



Michigan State University Extension
Land Use Series

Check List # 1H: The Five-Year Plan Review

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Introduction

This is a step-by-step procedure for planning, land use and zoning. This particular checklist (# 1H) is for conducting a review of an existing plan (after it is five years old) to determine if it should be updated, replaced, or is fine as is. This checklist is designed to provide a list of steps – in order – which leads to a well-planned and zoned community. This outline is based on Public Act 110 of 2006, as amended, (being the Michigan Planning Enabling Act, M.C.L. 125.3801 et. seq.), and recommendations of Kurt H. Schindler, ACIP, and Bradley Neumann, AICP, both of MSU Extension, and intergovernmental coordination and plan content “best planning practices” derived from a proposed Coordinated Planning Act developed by the Michigan Chapter of the American Planning Association. In the check list, most of the items marked “optional” are derived from the proposed Coordinated Planning Act, not the current statute.

There are also separate procedural checklists for performing other zoning and planning functions. They are listed in Appendix B.

The Michigan Planning Enabling Act is a new statute, that changes how various planning procedures are done, and provides new duties and power to many planning commissions in the state. The purpose of this act was to create a single set of procedures to follow regardless of whether planning is being done by a city, village, township, or by a county. After September 1, 2008 (the effective date of the act) only the procedures in the Michigan Planning Enabling Act should be used as the act replaces the following statutes.

*“Thirty seven million acres is
all the Michigan we will ever have”*
William G. Milliken

This is a checklist was developed by experts on the topic(s) covered within MSU Extension. Its intent and use is to assist Michigan communities making public policy decisions on these issues. This work refers to university-based peer reviewed research, when available and conclusive, and based on the parameters of the law as it relates to the topic(s) in Michigan. This document is written for use in Michigan and is based only on Michigan law and statute. One should not assume the concepts and rules for zoning or other regulation by Michigan municipalities and counties apply in other states. In most cases they do not. This is not original research or a study proposing new findings or conclusions.

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Only for matters that took place before September 1, 2008 should these old statutes still be referenced:

- County Planning Act, being P.A. 282 of 1945, as amended, M.C.L. 125.101 *et seq.* See MSU Extension *Land Use Series*, “Checklist #C1; for Adoption of a County Plan in Michigan.”
- Township Planning Act, being P.A. 168 of 1959, as amended, M.C.L. 125.321 *et seq.* See MSU Extension *Land Use Series*, “Checklist #T1; for Adoption of a Township Plan in Michigan.”
- P.A. 207 of 1921, as amended, (being the City and Village Zoning Act, M.C.L. 125.581 *et seq.*) See MSU Extension *Land Use Series* “Checklist # M2; For Adoption of a City and Village Zoning Ordinance in Michigan”.

For any step of this process, the Michigan State University Extension members of the MSU Land Use Team can assist with sample materials; coordinating efforts between the township, county, and the state; and providing guidelines.

This outline is not designed as a substitute for reading and understanding the Michigan Zoning Enabling Act. This outline is not a substitute for legal advice. There is no substitute for hiring an attorney. **Do not** attempt to adopt or amend an ordinance without an attorney.

It is **important** to document each step of the process in planning and zoning a community. Keep detailed minutes, affidavits of publication and mailing, open meeting notices, letters of transmittal, and communications all on file, so years from now they are still available.

This checklist is divided into four columns. The first column has a place to check when the task is done, and a place to check when the documentation has been placed in a permanent file. The second column is the step, or task, to complete in the order given to properly review a plan. The third column is what should be included in a permanent file to document that work has been done. The fourth column is used to mark if the material reviewed supports the conclusion that the plan:

- does not need to be changed at this time;

- needs to be updated with amendments; or
- needs to be completely redone.

This check list is intended to be linear, with each step being done in order, and most requiring the previous step to be done before starting the next.

Some communities may be more prepared than others to conduct the five-year plan review. Those communities that regularly review their plan(s) and have a thorough understanding of the document(s) may wish to use the following short-form checklist to determine whether an update of their plan(s) is needed. Other communities are encouraged to follow the complete checklist beginning on page 4.

Short-form checklist

For the following short-form checklist, place a check-mark in the box next to each statement that applies to your community. Consider each statement within the time frame since your plan(s) was last updated or adopted.

- New or more accurate information (i.e. census population, demographics, income, land use/land cover change, land use analysis, newer/better natural resource information such as soil surveys, economic data, service district maps, and so on) has become available since the creation of the current plan.
- The goals, objectives, and strategies have been met since the adoption of the plan and no longer provide guidance for a twenty-year time frame.
- Major developments in the community or in nearby communities have affected the underlying principles, strategies, or land use needs in particular areas.
- There has been a recurring or new issue in the community that is not addressed in the current plan (e.g. the community has expressed an interest in becoming a more walkable community, but the plan lacks language to reinforce this priority).
- The community leadership or agenda changed since the adoption of the current plan and there appears to be a shift in public priorities.
- There is an expressed need for additional space for new or expanding uses in the community (i.e. the future land use map within the plan and the timing of capital facilities as embodied in the plan is no longer adequate to serve existing and 10-20 year future needs)
- There are outstanding or decided lawsuits where the community process, plan, or ordinance was called into question and the community lost.
- The community attorney or professional planner advised an update of the plan.
- The current plan does not include the elements of a zoning plan (and the community has zoning),
- The current plan does not include discussion of land for use for public transportation facilities (as of Dec. 23, 2010).
- The current plan does not include elements of an asset-based strategic economic development plan that is coordinated with a subregion and/or regional economic plan.
- The current plan does not include content on complete streets.

New Plan or not

Based on the boxes checked in the above list, the planning commission decides:

- No change has occurred or the plan is fine and therefore **the plan may stand as adopted.**
- Some amendments are required because of new or updated information and therefore **the plan should be amended.** To do so see Land Use Series: “Checklist #II; For Adoption of an Amendment to a Plan” available at: www.msue.msu.edu/lu/.
- There are substantial changes in the community and therefore **the plan should be rewritten.** To do so see Land Use Series: “Checklist #IG; For Adoption of a Plan in Michigan” available at: www.msue.msu.edu/lu/.

