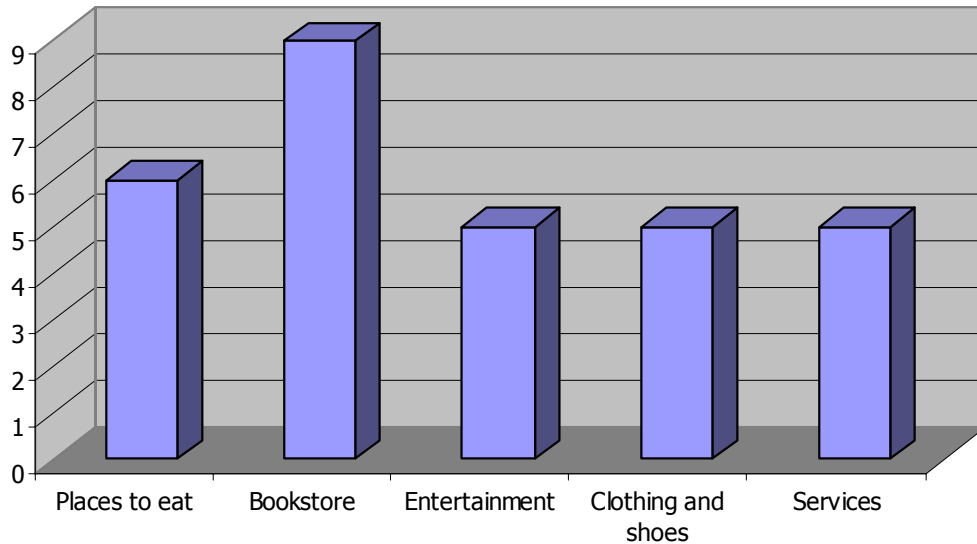
**Do you regularly visit the small specialty shops downtown?**



### Would you like to see a different mix of businesses downtown?



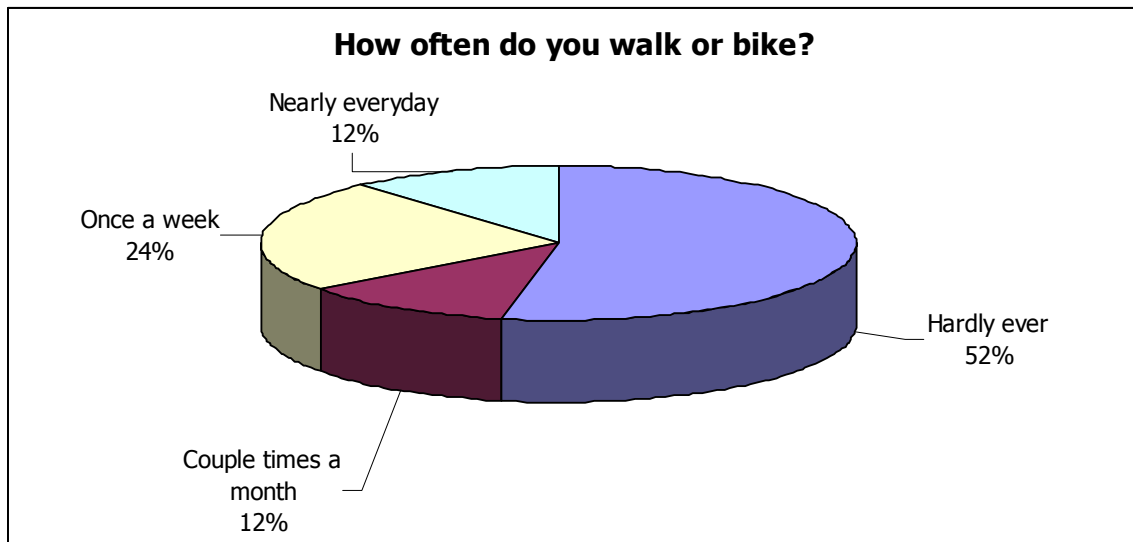
### What types of businesses would you like to see more of?



#### Other comments and ideas:

- We need more public transportation because there are a lot of people living in Holly that don't drive anymore. We have a lot of senior citizens that live here. We need a SMART bus.
- Clean up trash bin by Red Devil. Move cars away from Broad St. in the parking spaces by Red Devil in the muni lot.

