

# CHAPTER 8

## IMPLEMENTATION



### IN THIS CHAPTER:

- ▶ IMPLEMENTING THE MASTER PLAN
- ▶ ADDITIONAL IMPLEMENTATION STRATEGIES
- ▶ CAPITAL IMPROVEMENTS PROGRAMMING (CIP)
- ▶ ESTABLISHING A CIP PROCESS AND SETTING PRIORITIES
- ▶ PROPOSED CAPITAL IMPROVEMENT PROJECTS

## INTRODUCTION

The overarching intent of this master plan is to protect and improve the quality of life in Marine City. In order for the plan to be effective in guiding and managing change in the City, it will take continued commitment and support from the city council, the planning commission, city staff and citizens of the community. The vision, goals and objectives put forth in this plan will not implement themselves. Implementing the recommendations of the plan occurs through a number of methods including zoning ordinances, educational programs and administrative procedures which are described in this chapter. The master plan itself has no legal authority to regulate development in order to implement the recommendations contained therein. Implementation stems from the decisions of the city officials, including the planning commission, to provide necessary public improvements and to institute and administer regulations over the use of land.

Previous chapters provide background information and analysis on the key issues and trends in Marine City at the time this plan was adopted in 2018. Goals and objectives throughout the plan provide a foundation to guide the resolution of issues and establish policies for decision-making in the future. Recommendations are listed throughout the plan; some are described in detail or shown on the various maps, while others are more of a policy guide for the future. This format enables the plan to be flexible and applicable to new issues, opportunities, and alternatives that may arise. This implementation chapter should be used as a resource when the City begins implementing the goals and objectives of this plan. Over time, the City may discover new implementation approaches.

## MASTER PLAN REVIEW AND AMENDMENTS

The City must commit to upholding the integrity of the goals and objectives of the document. The Michigan Planning Enabling Act (Public Act 33 of 2008) requires that the plan be reviewed and revised or reaffirmed at least every five years. The plan should be used on a consistent basis and discussed annually to determine if any amendments need to be considered. In addition, new planning commission and city council members should be provided with a copy of the document before they take office to give them background on the City and its adopted policies.

In accordance with the MPEA, the Marine City Master Plan will be reviewed every five years and, if necessary, will be updated to remain a viable document. There is constant change in the City's economic, demographic, and social character, which warrants revising the plan to reflect the latest trends relative to long-range goals. If circumstances necessitate a change to the plan prior the five-year review, then the plan will be amended as necessary.

The Marine City Master Plan is intended to be an adaptable document. Master Plan amendments should not be made without thorough analysis of immediate needs, as well as consideration of long-range impacts of amendments to the plan. The city council and planning commission should consider each proposed amendment carefully to determine whether it is consistent with the plan's goals and policies, and whether it will offer long-term benefits to the citizens of Marine City.

## IMPLEMENTATION: REGULATORY TOOLS

### The Zoning Ordinance

Zoning is the process most often used to implement community master plans. Zoning is a legal means for the City to regulate private property in order to achieve orderly and harmonious land use relationships. The zoning ordinance incorporates standards that promote the health, safety, and welfare of the public and property owners.

The official zoning map divides the community into different zones or districts within which certain uses are permitted and others are not. The zoning ordinance text notes the uses which are permitted and establishes regulations to control densities, height, bulk, setbacks, lot sizes and accessory uses.

In considering an application for the rezoning of property, it is critical to the success of this master plan that the planning commission reviews the Future Land Use Map AND the goals and intent of the existing/proposed land use categories before making any land use decisions. While the map serves a guide, the associated recommendations are found in the text. This relationship is described in more detail in the *Zoning Plan* chapter (Chapter 5). No zoning request which is inconsistent with this plan should be considered without first making an amendment to the plan.

Upon adopting this master plan, the City should review its zoning ordinance and update the ordinance in accordance with the recommended changes laid forth in the *Zoning Plan* chapter (Chapter 5), the *Vision, Goals and Objectives* chapter (Chapter 3), and the *Future Land Use* chapter (Chapter 4). This will ensure that Marine City's zoning ordinance is based upon the master plan, as required by law.