Complete Checklist

Checklist #1H;

This is the step-by-step process for the five year plan review

Check when task is done	Step, or Task	Copy in the permanent file	Conclusion
<input type="checkbox"/> Task is done <input type="checkbox"/> In the file	<p>STEP 1: The planning commission decides to start the five year review. (The Michigan Planning Enabling Act requires that the plan be reviewed at least every 5 years. If the planning commission decides the plan does not need to be updated after the 5 year plan review, it is recommended that the planning commission review the plan each year following the initial 5 year review).</p>	<p>Certified copy of the planning commission’s minutes where the decision to begin the review was made.</p>	<p>Not applicable</p>
<input type="checkbox"/> Task is done <input type="checkbox"/> In the file	<p>STEP 2: The planning commission reviews the data in the plan and the plan’s fact book for consistency with more current information (i.e. census population, demographics, income, land use/land cover change, land use analysis, newer/better natural resource information such as soil surveys, economic data, service district maps, and so on).</p> <p>Plans may be based on projected trends data which may or may not accurately reflect the current state of the community. It is imperative to use accurate data, as much of the plan is based on this information (infrastructure capacity, amount of land planned for various uses: residential, commercial, industrial, etc.).</p>	<p>Certified copy of the planning commission’s minutes or staff’s/consultant’s report in which data was reviewed.</p>	<p>Not applicable</p>

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Check when task is done	Step, or Task	Copy in the permanent file	Conclusion
<input type="checkbox"/> Task is done <input type="checkbox"/> In the file	STEP 3: Based on the findings of STEP 2, the planning commission decides whether new, or more accurate information has become available since the creation of the current plan.	Certified copy of the planning commission's minutes where data was discussed. Copy of improved data and its source.	Supports the conclusion that the plan: <input type="checkbox"/> does not need to be changed at this time. <input type="checkbox"/> needs to be updated with amendments. <input type="checkbox"/> needs to be completely redone.
<input type="checkbox"/> Task is done <input type="checkbox"/> In the file	STEP 3A: There is an opportunity to increase the detail and sophistication of a plan. Over time, one can build onto an existing plan and add new sections, with the plan and fact book becoming more comprehensive. Use Appendix A of this pamphlet (if desired) to review the current contents of the plan and fact book, noting what is already there, what could be done better, and what is not there that should be added. Based on this review, the planning commission decides whether the work involved will result in the need for an amended plan or new plan.	Completed copy of Appendix A.	Supports the conclusion that the plan: <input type="checkbox"/> does not need to be changed at this time. <input type="checkbox"/> needs to be updated with amendments. <input type="checkbox"/> needs to be completely redone.
<input type="checkbox"/> Task is done <input type="checkbox"/> In the file	STEP 4: To what degree have the goals, objectives, and strategies been met since the adoption of the plan? Do the goals and objectives continue to provide guidance for a twenty-year time frame? As the community makes day-to-day development decisions the landscape will change. During this review it is prudent to determine if the development decisions have been moving the community in the general direction envisioned in the plan.	Certified copy of the planning commission's minutes where goals and objectives were reviewed.	Supports the conclusion that the plan: <input type="checkbox"/> does not need to be changed at this time. <input type="checkbox"/> needs to be updated with amendments. <input type="checkbox"/> needs to be completely redone.
<input type="checkbox"/> Task is done <input type="checkbox"/> In the file	STEP 5: Have there been any major developments in the community or in nearby communities that affect underlying principles, strategies, or land use needs in particular areas?	Certified copy of the planning commission's minutes where developments that impact particular areas were discussed.	Supports the conclusion that the plan: <input type="checkbox"/> does not need to be changed at this time. <input type="checkbox"/> needs to be updated with amendments. <input type="checkbox"/> needs to be completely redone.

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Check when task is done	Step, or Task	Copy in the permanent file	Conclusion
<input type="checkbox"/> Task is done <input type="checkbox"/> In the file	<p>STEP 6: Has there been a recurring or new issue in the community that is not addressed in the current plan?</p> <p>For example, has the community expressed an interest in becoming a more walkable community, but the plan lacks language to reinforce this priority?</p>	Certified copy of the planning commission's minutes where issue has been discussed and if available, documentation of this recurring or new issue.	Supports the conclusion that the plan: <input type="checkbox"/> does not need to be changed at this time. <input type="checkbox"/> needs to be updated with amendments. <input type="checkbox"/> needs to be completely redone.
<input type="checkbox"/> Task is done <input type="checkbox"/> In the file	<p>STEP 7: Has the community leadership or agenda changed since the adoption of the current plan?</p> <p>If the leadership or the agenda of a community have changed dramatically it may indicate a shift in public priorities. If there are new public priorities in a community, the current plan may no longer be supported and the plan may need to be amended or redone. Remember a plan is in large part an expression of consensus in the community about its future. As leadership and people in various positions change, it may be necessary to re-build that consensus.</p>	Certified copy of the planning commission's minutes where changes in public policies were discussed.	Supports the conclusion that the plan: <input type="checkbox"/> does not need to be changed at this time. <input type="checkbox"/> needs to be updated with amendments. <input type="checkbox"/> needs to be completely redone.
<input type="checkbox"/> Task is done <input type="checkbox"/> In the file	<p>STEP 8: Is there an expressed need for additional space for new or expanding uses in the community?</p> <p>If so, then it may be time to create a new plan that projects farther into the future. The future land use map within the plan and the timing of capital facilities as embodied in the plan should be adequate to serve existing and 10-20 year future needs.</p>	Certified copy of the planning commission's minutes where zoning map and capital improvements were discussed.	Supports the conclusion that the plan: <input type="checkbox"/> does not need to be changed at this time. <input type="checkbox"/> needs to be updated with amendments. <input type="checkbox"/> needs to be completely redone.