## Station 6: Walkability

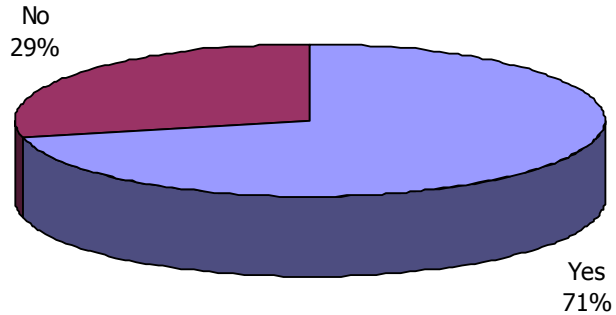


### Where are your primary destinations?

- Downtown stores
- Restaurants
- Old Town
- Downtown
- Downtown
- Downtown
- From Patterson Elem. To Downtown
- 3 Mile Loop
- Parks
- Walk to relax, learn, protect, rest. Children & people who need health exercise & walking
- Red Devil, Concert in the Park, small crafts
- Holly & Grange Hall
- Downtown area
- Festivals
- Shopping
- Millpond
- Lakeside Park/cemetery



**Are there places you would like to walk but can't because there is no safe or convenient way to get there?**



If yes, where?

- South of Village into Rose Twp
- Love the trails concept connecting different areas
- High School, trailer park, Waterworks Park, Patterson School
- More local parks, cannot do curbs
- To the store from Grange Hall Road
- Grange Hall Rd.
- Seven Lakes Park
- Around our lakes, parks, school
- Library, DQ

Ranking of Figures for Safety and Pleasantness:

Figures were ranked on a scale of 1 to 5 for safety and pleasantness

Figure 1 Averages:

Safety: 1.47

Pleasantness: 1.76



Figure 2 Averages:

Safety: 3.76

Pleasantness: 3.70



Figure 3 Averages:

Safety: 2.82

Pleasantness: 3.12



Figure 4 Averages:

Safety: 2.59

Pleasantness: 2.59



Figure 5 Averages:

Safety: 3.06

Pleasantness: 3.47



Figure 6 Averages:

Safety: 4.36

Pleasantness: 4.36



Site 1 shows a narrower sidewalk with some landscaping to provide a buffer between the person walking and the cars driving by.

Would these changes make you more likely to walk in this area?

Yes – 15

No - 1

Would you be in favor of paying for these improvements with a special assessment?

Yes – 9

No – 5



Site 2 shows a crosswalk being placed across North Saginaw Street to allow for pedestrians to access the businesses on either side of the street more safely. The image also shows Saginaw Street being reduced to one lane of traffic in each direction, a middle turning lane, and painted bike lanes on the roadway.

Would these changes make you more likely to walk in this area?

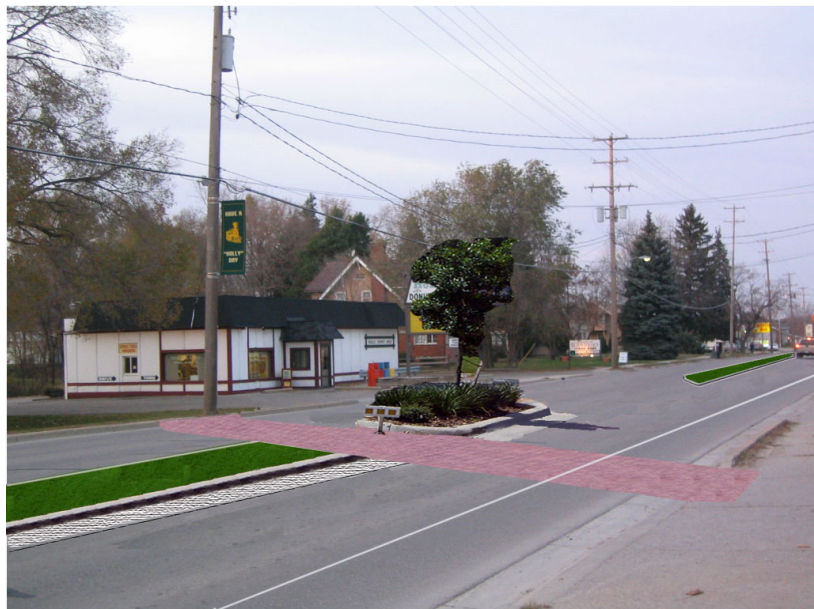
Yes – 11

No – 6

Would you be in favor of reducing North Saginaw St. from 4 lanes to three with a median?

Yes – 9

No – 7



Would you be in favor if traffic would not be negatively impacted?

Yes – 13

No – 4

Other ideas or comments:

- Add benches for people to sit and take a rest break
- Need a sidewalk from Saginaw to Holly Manor on Grange Hall Rd, and on other side to the Elementary School
- Cars, noise, polluted air are a reality, but walking people need safe, quiet walkways and crossovers
- Curb cut-downs everywhere, marked bicycle routes, access to senior complex, connections to destinations within and outside village, more trees & flowers
- Sidewalks on Grange Hall
- Connect Millpoint by side walks to Village of Holly Woodlands. Sidewalks on Grange Hall Road
- Handicap curbs on every corner in subs
- Connect Village to other destinations via trails
- Fix the crosswalk at Saginaw & Maple (mark & paint)

**APPENDIX B**  
**Headwaters Trails Proposed Trail Map**