### Nonconforming Uses

PA 110 of 2006 (Michigan Zoning Enabling Act) allows the creation of different tiers or classes of nonconforming uses meeting a defined set of criteria. The City should consider amending the zoning ordinance to allow for a tiered system of nonconforming uses. A tiered system creates a preferred class of nonconforming uses which can be treated as a permitted use, allowing a property owner the opportunity to update and maintain his property in a manner that benefits the surrounding neighborhood and the City.

### Planned Unit Development (PUD)

Planned unit development (PUD) is a zoning concept that allows modifications to the zoning requirements of a site to achieve a pattern of development that is suited to the unique site characteristics and allows for negotiation between the community and the developer to achieve a mutual benefit. The PUD option permits a single site to be planned as a unit with a variety of housing types, land uses, and densities. Design flexibility is granted in return for a comprehensively planned site, preserved open space, infrastructure improvements and significant site plan scrutiny.

PUDs are appropriate in all areas, but are most often applied on large parcels. PUDs are an attractive option for communities because they can preserve a portion of the site as protected open space, allow the requirement of off-site infrastructure improvements, provide an added level of regulatory scrutiny,

and enable significant parcels to be developed comprehensively according to sound planning principles such as mixing of uses.

A PUD can be a zoning district with its own use, density and setback requirements or an overlay zoning district where use and bulk regulations are based on the underlying zoning. Instead of a PUD zoning district, a PUD may also be processed as a special land use. The City's zoning ordinance does not currently have regulations for PUDs. However, the PUD tool may be an ideal option for developing areas in the City that are currently undeveloped or in need of redevelopment in the future.

## ***IMPLEMENTATION: POLICY AND PROGRAMMING***

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### **Streetscape and Signage**

A streetscape and signage plan should be developed that identifies specific strategies for enhancing the streetscape along Water Street and Broadway in the downtown and along the entire length of Parker Street to enhance the commercial corridor and pedestrian mobility. Development of a streetscape plan for any portion of Parker Street (M-29), which is a state trunkline, will require the City to work closely with MDOT to ensure that the resulting plan is feasible and able to be implemented. The streetscape improvements should be modest in character and include amenities that support the City's placemaking efforts and the pedestrian environment. Downtown Marine City has an abundance of dining, shopping, and entertainment amenities, along with a number of pocket parks located along the St. Clair River. Enhancing the streetscape in these areas will compliment placemaking and tourism efforts already underway.

The signage aspect of this plan should provide leaders with direction on developing a wayfinding system for key cultural, natural and recreational areas in the City. Additionally, the signage plan would create a graphics package for gateway signage, with specific locations and placement strategies. Gateway signage would be optimal at the northern and southern borders of the City along M-29, as well as on King Road, near Marine City Highway.

### **Green Buildings/Sustainable Design**

Sustainable design identifies ecological, infrastructural, and cultural characteristics of a site and/or building with related open spaces which results in the integration of the environment. The intent is to promote sensitive infill development that relates well to both natural systems and existing infrastructure with an overall design and construction that reduces energy use.

The United States Green Building Council's Leadership in Energy and Environmental Design (LEED) provides the benchmark for the design, construction, and operation of high performance green buildings and site design. LEED promotes a whole-building approach to sustainability by recognizing performance in five key areas of human and environmental health: sustainable site development, water savings, energy efficiency, materials selection, and indoor environmental quality.



A rating system has been developed and is continually updated through an open consensus based process which is the standard for environmentally healthy neighborhoods around the nation. New developments and revitalization of existing ones can be LEED-certified based on qualifying guidelines.

Marine City officials should incorporate sustainability and green building into future developments in the community. At a minimum, the City should ensure that any new public facilities are designed and built with sustainability in mind, potentially seeking LEED-certification. Over the years, numerous studies have shown that LEED-certified buildings have lower operating costs, promote healthier neighborhoods, and conserve energy and natural resources, which lead to greater sustainability and benefits for the community.

### **Complete Streets**

Complete streets look at how all modes of transportation, including cars, bicycles, and pedestrians utilize the road network and provide a plan to create safe, efficient access for all users. The City should develop a complete streets plan to be considered whenever transportation improvement projects are considered in the community.