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Check when task is done	Step, or Task	Copy in the permanent file	Conclusion
<input type="checkbox"/> Task is done <input type="checkbox"/> In the file	STEP 9: Are there outstanding or decided lawsuits where the community process, plan, or ordinance was called into question and the community lost?	Certified copy of the planning commission's minutes where cases were discussed and copy of judgments against community.	Supports the conclusion that the plan: <input type="checkbox"/> does not need to be changed at this time. <input type="checkbox"/> needs to be updated with amendments. <input type="checkbox"/> needs to be completely redone.
<input type="checkbox"/> Task is done <input type="checkbox"/> In the file	STEP 10: Has the community attorney or professional planner advised an update of the plan?	Certified copy of the planning commission's minutes where advice was given or written notification regarding need for update.	Supports the conclusion that the plan: <input type="checkbox"/> does not need to be changed at this time. <input type="checkbox"/> needs to be updated with amendments. <input type="checkbox"/> needs to be completely redone.
<input type="checkbox"/> Task is done <input type="checkbox"/> In the file	STEP 11: Based on the conclusions to the preceding steps checked in the fourth column, the planning commission decides: <ul style="list-style-type: none"> ▪ The conclusion to each of the above items is "... to not change the plan at this time" (i.e. no change has occurred or the plan is fine) and therefore the plan may stand as adopted. ▪ Some of the conclusions to the above items are to "...amend the plan/fact book" (i.e. some amendments are required because of new or updated information) and therefore the plan should be amended. To do so see Land Use Series: "Checklist #II; Adoption of an Amendment to a Plan" available at: www.msue.msu.edu/lu/. ▪ Many or some of the conclusions to the above major items are to "...prepare a new plan and fact book" (i.e. there are substantial changes in the community) and therefore the plan should be rewritten. To do so see Land Use Series: "Checklist #1G; For Adoption of a Plan in Michigan" available at: www.msue.msu.edu/lu/. 	Certified copy of the planning commission's minutes where the decision to update the plan or not update the plan was made.	The planning commission acts to <input type="checkbox"/> not change the plan at this time. <input type="checkbox"/> amend the plan/fact book. <input type="checkbox"/> prepare a new plan and fact book

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Check when task is done	Step, or Task	Copy in the permanent file	Conclusion
<input type="checkbox"/> Task is done <input type="checkbox"/> In the file	<p>STEP 12: If not already budgeted, the planning commission approaches the legislative body with the intent to amend the plan or prepare a new plan and fact book. This may include preparing a cost estimate to do so and presenting that cost estimate to the legislative body.</p> <p>If the legislative body approves the expenditure, then proceed with the plan amendment or new plan and fact book.</p> <p>If the legislative body does not approve the expenditure (or include it in a future budget), or approves a smaller amount than requested, there are three options:</p> <ul style="list-style-type: none"> ▪ Do the work in house for lower cost. ▪ Expand the task over more than one budget year, so the cost of the task is reflected in more than one budget year. ▪ Go back to STEP 11 and re-evaluate the decision in light of the legislative body's decision. 	<p>Certified copy of the legislative body's minutes of the meeting where the decision was made, and planning commission's minutes where follow up discussion took place.</p>	<input type="checkbox"/> Proceed with the decision made in Step 11, as intended. <input type="checkbox"/> Do the work in house for a lower cost. <input type="checkbox"/> Expand the task over more than one budget year. <input type="checkbox"/> Go back to Step 11 and re-evaluate.

Authors

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Appendix A - Glossary

The following terms are used in this publication, and have the following specific meanings.

§ means the section number of Public Act 110 of 2006, as amended, (being the Michigan Zoning Enabling Act, M.C.L. 125.3101 et. seq.),

Chief administrative official means the manager or other highest nonelected administrative official of a city or village.

Chief elected official means the mayor of a city, president of a village, supervisor of a township, or chair of a county board of commissioners.

Ex officio member means a member of a planning commission, with full voting rights unless otherwise specified by city or village charter, by virtue of holding another office.

Legislative Body means the county board of commissioners of a county, the board of trustees of a township, the council of a city or village, or other similar duly elected representative body of a county, township, city, or village.

Local Unit of Government means a county, township, city, or village.

Municipality means a city, village or township.

Plan means any plan adopted under the Michigan Planning Enabling Act or one of the three former planning acts, regardless of what it is titled.

Planning Commission means the local unit of government planning commission created under the Michigan Planning Enabling Act or one of the three former planning acts, regardless of what it is titled. In a few communities it may still be a “zoning board” (townships) or “zoning commission” (city and villages). Has used here, the use of the term “planning commission” includes all of these terms.

Zoning jurisdiction means the area encompassed by one of the following:

- legal boundaries of a city or village for a city or village respectively;
- legal boundaries of a township outside the limits of a city(ies) and village(s) for a township;
- legal boundaries of a county outside the limits of a city(ies) and village(s); or the county including any city(ies) and village(s) which has adopted the county plan (See §209, M.C.L. 125.3209).

Appendix B – Related Publications

There are also separate procedural checklists for performing other planning and zoning functions. They are:

- *Land Use Series*: “Check List #1A; To Create a Planning Commission or Amend an Existing Planning Commission Ordinance.”
- *Land Use Series*: “#1B; Sample Ordinance to create a planning commission”
- *Land Use Series*: “#1C; Summary of changes between new Michigan Planning Enabling Act and the three old planning acts: Municipal Planning Act, County Planning Act, and Township Planning Act.”
- *Land Use Series*: “Checklist #1D; Steps to Transition an Existing Planning Commission to Comply with the Michigan Planning Enabling Act”

- *Land Use Series*: “#1E; Sample Bylaws for a planning commission.”
- *Land Use Series*: “Checklist #1F; What Should be in a Master Plan”
- *Land Use Series*: “Checklist #1G; For Adoption of a Plan in Michigan”
- *Land Use Series*: “Checklist #1H; The Five Year Plan Review.”
- *Land Use Series*: “Checklist #1I; For Adoption of an Amendment to a Plan”
- *Land Use Series*: “Checklist #1J; Adopting and Updating a Capital Improvement Program”
- *Land Use Series*: “Checklist #1K; Review of Infrastructure and Public Capital Expenditure”
- *Land Use Series*: “Checklist #1L; Adoption or Amendment of Subdivision Rules”
- *Land Use Series*: “#1M; How Governments Make Submissions on a Neighbor’s or County’s Proposed Plan”
- *Land Use Series*: “#1N; How a Planning Commission Should Respond to Submissions”
- *Land Use Series*: “#1O; Sample joint Planning Commission Ordinance and Agreement”
- *Land Use Series*, “Checklist #2; for Adoption of a Zoning Ordinance in Michigan.”
- *Land Use Series*, “Checklist #3; for Adoption of an Interim Zoning Ordinance in Michigan.”
- *Land Use Series*, “Checklist #4; for Adoption of a Zoning Ordinance Amendment (Including PUD) in Michigan”
- *Land Use Series*, “Checklist #5: for Processing a Special Use Permit (Including PUD) Application in Michigan.”
- *Land Use Series*, “Checklist #6: for Processing a Zoning Appeal and Variance in Michigan.”
- *Land Use Series*, “#7: Sample Zoning Board of Appeals Rules of Procedure”
- *Land Use Series*, “#8: Sample Planning Commission and Zoning Board of Appeals Code of Conduct”

All of these are available at www.msue.msu.edu/lu/.

