

Chapter Ten: Implementation

Introduction

Along with the Future Land Use Plan, a key feature of the Master Plan is the implementation section. This includes a list of prioritized items that will guide City planning and development efforts in the coming years. The table below lists recommendations compiled from each Chapter of this Plan, and identifies the appropriate implementation action or document that should be used to address each task. Some of the recommendations can be undertaken in the next year while others may take a longer period of time. The priority for each recommendation is given to help assess the urgency of implementation or to identify those items that need immediate attention versus those that can be addressed over time.

This chapter should be utilized as a resource for the City as they implement the goals and objectives of this plan. Over time, the City may discover new approaches and opportunities that may alter this implementation plan. Changes to the specific strategies are to be expected, however, the City must remain committed to upholding the integrity of the goals and objectives of the document.

Implementation Table

Implementation tools are defined in further detail following the table below. In some cases, a new implementation mechanism is suggested and explained to give additional direction. Additional research and study is needed to develop these additional measures, however, it is important to understand all of the possible tools available from which the City may choose when implementing the following recommendations.

A priority was given for each item using a letter grading system where each letter represents a range of years as follows:

Rank	Timing of Implementation
A	Immediate
B	1 to 2 years
C	2 to 5 years
D	5 to 20 years

This scale indicates the desired timing of project implementation, or for longer-term projects, a range of years representing the desired beginning and end of implementation. For example, a priority rank of A-B suggests implementation should begin immediately and preferably be completed within 2 years.

Plan Recommendation	Implementation Mechanism *	Priority
Overall Land Use:		
Provide residential areas that offer varying degrees of density & housing.	<ul style="list-style-type: none"> ▪ Zoning Ordinance ▪ Building Code ▪ NEZ 	A-B
Accommodate commercial & office development in various forms to balance the needs of nearby neighborhoods, the community & the region.	<ul style="list-style-type: none"> ▪ Zoning Map ▪ Zoning Ordinance 	A-C
Encourage commercial development in both the central business district & general commercial districts, but maintain distinct boundaries to ensure they will not alter the character of the central business district.	<ul style="list-style-type: none"> ▪ DDA ▪ Zoning Ordinance 	A-C
Continue to encourage community uses such as public & institutional facilities.	<ul style="list-style-type: none"> ▪ DDA 	A-D
Encourage the gradual elimination of non-conforming uses.	<ul style="list-style-type: none"> ▪ Zoning Ordinance ▪ Building Code 	A-D
Support reuse & redevelopment of vacant, decaying or dilapidated sites throughout the City, especially the former Bear Archery property & select downtown structures.	<ul style="list-style-type: none"> ▪ OPRA ▪ DDA ▪ MMS 	A-C
Develop an established list of improvement projects & locations that are targeted priorities for the City.	<ul style="list-style-type: none"> ▪ DDA ▪ CIP ▪ MMS 	A
Consider existing programs offered by the Michigan Economic Development Corporation that can be used to support the City’s redevelopment strategy.	<ul style="list-style-type: none"> ▪ CCBRA ▪ DDA ▪ Core Communities ▪ MMS 	A-B
Residential:		
Enlist the aid of private developers & local housing organizations to renovate existing homes or to build new, infill housing.	<ul style="list-style-type: none"> ▪ MSHDA 	A-B
Provide flexible regulations & consider ways to allow increased densities (such as by allowing garage apartments or in-law suites) that may be attractive to developers of affordable housing.	<ul style="list-style-type: none"> ▪ Zoning Ordinance ▪ Zoning Map 	C
Identify future areas for higher density residential development, including smaller condominium complexes, townhomes & apartments.	<ul style="list-style-type: none"> ▪ DDA ▪ Zoning Map 	B-C
Develop financial programs that facilitate & encourage home ownership.	<ul style="list-style-type: none"> ▪ MSHDA ▪ NIA ▪ GHC 	A-C
Encourage & maintain the level of safety of all residential neighborhoods. Street lighting, landscaping of public spaces, sidewalks & paths, orientation of dwelling “front rooms”, & other residential design features can be effective in discouraging crime. Consider implementing the design principles of programs such as “Crime Prevention Through Environmental Design (CPTED)”.	<ul style="list-style-type: none"> ▪ Zoning Ordinance ▪ Building Code 	A-D
Promote housing rehabilitation programs to facilitate use of existing quality housing as an alternative to new construction.	<ul style="list-style-type: none"> ▪ MSHDA ▪ NEZ ▪ NIA 	A-C