### **Parks and Recreation Master Plan**

Each year, the Michigan Department of Natural Resources (MDNR) offers recreation grants for the acquisition and development of parks and recreation facilities through the Michigan Natural Resources Trust Fund and the Land and Water Conservation Fund. Any local unit of government that has a current recreation plan approved by the MDNR is eligible to apply for one of these recreation grants. In order to be approved by the MDNR, a recreation plan must determine the City's recreation needs and develop a five-year action plan of proposed recreation projects to meet those needs. Only those recreation projects included in the five-year action plan are eligible for recreation grant financing.

A Parks and Recreation Master Plan is intended to guide decision makers with the future development and improvement of the City's parks, recreation facilities, and programs. The Michigan Department of Natural Resources provides communities with guidance on what components need to be included in a Parks and Recreation Plan and, ultimately, reviews local plans for state approval. In order for Marine City to be eligible for potential grant funding through the MDNR, it has to have a Parks and Recreation Master Plan that has been adopted within the last five years. Communities typically review and update their plans on a five-year cycle.

Beginning with this master plan, the Marine City Parks and Recreation Plan is now integrated within the overall master plan document and is now on the same five-year cycle. The Parks and Recreation Plan can be found in Chapter 7 of this plan and can also stand alone as the five-year recreation plan for Marine City if utilized separately.

## ***IMPLEMENTATION: ADMINISTRATION ACTIONS***

### **Cooperation Between Units of Government**

Implementation will require cooperation between governmental units. Maximum impact will be

achieved only if the City is able to achieve cooperation from other units of government and agencies. Collaboration between local governments is a way to realize significant cost savings, while maintaining and expanding important services to residents and other stakeholders.

### **Public Involvement**

City leaders should ensure that residents and business owners are kept abreast of what is happening in the community. The public should be apprised of new development plans that are submitted for review and approval. In many cities, all active development proposals or projects are kept on a list on the municipal website, along with initial submittal dates, a processing timeline, and public hearing dates. This practice helps the City to build trust and to educate the community about decisions regarding future development and public improvements. As technology changes, new methods of communication provide decision makers with low-cost, wide reaching ways of soliciting input. Social Media such as Facebook and Twitter can be utilized to seek meaningful input during the development phase of projects to identify potential issues and adjust plans accordingly.

### **Setting Priorities**

The Master Plan contains a multitude of recommendations. There may be insufficient staff or volunteer support to implement all of the recommendations in a planned, systematic manner. As such, a process for establishing priorities must be developed as soon as the Master Plan is adopted. Participants involved in setting priorities should include City department heads and appropriate staff, the Planning Commission, and the City Commission. The city manager should facilitate this process.

### **Redevelopment Ready Communities (RRC) Program**

According to the Michigan Economic Development Corporation (MEDC), the Redevelopment Ready Communities (RRC) program measures and certifies communities that integrate transparency, predictability and efficiency into their development practices with the goal of realizing a community-supported redevelopment vision that is inviting to investors. The RRC has developed a set of Best Practices for communities to follow to build a clear and transparent development process. The six RRC Best Practices include:

- ▶ Community Plans and Public Outreach
- ▶ Zoning Regulations
- ▶ Development Review Process
- ▶ Recruitment and Education
- ▶ Redevelopment Ready Sites
- ▶ Community Prosperity

The Redevelopment Ready Communities program will make Marine City more attractive for investors and may spur new economic development. Additionally, becoming engaged in the program and working toward RRC certification will allow development projects within the City to be eligible for potential incentive programs through the MEDC and other state agencies.

## ***IMPLEMENTATION: GRANT PROGRAMS AND FINANCING TOOLS***

### **Community Development Block Grants (CDBG)**

CDBG funding through the Michigan State Housing Development Authority (MSHDA) and the Michigan Economic Development Corporation (MEDC) can be used for numerous community improvement projects in addition to housing rehabilitation. CDBG funds are required to be used primarily to improve housing opportunities, and recreational and social opportunities for distressed portions of the community. CDBG funds can also be used for community economic development. By using CDBG funds in distressed portions of the community, funds that would have been spent in completing those improvements are freed up to be used elsewhere. Therefore, while the residents of a distressed portion of the community benefit directly from the CDBG program, the City in general benefits by having funds that would have been spent available for other improvements.