Appendix C: Plan Content and Table of Contents

Minimum Plan Content Required by the Act

According to of the Michigan Planning Enabling Act, at a minimum, the following elements are to be a part of a plan. Using the table below, review your plan and write in each column where the material is found in your community’s plans.

This table was prepared assuming one’s plan is like that of many communities in which it is organized in two major sections – the plan that is the meat of the document including the goals, objectives and policies that guide the physical development of the community (§33); and the background information, data book, resource book, or fact book that provides data and analyses that support the plan (§31). Some communities have a third, optional, section which is an executive summary, or a simply written and heavily illustrated presentation of the plan, a chart, web page, poster, or combination of the above. These two or three sections can be parts all within one document, or might be two or three separate documents. Communities may also include information and polices by reference to other plans or documents.

In the last column of the table, indicate whether the item is something you want to include in your plan when it is updated or replaced.

Minimum Statutory Plan Content

Items listed in this table are necessary to meet the minimum requirements of the Michigan Planning Enabling Act for a master plan:

Minimum Statutory Plan Content	Where the element is found in the Fact Book	Where the element is found in the Plan	Where the element is found in other adopted plans	Where the element is found in the optional summary, poster, pamphlet, etc.	This is something we want to add to our next plan(s)
Maps, plats, charts, and descriptive, explanatory, and other related matter. (Sec. 33(1))					Shall be included
A future land use map is required as a part of the land use plan element of the master plan. (Sec. 33(2)(d))					Shall be included
Show the planning commission's recommendations for the physical development of the planning jurisdiction. (Sec. 33(1))					Shall be included
Recommendations for implementing any of the master plan's proposals. (Sec. 33. (2)(e)) Note: All jurisdictions should have a section detailing recommendations for implementation. (Sec. 33(2)(e))					Shall be included
Documentation (or copies of) that the planning commission made careful and comprehensive surveys and studies of present conditions and future growth within the planning jurisdiction with due regard to its relation to neighboring jurisdictions. (Sec. 31(2)(a))					Shall be included
Documentation (or copies of) that the planning commission consulted with representatives of adjacent local units of government in respect to their planning so that conflicts in master plans and zoning may be avoided. (Sec. 31(2)(b))					Shall be included

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Minimum Statutory Plan Content	Where the element is found in the Fact Book	Where the element is found in the Plan	Where the element is found in other adopted plans	Where the element is found in the optional summary, poster, pamphlet, etc.	This is something we want to add to our next plan(s)
Documentation (or copies of) that the planning commission cooperated with all departments of the state and federal governments and other public agencies concerned with programs for economic, social, and physical development within the planning jurisdiction and sought the maximum coordination of the local unit of government's programs with these agencies. (Sec. 31(2)(c))					Shall be included
For a local unit of government that has adopted a zoning ordinance, a zoning plan (M.C.L. 125.3203(1)) (see also M.C.L. 125.3305(a)): A proposed schedule of regulations by district that includes at least, building height, lot area, bulk, and setbacks. (Sec. 33(2)(d))					If there is zoning, then these elements shall be included
For a local unit of government that has adopted a zoning ordinance, a zoning plan (M.C.L. 125.3203(1)) (see also M.C.L. 125.3305(a)): the standards or criteria to be used to consider rezonings consistent with the master plan.					If there is zoning, then these elements shall be included
For a local unit of government that has adopted a zoning ordinance, a zoning plan (M.C.L. 125.3203(1)) (see also M.C.L. 125.3305(a)): An explanation of how the land use categories on the future land use map relate to the districts on the zoning map. Sec. 33(2)(d) (prerequisite to this requirement is (1) a description of each zoning district, and (2) a proposed zoning map.					If there is zoning, then these elements shall be included

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Minimum Statutory Plan Content	Where the element is found in the Fact Book	Where the element is found in the Plan	Where the element is found in other adopted plans	Where the element is found in the optional summary, poster, pamphlet, etc.	This is something we want to add to our next plan(s)
<p>For a local unit of government that has adopted a zoning ordinance, a zoning plan (M.C.L. 125.3203(1)) (see also M.C.L. 125.3305(a)): A description of each of the zoning districts (including proposed new ones), the general purpose of each district, a general description of the class of uses to be permitted in each district, and the general locations for those types of districts. Use classes include single family residential, multiple family residential, commercial, office, industrial, agricultural, forestry, mining, etc.</p>					<p>If there is zoning, then these elements shall be included</p>
<p>For a local unit of government that has adopted a zoning ordinance, a zoning plan (M.C.L. 125.3203(1)) (see also M.C.L. 125.3305(a)): A proposed zoning map showing the location of proposed zoning districts. This could be accomplished by referring to the existing zoning map and then including a map with proposed district changes and the circumstances under which those changes should be made in a manner consistent with the master plan.</p>					<p>If there is zoning, then these elements shall be included</p>
<p><i>Plans might also include, if “reasonably can be considered as pertinent to the future development of the planning jurisdiction”:</i> For a county, documentation that the master plan may include planning in cooperation with the constituted authorities for incorporated areas in whole or to the extent to which, in the planning commission's judgment, they are related to the planning of the unincorporated territory or of the county as a whole. (Sec. 31(1)(a))</p>					

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Minimum Statutory Plan Content	Where the element is found in the Fact Book	Where the element is found in the Plan	Where the element is found in other adopted plans	Where the element is found in the optional summary, poster, pamphlet, etc.	This is something we want to add to our next plan(s)
<p><i>Plans might also include, if “reasonably can be considered as pertinent to the future development of the planning jurisdiction”:</i> For a township that on the effective date of this act had a planning commission created under former 1931 PA 285, or for a city or village, the planning jurisdiction may include any areas outside of the municipal boundaries that, in the planning commission's judgment, are related to the planning of the municipality. (Sec. 31(1)(b))</p>					
<p><i>Plans might also include, if “reasonably can be considered as pertinent to the future development of the planning jurisdiction”:</i> A classification and allocation of land for agriculture, residences, commerce, industry, recreation, ways and grounds, public transportation facilities (as of Dec. 23, 2010), public buildings, schools, soil conservation, forests, woodlots, open space, wildlife refuges, and other uses and purposes. (If a county has not adopted a zoning ordinance under former 1943 PA 183 or the Michigan zoning enabling act, 2006 PA 110, MCL 125.3101 to 125.3702), a land use plan and program for the county may be a general plan with a generalized future land use map. (Sec. 33. (2)(a)) Note: Given this requirement, most, if not all, jurisdictions should include the majority of these elements in the master plan.</p>					

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Minimum Statutory Plan Content	Where the element is found in the Fact Book	Where the element is found in the Plan	Where the element is found in other adopted plans	Where the element is found in the optional summary, poster, pamphlet, etc.	This is something we want to add to our next plan(s)
<p><i>Plans might also include, if “reasonably can be considered as pertinent to the future development of the planning jurisdiction”:</i> The general location, character, and extent of all components of a transportation system and their interconnectivity including streets, railroads, airports, bicycle paths, pedestrian ways, bridges, waterways, waterfront developments (complete streets); sanitary sewers and water supply systems; facilities for flood prevention, drainage, pollution prevention, and maintenance of water levels; and public utilities and structures. (Sec. 33. (2)(b)) Note: Given this requirement, most, if not all, jurisdictions should include the majority of these elements in the master plan.</p>					
<p><i>Plans might also include, if “reasonably can be considered as pertinent to the future development of the planning jurisdiction”:</i> Recommendations as to the general character, extent, and layout of redevelopment or rehabilitation of blighted areas; and the removal, relocation, widening, narrowing, vacating, abandonment, change of use, or extension of streets, grounds, open spaces, buildings, utilities, or other facilities. (Sec. 33. (2)(c)) (Recommendations for redevelopment may or may not be included as pertinent, and a zoning plan.)</p>					

Minimum Statutory Plan Content	Where the element is found in the Fact Book	Where the element is found in the Plan	Where the element is found in other adopted plans	Where the element is found in the optional summary, poster, pamphlet, etc.	This is something we want to add to our next plan(s)
<p><i>Plans might also include, if “reasonably can be considered as pertinent to the future development of the planning jurisdiction”:</i> If a master plan is or includes a master street plan, the means for implementing the master street plan in cooperation with the county road commission and the state transportation department shall be specified in the master street plan in a manner consistent with the respective powers and duties of and any written agreements between these entities and the municipality . (Sec. 33. (3)) Note: Given this requirement, most, if not all, jurisdictions should include the majority of these elements in the master plan.</p>					

This is the first of three ways to evaluate the content of your plan. The table above should be considered the legal minimum. Most plans should contain much more.

A More Comprehensive Plan Content Analysis

The following checklist is adapted from materials developed by the Michigan chapter of the American Planning Association, from their work toward a Coordinated Planning Act (never adopted). It provides a rather complete list of the analysis that should be a part of a plan and fact or data book.

Following this table is a sample table of contents for a plan, data or fact book, and summary. It gives just one example of how information in a plan might be organized.

Using the table below, review your plan and write in each column where the material is found in your community’s plans.

This table is prepared assuming one’s plan is like that of many communities in which it is organized in two major sections – **the plan** that is the meat of the document including the goals, objectives and policies that guide the physical development of the community (§33); and the **background information, data book, resource book, or fact book** that provides data and analyses that support the plan (§31). Some communities have a third, optional, section which is an executive summary, or a simply written and heavily illustrated presentation of the plan, a chart, web page, poster, or combination of the above. These two or three sections can be parts all within one document, or might be two or three separate documents. Communities may also include information and polices by reference to other plans or documents.

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In the last column of the table, indicate whether the item is something you want to include in your plan when it is updated or replaced.

Plan Content

For a general plan the content should include:

Plan Content: General Plan (Only for a county plan with no county zoning.)	Where the element is found in the Fact Book	Where the element is found in the Plan	Where the element is found in other adopted plans	Where the element is found in the optional summary, poster, pamphlet, etc.	This is something we want to add to our next plan(s)
A policy-based plan with generalized future land use maps.					
A section on affordable housing needs and a strategy to meet those needs.					
A section on job development and a strategy to meet those needs.					
Address the relationship between jobs, housing, and transportation within the local unit of government or region.					
A separate section on multimodal transportation including streets and highways, public transit, airports, railroads, ports, and pedestrian and bicycle ways.					
A section on capital facilities owned or operated, or both, or privately contracted by the local unit of government, together with long-range fiscal plans for the provision of new capital facilities for the local unit of government.					
The plan shall be the basis for the local unit of government or regional capital improvement program including capital improvements to be done by a county road commission, drain commissioner, parks and recreation commission, department of public works, or other local unit of government legislative body.					

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Plan Content: General Plan (Only for a county plan with no county zoning.)	Where the element is found in the Fact Book	Where the element is found in the Plan	Where the element is found in other adopted plans	Where the element is found in the optional summary, poster, pamphlet, etc.	This is something we want to add to our next plan(s)
An analysis of all the municipal or joint municipal plans of municipalities within the county to ensure coordination and consistency, including, but not limited to, buildout, economic, fiscal, environmental, and social impact analyses.					
A plan may incorporate by reference plans, or portions of plans, adopted by other agencies of political subdivisions, a regional plan, this state, or the federal government.					
Other elements as determined by the county planning commission.					

Plan Content

For a future land use plan the content should include:

Plan Content: Future Land Use Plan (The minimum for a local unit of government with zoning)	Where the element is found in the Fact Book	Where the element is found in the Plan	Where the element is found in other adopted plans	Where the element is found in the optional summary, poster, pamphlet, etc.	This is something we want to add to our next plan(s)
All of the parts for a general plan, above.					
The arrangement of future land uses, as well as the intensity and density of such uses					

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Plan Content: Future Land Use Plan (The minimum for a local unit of government with zoning)	Where the element is found in the Fact Book	Where the element is found in the Plan	Where the element is found in other adopted plans	Where the element is found in the optional summary, poster, pamphlet, etc.	This is something we want to add to our next plan(s)
An explanation of the degree to which future land uses are, or are not, compatible with the future land use plans and zoning regulations of adjoining jurisdictions (or municipalities within the county) or the management plans of state or federal agencies with public lands within the local unit of government					
Future land use shall be described in the text and depicted on a future land use map showing the general location and arrangement of future land uses, but not parcel lines.					
A future transportation network, including, but not limited to, roads and streets, bridges, railroads, airports, bicycle paths, and pedestrian ways.					
Provision for a network of electronic communication facilities.					
Future capital facilities.					
A zoning plan for the control of the height, area, bulk, density, location, and use of buildings and premises, for current and future zoning districts.					
An explanation of the zoning plan's relationship to the future land use plan.					
A description of how the community intends to move from present conditions illustrated on the current zoning map and described in the zoning plan to the proposed future relationship of land uses illustrated on the future land use map.					