### **Recreation Grant Programs**

The Michigan Department of Natural Resources (MDNR) offers a variety of grant programs for park development and land acquisition., including the Michigan Natural Resources Trust Fund (MNRTF), the Recreation Passport Program, and the Land and Water Conservation Fund. Each of these grants has different eligibility requirements and funding thresholds. All of the MDNR recreation grants require the City to have an adopted five-year recreation plan that has been adopted within the past five years.

### **Bond Programs**

Bonds are one of the primary sources of financing used by communities to pay for capital improvements. General obligation bonds are issued for specific projects and are paid off by the general public through property tax revenues. Revenue bonds are issued for the construction of projects that generate revenue. The bonds are then retired using income generated by the project.

### **Tax Increment Financing**

Tax increment financing is authorized by the Downtown Development Authority Act, Neighborhood Authority Act, Corridor Improvement Act, and the Local Development Finance Authority Act. Tax Increment Financing (TIF) is a popular method of financing the public costs associated with development and redevelopment projects. TIF occurs when a local government freezes the tax base within a specific development district and uses the revenues generated by reassessment or new development to finance selected improvements within the district. The term “tax increment” refers to the additional taxes that will result from private development. This “increment” is earmarked or “captured” for the TIF or to other taxing units that otherwise would receive revenues.

## ***IMPLEMENTATION: CAPITAL IMPROVEMENTS PROGRAM***

### **Capital Improvements Program**

Public Act 33 of 2008, also known as the Michigan Planning Enabling Act (MPEA), requires all communities to prepare a CIP unless exempted by statute or the legislative body of the community. Specifically, Section 65 of MPEA states:

*To further the desirable future development of the local unit of government under the master plan, a planning commission, after adoption of a master plan, shall annually prepare a capital improvements program of public structures and improvements, unless the planning commission is exempted from this requirement by charter or otherwise. If the planning commission is exempted, the legislative body either shall prepare and adopt a capital improvements program, separate from or as a part of the annual budget, or shall delegate the preparation of the capital improvements program to the chief elected official or a nonelected administrative official, subject to final approval by the legislative body. The capital improvements program shall show those public structures and improvements, in the general order of their priority, that in the commission's judgment will be needed or desirable and can be undertaken within the ensuing 6-year period. The capital improvements program shall be based upon the requirements of the local unit of government for all types of public structures and improvements. Consequently, each agency or department of the local unit of government with authority for public structures or improvements shall upon request furnish the planning commission with lists, plans, and estimates of time and cost of those public structures and improvements.*

In its basic form, a CIP is a complete list of all proposed public improvements over the next six (6) years, including estimated costs and operation expenses. The CIP outlines the projects that will replace or improve existing facilities or that will be necessary to serve current and project land use development in Marine City.

Proper management of cities today requires not only that a CIP be developed, but also that it be updated annually. Advanced planning for public works projects ensures more effective and cost-efficient capital expenditures, as well as the provision of public works in a timely manner. Since cities face ongoing expenses, the development of a CIP makes it possible to strike a balance between maintenance and operational expenses for the construction of public works.

Recommendations presented in the CIP can serve to guide Marine City investments in public facilities to provide necessary services to all land uses. Furthermore, with a CIP, the City can monitor its balance of borrowing power and municipal credit rating, which in turn affects the interest rates the City must pay when it borrows for public works construction.