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Plan Content: Future Land Use Plan (The minimum for a local unit of government with zoning)	Where the element is found in the Fact Book	Where the element is found in the Plan	Where the element is found in other adopted plans	Where the element is found in the optional summary, poster, pamphlet, etc.	This is something we want to add to our next plan(s)
A discussion of measures considered and included in the development of the future land use plan to avoid possible takings of private property without just compensation if land use regulations were to be subsequently adopted or amended consistent with the plan.					
Each of the elements of a future land use plan, above, should incorporate goals, objectives, policies, and strategies to be employed in fulfilling the plan					
Each element of a future land use plan should utilize maps and, if helpful, plats, charts, and tables. Maps, plats, charts, and tables should be accompanied by descriptive explanatory text.					

Plan Content

For a comprehensive plan the content should include:

Plan Content: Comprehensive Plan	Where the element is found in the Fact Book	Where the element is found in the Plan	Where the element is found in other adopted plans	Where the element is found in the optional summary, poster, pamphlet, etc.	This is something we want to add to our next plan(s)
All of the parts for a general plan and land use plan, above.					

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Plan Content: Comprehensive Plan	Where the element is found in the Fact Book	Where the element is found in the Plan	Where the element is found in other adopted plans	Where the element is found in the optional summary, poster, pamphlet, etc.	This is something we want to add to our next plan(s)
Recommendations for the social, environmental, economic, or physical development or redevelopment of the jurisdictional area. The plan should identify the amount and source of the fiscal and other resources to be used to implement the recommendations in the plan.					
An analysis of existing community social and economic disparities in employment, income, housing, transportation, education, and crime and recommendations for public and private measures to rectify disparities.					
A section on multimodal transportation facilities, together with long-range fiscal plans for the provision or replacement of transportation facilities. (This may be part of the future transportation network (master street plan) element of a Future Land Use Plan.)					
Information on capital facilities necessary for the comprehensive plan to serve as the basis for the development and annual updating of a capital improvement program including a map of the location of new capital facilities on which construction is proposed to begin within a period at least as long as that covered by a capital improvement program.					

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Plan Content: Comprehensive Plan	Where the element is found in the Fact Book	Where the element is found in the Plan	Where the element is found in other adopted plans	Where the element is found in the optional summary, poster, pamphlet, etc.	This is something we want to add to our next plan(s)
Population attraction strategy.					
New Economy strategy (coordinated on a regional [multi-county] level).					
Maps and text with an analysis of existing conditions and strategies to address identified problems and/or opportunities for housing, including, but not limited to, the condition of existing housing and specific needs for affordable and assisted housing, and analysis of options for meeting those needs.					
Maps and text with an analysis of existing conditions and strategies to address identified problems and/or opportunities for Economic development, including both job retention and promotion strategies.					
Maps and text with an analysis of existing conditions and strategies to address identified problems and/or opportunities for Natural resources management, including, but not limited to, agricultural and forest lands, mineral lands, wetlands, floodplains, headwaters areas, sand dunes, areas at high risk of erosion, other sensitive areas, endangered or threatened species habitat, and land use related to preserving biodiversity.					
Maps and text with an analysis of existing conditions and strategies to address identified problems and/or opportunities for measures to define, protect, enhance, or change community character.					

Plan Content

For a growth management plan the content should include:

Plan Content: Growth Management Plan	Where the element is found in the Fact Book	Where the element is found in the Plan	Where the element is found in other adopted plans	Where the element is found in the optional summary, poster, pamphlet, etc.	This is something we want to add to our next plan(s)
All of the parts for a general plan, land use plan, and comprehensive plan, above.					
The boundaries for expansion of capital facilities and/or public services of the local units of government during the period of the plan.					
Maximum density of land use based on available public services and facilities and specified level of service standards for those services and facilities.					
The plan should be consistent with P.A. 110 of 2006, as amended, (being the Michigan Zoning Enabling Act, M.C.L. 125.3101 et seq.) for a purchase of development rights program, and/or to the extent permissible by law, transfer of development rights program.					
Maps showing the location of proposed future road right-of-way and of other public facilities beyond 5 years in the future.					
A strategy and locations to target provision of affordable housing.					
A strategy that links future jobs, housing, and transportation in mutually supportive ways.					
A strategy for land assembly and redevelopment.					
Other elements as necessary to implement the growth management or redevelopment goals of the plan.					

Plan Content

For other plans, or additional parts of plans content to consider:

Plan Content: other plans, or additional parts of plans content to consider. Include as part of the Plan, or as separate plans some or all of:	Where the element is found in the Fact Book	Where the element is found in the Plan	Where the element is found in other adopted plans	Where the element is found in the optional summary, poster, pamphlet, etc.	This is something we want to add to our next plan(s)
Soil and water conservation.					
Open space protection.					
Intergovernmental coordination.					
Human services, including, but not limited to, childcare services, senior citizen programming, and mental health services.					
Historic preservation.					
Coastal zone management.					
Solid waste management.					
Energy conservation.					
Watershed planning and management.					
Community corrections.					
Annexation.					
Redevelopment.					
Special purpose, sub-area (M.C.L. 125.3835), functional, neighborhood, corridor, or strategic plans.					

Plan Content

For Incorporate, by reference to relevant portions of other plans, including any of the following adopted plans that apply to the territory covered by the planning commission content to consider:

Plan Content: Incorporate, by reference to relevant portions of other plans, including any of the following adopted plans that apply to the territory covered by the planning commission	Where the element is found in the Fact Book	Where the element is found in the Plan	Where the element is found in other adopted plans	Where the element is found in the optional summary, poster, pamphlet, etc.	This is something we want to add to our next plan(s)
A development plan adopted by a tax increment finance authority under P.A. 450 of 1980, as amended, (the Tax Increment Finance Authority Act, M.C.L. 125.1801 <i>et. seq.</i>).					
A development plan adopted by a downtown development authority under P.A. 197 of 1975, as amended, (M.C.L. 125.1651 <i>et. seq.</i>).					
A development plan adopted by a local development finance authority under P.A. 281 of 1986, as amended, (the Local Development Financing Authority Act, M.C.L. 125.2151 <i>et. seq.</i>).					
A development plan adopted by an international tradeport development authority under P.A. 325 of 1994, as amended, (the International Tradeport Development Authority Act, M.C.L. 125.2521 <i>et. seq.</i>).					
A brownfield plan adopted by a brownfield redevelopment authority under P.A. 381 of 1996, as amended, (the Brownfield Redevelopment Financing Act, M.C.L. 125.2651 <i>et. seq.</i>).					
A plan adopted by a local unit of government, county, or regional economic development commission under P.A. 46 of 1966, as amended, (M.C.L. 125.1231 <i>et. seq.</i>).					

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Plan Content: Incorporate, by reference to relevant portions of other plans, including any of the following adopted plans that apply to the territory covered by the planning commission	Where the element is found in the Fact Book	Where the element is found in the Plan	Where the element is found in other adopted plans	Where the element is found in the optional summary, poster, pamphlet, etc.	This is something we want to add to our next plan(s)
A project plan adopted by an economic development corporation under P.A. 338 of 1974, as amended, (the Economic Development Corporations Act, MCL 125.1601 <i>et. seq.</i>).					
A plan adopted by a housing commission under P. A. 18 of 1933 (Extra Session), as amended, (M.C.L. 125.691 <i>et. seq.</i>).					
A development plan approved by a planning commission and supervising agency under P.A. 250 of 1941, as amended, (the Urban Redevelopment Corporations Law, M.C.L. 125.901 <i>et. seq.</i>).					
A local unit of government, county, or regional park or recreation plan adopted by a local unit of government, county, or regional commission under P.A. 261 of 1965, as amended, (M.C.L. 46.351 <i>et. seq.</i>).					
A plan adopted by an historic district commission under P.A. 169 of 1970, as amended, (the Local Historic Districts Act, M.C.L. 399.201 <i>et. seq.</i> 399.215).					
An airport approach plan adopted by the aeronautics commission under P.A. 23 of 1950 (Extra Session), as amended, (the Airport Zoning Act, M.C.L. 259.431 <i>et. seq.</i>).					
A school district plan adopted by a public school district or charter school.					
A sewer or water plan adopted by a local unit or joint sewer and water authority.					

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Plan Content: Incorporate, by reference to relevant portions of other plans, including any of the following adopted plans that apply to the territory covered by the planning commission	Where the element is found in the Fact Book	Where the element is found in the Plan	Where the element is found in other adopted plans	Where the element is found in the optional summary, poster, pamphlet, etc.	This is something we want to add to our next plan(s)
A solid waste management plan adopted pursuant to Part 115 of P.A. 451 of 1994, as amended (the Solid Waste Management part of the Natural Resources and Environmental Protection Act, M.C.L. 324.11501 <i>et seq.</i>)					
A blighted area rehabilitation plan adopted pursuant to P.A. 344 of 1945, as amended, (M.C.L. 125.71 <i>et seq.</i>).					
A neighborhood area improvement plan adopted pursuant to P.A. 208 of 1949, as amended, (M.C.L. 125.941 <i>et seq.</i>).					
A plan for redevelopment of principal shopping areas under P.A. 120 of 1961, as amended, (M.C.L. 125.591 <i>et seq.</i>).					
Enterprise or empowerment zone plans pursuant to P.A. 224 of 1985, as amended, (M.C.L. 125.2101 <i>et seq.</i>).					
Any capital facility or other metropolitan plan prepared by a metropolitan council under P.A. 292 of 1989, as amended, (M.C.L. 124.651 <i>et seq.</i>).					

Based on which rows, in the above table you were able to mark a page number(s) down for and which ones are left blank, you can construct a list of what has been done, and what has not been done. A general strategy, each time a community updates their plan, is to try to increase the number of items in the above table which are done. Over time the plan will become more substantial. One should also consider that there is a point where a community (which is small, rural, or not complex) does not need a more substantial plan. Thus, in a county without zoning, the items listed as part of a general plan might be enough. If it is a community with zoning, then only the elements for the general plan and land use plan may be enough. This is a judgement call which should be re-assessed each time the community updates or replaces its plan.

Sample Table of Contents of a Plan, Fact Book, and Summary

Executive Summary

A summary of the Plan, or simply written and heavily illustrated presentation of the plan, a chart, web page, poster, or combination of these.

- a. Executive summary, or
- b. A simply written and heavily illustrated presentation of the plan, or
- c. A chart, or poster presentation of the plan, or
- d. A web page, or
- e. A combination of these.

Sample Plan Table of Contents includes:

Glossary

Introduction

Acknowledgments

About the Planning Commission (Subcommittees of the Plan Committee of the Planning Commission, Staff & Author, Legislative Body, Location Map

About This Plan

Legal Authority

Overall Plan

Community Wide Goals (Fundamental Principles, overall goals such as Smart Growth.)

Government Cooperation (Federal, State, Native American Tribes, Canada, County, Neighboring Municipalities and Counties)

Land Use Plan

Future Land Use Map

Industrial

Commercial

Office Service

Resort

Residential

Rural Residential

Agricultural-Forest Production

Special and Unique Areas

Transition Areas

Form-Based Zoning/New urbanism

Other

Zoning Plan Update

Environment, Natural Resources Plan

Environmental Protection

Ground and Surface Water Protection

Recycling, Solid and Hazardous Waste

Energy

Economic Plan

Population Attraction

Economic Development

Tourism

Human Services and Housing Plan

Human Services

Housing

Infrastructure Plan

Transportation

Complete Streets

Recreation

Water and Sewer

Changing climate impacts

Appendixes and Addendums

Plan Adoption Documentation (65 Day Comments by Governments, Public Hearing Comments, Adoption Documentation, Type of Plan This Plan Is.)

Associated Plans, Reports, Bibliography

About Addendums

Precedent & Interpretive Decisions

Sample Fact Book Table of Contents includes:

Introduction, Acknowledgments, Summary. (Maps: County or Municipality Location Map).

Glossary

Former Plans.

Geography: Geology; Location; Climate, changes of climate (Maps, Charts, and Graphs: Quaternary Geology, Topographic, Daily Temperatures Graph.