TABLE 8-1: MARINE CITY CAPITAL IMPROVEMENT PROGRAM

| Proposed Project                         | Estimated Cost | Budget Year(s)       |
|--|----------------|----------------------|
| Patrol Car #1                            | \$40,000       | 2017-2018            |
| Patrol Car #2                            | \$40,000       | 2021-2022            |
| Patrol Car #3                            | \$40,000       | 2017-2018            |
| Car Police Radio (4)                     | \$5,000        | 2020-2021            |
| Portable Police Radio (4)                | \$5,000        | 2019-2020            |
| Departmental Computers                   | \$5,000        | 2019-2020, 2022-2023 |
| Departmental Server                      | \$16,000       | 2018-2019, 2023-2024 |
| Departmental Furniture                   | \$             |                      |
| Departmental Carpet                      | \$5,000        | 2019-2020            |
| Departmental Generator                   | \$             | 2025                 |
| Digital Fingerprint Device               | \$18,000       | 2020-2021            |
| In-car Digital Video Server              | \$4,000        | 2020-2021            |
| In-car Digital Video Cameras (4)         | \$16,000       | 2018-2019, 2019-2020 |
| Evidence Camera/Kit                      | \$4,000        | 2017-2018            |
| Traffic LiDAR                            | \$3,000        | 2020-2021            |
| ACTatek Upgrade                          | \$16,000       | 2018-2019            |
| In-car Computers (3)                     | \$10,500       | 2019-2020            |
| K-9 Retrofit                             | \$4,500        | 2017-2018            |
| Work Truck #2                            | \$40,000       | 2017-2018            |
| Work Truck #4                            | \$40,000       | 2021-2022            |
| Backhoe #1                               | \$98,000       | 2017-2018            |
| Backhoe #2                               | \$120,000      | 2021-2022            |
| Mower #2                                 | \$8,500        | 2018-2019            |
| Mower #3                                 | \$9,000        | 2022-2023            |
| 1-Ton #1                                 | \$60,000       | 2018-2019            |
| Heavy Duty Truck #1                      | \$120,000      | 2020-2021            |
| Heavy Duty Truck #2                      | \$120,000      | 2021-2022            |
| Sewer Cleaner Truck                      | \$405,000      | 2017-2018            |
| Sweeper                                  | \$170,000      | 2020-2021            |
| Gas Welder                               | \$4,000        | 2019-2020            |
| Vehicle Hoist                            | \$8,000        | 2019-2020            |
| Meter Handheld                           | \$13,500       | 2018-2019            |
| Guy Center Building - Roof/Back Wall     | \$6,000        | 2020-2021, 2022-2023 |
| Guy Center Exterior                      | \$2,000        | 2018-2019            |
| Lighthouse - Interior Repairs & Painting | \$5,000        | 2017-2018            |
| Museum Windows                           | \$20,000       | 2019-2020            |
| Museum HVAC                              | \$6,000        | 2019-2020            |
| Old City Hall                            | \$35,000       | 2018-2023            |

# MARINE CITY MASTER PLAN

**TABLE 8-1: MARINE CITY CAPITAL IMPROVEMENT PROGRAM (CONTINUED)**

| Proposed Project   | Estimated Cost | Budget Year(s)              |
|--|----------------|-----------------------------|
| Library Parking Lot Repairs  | \$5,000        | 2018-2019                   |
| Library - Replace Heating and Cooling  | \$11,000       | 2019-2020                   |
| Library - Exterior Door Replacement  | \$12,000       | 2018-2019                   |
| King Road Park Improvements  | \$17,000       | 2019-2020                   |
| Downtown Riverwalk Construction - Phase II                                       | \$381,000      | Dependent on funding        |
| Downtown Riverwalk Construction - Phase III                                      | \$370,000      | Dependent on funding        |
| Bicycle Path Construction  | \$550,000      | Dependent on funding        |
| 300 Broadway Restoration Project   | \$2,500,000    | Dependent on funding        |
| Splash Pad Construction  | \$450,000      | Dependent on funding        |
| Marine City Beach Improvements and Lighting                                      | \$21,000       | Dependent on funding        |
| King Road Park Parking Lot Paving  | \$150,000      | Dependent on funding        |
| King Road Park Bike Racks, Cement Pads & Playground Improvements                 | \$30,000       | Dependent on funding        |
| Peche Island Rear Range Lighthouse - Interior Repairs and Painting               | \$50,000       | Dependent on funding        |
| Public/Private partnership or acquisition of property for transient boat dockage | \$500,000      | Dependent on funding        |
| Strategic acquisition of property for potential development of municipal park    | TBD            | Dependent on funding/timing |