History: Narrative for a regional perspective and region-wide common points; historic sites list; Government Land Survey history; municipal size; list of first order control points (Maps, Charts, and Graphs: Historic Population Data Table; Political Boundaries Maps for 1800 to present)

Michigan Future Trend summary, Michigan Land Resource Project summary, Smart Growth information.

Land Use: Land Use/Cover Change (Agricultural; Forestry; Urban (Sprawl, Residential, Open Lands/Parks, Commercial, Transportation, Industrial, Extractive; urban growth area); Rangelands/Fields/Grassland; Water and Wetlands; Future Land Use; and areas of minor change. Maps, Charts, and Graphs: Land Use/Cover Table, Land Cover Circa 1800 (Pre-European Settlement Vegetation) Map, pre-1978 land use maps, Land Use/Cover Map 1978 (MiRIS), current Land Use/Cover Map, Land Use/Cover Change analysis maps, Farmland With State Preservation Agreements in Place “PA 116 Agreements.”)

Natural Resources: Surface Water, Surface Water Inventory, Groundwater; On Site Sewage Disposal (Restricted Areas for Septic and Drain Fields, New Technology, Soils With Limitations for Wastes & Industrial Development); Soils (summary of soil survey), detail of Soil Characteristics; Forestry (Old Growth); Agriculture; Mineral Resources. (Maps, Charts, and Graphs: Major Watersheds, Surface Water Features, Wetlands, Aquifer Vulnerability to Surface Contamination in Michigan, Soil With High Water Table Map (Aquifer Vulnerability to Surface Contamination), General Soil Types, Forest Production Potential Map (soil types), Old Growth Forests, Agricultural Production Potential Map (soil types), Limitations of Soils for Septic Systems, Slope Characteristics of Soil Types (Steep Slopes)).

Environment: Air and Water Pollution (Soil Erosion and Septic Discharge, Oil and Gas Exploration); Land/Water Margins; Solid Waste. (Maps, Charts, and Graphs: Land/Water Related Laws in Michigan Graphic, Oil and Gas Wells Map.)

Ecology, Habitat, Scenic Resources: Special Animals and Plants (Special Animals and Plants List for county and municipality); Landtype Associations; Conservancy, Soil Conservation District, Conservation Resource Alliance, WildLink; Special and Unique Areas (list). (Maps, Charts, and Graphs: Landtype Associations, Special and Unique Areas)

Population: Most recent Census Data Advance Final Counts; Population Distribution; Population Estimates (current year, Future Population Projections, Impact of Growth analysis; population attraction options. (Maps, Charts, and Graphs: Table of Population Estimates, Table of Population Projections, Population Density Map, Housing Density Map, Seasonal Population Estimates Table, Projected Resort Population Map, detailed Population Data.)

Human Services: Medical Health, (Health Indicators Data: Job Injuries/Illness, Cardiovascular Health, Substance Abuse, Dental, Child and Maternal Health); Mental Health; Education (School Performance Measures, Enrollment); Elderly Care; Community Social Health; Crime (Crime Data Per Year, Juvenile Crime Data, Risk Factors); Service/Civic Organizations and Social Life. (Maps, Charts, and Graphs: School Districts.)

Economics: Industrial; Retail and Service (Retail Sales, Retail and Service Data, Estimated Effective Household Buying Income); Government; Agriculture; Unemployment; Tourism; Jobs (Annual Employment Averages 1980-present, Occupation, Industry Statistics); Commuting; Hinterland; Income Level (Census Income, Poverty Status); Business Retention and Recruitment; Brownfield Redevelopment. (Maps, Charts, and Graphs: Largest Employers; Largest Tax Payers, Employment Trend, Number Unemployed, Unemployment Rate Graphs, Manufacturing Employment, Retail Employment, Services Employment Graphs, Construction & Mining Employment, Government

Employment, Transportation-Communications-Utilities Employment Graphs, Economic Hinterland Map(s))

Housing: Housing Stock (Housing Affordability for Owner Occupied Housing); Homeless; Housing for Disabled; Contractors, Inspectors (Zoning Permits and Actions, Construction Code Permits, New Construction Data); State Programs. (Maps, Charts, and Graphs: Housing Data.)

Infrastructure: Transportation (Railroad, Trails, Airport, Public Transit, Roads (Road Types and Status, Road Surface Conditions Summary, Surface Condition Mileage by Municipality); County Drains; Public Water (List of Public Water Systems, Source of Water and Sewage Disposal); Public Sewer (List of Sewer Systems); Government Facilities/Buildings; Recreation/Parks (Recreational Planning Organization, Inventory of Recreation Facilities); Private/Regulated Utilities (Electricity, Telephone, Natural Gas, Cable Television, Internet providers); Post Office; Emergency Services. (Maps, Charts, and Graphs: Transportation: Road Surface Map, Transportation, Traffic Count Data, Average Daily Traffic (ADT) Count by Municipality, County Drains, Areas Served By Municipal Water, Sewer Service Districts from 1975 Facilities Plan Map, Areas Served by Municipal Sewer Map, Outdoor Recreational Facilities, Indoor Recreational Facilities, Recreation Action Plan Map, Electric Utility Service Areas Map, Local Phone Exchanges Map, Communication Towers Map, Areas Served by Natural Gas Map, Local Zip Code Map, Fire Districts Map, EMS Districts Map.)

Land Ownership: Public Land Ownership; Private Land Ownership; Subdivided Land; [Native American] Foreign Policy (Historical Context, Jurisdiction-Generally, Jurisdiction-Zoning, Jurisdiction-Taxes, Jurisdiction-In a particular county/geography; Specifically, Indian Sovereignty, Municipal Concerns, Successful Coordination Elsewhere. (Maps, Charts, and Graphs, Public Land Ownership Chart Detail, Public and Private Land Ownership Chart Summary, Public Land Ownership Map, Parcelization Map, Recorded Subdivisions Map.)

Existing Zoning: Composite Zoning Map; Buildout and Other Analysis; Analysis of Existing Zoning (Planning, (What is “Good Planning?”)), Review of Zoning Text, Zoning for Coordination and Streamlining; Neo-Traditional Zoning (Traditional Neighborhood Development Checklist). (Maps, Charts, and Graphs: Estimated Areas of Current Zoning Districts, Composite Zoning Map, detailed Buildout table).

Other (Appendices): Other Applicable Statutes; Bibliography; Other Selected Reports, Studies; Land Owner Opinion Survey (Background, Interviewing and the Sample, The Findings, Demographic Characteristics of the Sample; minority reports.)