Plan Recommendation	Implementation Mechanism *	Priority
Examine the existing housing stock & promote maintenance & rehabilitation of existing housing & residential neighborhoods.	<ul style="list-style-type: none"> ▪ NIA 	A-B
Maintain an environment that encourages pride of ownership & contributes to an affordable & easily marketable housing stock.	<ul style="list-style-type: none"> ▪ MSHDA ▪ NEZ ▪ NIA 	A-D
Consider implementing an awards program that recognizes landscaping & upkeep of individual residential properties or blocks.	<ul style="list-style-type: none"> ▪ Property Maintenance Code ▪ NIA ▪ NEZ 	B-D
Develop rental control regulations that address such issues as parking, general safety & maintenance of units in a fashion consistent with local building codes. Create an ordinance implementing a rental property control program.	<ul style="list-style-type: none"> ▪ Zoning Ordinance ▪ Design Guidelines 	A-C
Consistently enforce zoning, building code & property maintenance regulations to ensure that rental units do not become a blighting influence on the community.	<ul style="list-style-type: none"> ▪ Property Maintenance Code ▪ Building Code ▪ Zoning Ordinance 	A-D
Commercial:		
Encourage local merchants to use the established design guidelines by helping to identify sources of funding or creative financing options.	<ul style="list-style-type: none"> ▪ DDA Plan ▪ Design Guidelines ▪ MMS 	A-D
Create safe, convenient, & attractive pedestrian routes & green spaces throughout the City’s general commercial areas.	<ul style="list-style-type: none"> ▪ Community Recreation Plan ▪ Zoning Ordinance 	A-D
Permit & Encourage the inclusion of residential uses within & around the central business district.	<ul style="list-style-type: none"> ▪ Zoning Ordinance ▪ Zoning Map ▪ MMS 	A-D
Identify & emphasize structures & places of historical and/or architectural significance to support & reinforce the special identity & character of the community.	<ul style="list-style-type: none"> ▪ DDA Plan ▪ County Façade Improvement Program ▪ MMS 	A-D
Define, Maintain & buffer the edges of commercial areas as related to surrounding neighborhoods.	<ul style="list-style-type: none"> ▪ Zoning Ordinance ▪ Design Guidelines 	A-D
Promote private investment & use of the County’s façade improvement program through continued investment in the central business district (i.e. the current streetscape improvements), provision of municipal parking, & through identification of unique financing programs.	<ul style="list-style-type: none"> ▪ County Façade Improvement Program ▪ CIP ▪ LDFA ▪ CCBRA ▪ MMS 	A-C
Conduct a ‘void’ or ‘gap’ analysis to identify those businesses that might be attracted to one or more of the City’s commercial or industrial areas.	<ul style="list-style-type: none"> ▪ Downtown Market Study (2004) Update ▪ MMS ▪ DDA 	A-C

Plan Recommendation	Implementation Mechanism *	Priority
Create new jobs through retention & expansion of existing employers & the attraction of new companies.	<ul style="list-style-type: none"> ▪ DDA ▪ Zoning Ordinance ▪ LDFA ▪ Core Communities ▪ MMS 	A-D
Target both the light industrial & tourist/recreation sectors of the economy for new job creation.	<ul style="list-style-type: none"> ▪ DDA ▪ LDFA ▪ Core Communities 	A-D
Market the industrial park as a desirable location for new & expanding business & manufacturing development.	<ul style="list-style-type: none"> ▪ DDA ▪ LDFA ▪ Core Communities 	A-D
Work with local groups to expand the business & industrial development marketing program to support business attraction & retention consistent with the goals of this Plan.	<ul style="list-style-type: none"> ▪ DDA ▪ County Economic Development 	A-D
Work with local educators to provide technical, educational & job training support programs which match residents with industry needs.	<ul style="list-style-type: none"> • CASD • KCC 	A-D
Recognize the City’s unique opportunities in the medical, educational, arts & industrial markets, & strongly pursue development of a new college that, through focused curriculum, will support these disciplines.	<ul style="list-style-type: none"> • KCC 	A-C
Promote business mentor programs & involvement in the schools.	<ul style="list-style-type: none"> • CASD • KCC 	A-C
Develop & maintain cultural/historical facilities in keeping with community support.	<ul style="list-style-type: none"> ▪ DDA ▪ Zoning Ordinance ▪ MMS 	A-B
Acknowledge the presence of Camp Grayling as a strong member of the Grayling community, & support expansion of facilities & operations by discussing any housing, transportation or community facility needs that may be accommodated in the City.	CAMP GRAYLING	A-D
Engage the State in discussions related to the future of State lands between M-72 & Four Mile Road, east of I-75. Sale of State-owned land around the City should be coordinated in a way that will enhance the City’s efforts to create new industry, jobs & residential development.	CITY COUNCIL	B-C
Work with local agencies such as the Grayling Promotional Association (GPA), Grayling Recreational Authority (GRA), the Grayling Chamber of Commerce, Grayling Visitor’s Bureau, the Crawford County Economic Development Partnership (CCEDP) & others to present a coordinated economic development strategy for the City.	<ul style="list-style-type: none"> ▪ DDA ▪ County Economic Development ▪ MMS 	A-D
When negotiating franchise agreements with local cable, internet, & wireless communication providers, pursue city-wide broadband & Wi-Fi services that will attract additional commerce to the area.	<ul style="list-style-type: none"> ▪ Franchise Agreements 	A-D
Expand City Industrial Park, possibly through annexation.	<ul style="list-style-type: none"> ▪ Intergovernmental Agreements ▪ Annexation Strategy 	B-D

Plan Recommendation	Implementation Mechanism *	Priority
Encourage multiple uses within buildings in the central business district, including retail or commercial on the first floor & office &/or residential uses in upper floors. Market studies may be needed to ensure the proper mix of uses is achieved.	<ul style="list-style-type: none"> ▪ Form-Based Code ▪ Downtown Market Study (2004) Update ▪ MMS 	A-C
Promote a blend of retail, office, & service establishments within the central business district, with a focus toward entertainment, speciality retail, small offices & government buildings. Residential uses may also fit into this mixture to help create activity after the businesses have closed.	<ul style="list-style-type: none"> ▪ DDA ▪ Form-Based Code ▪ MMS 	A-C
Coordinate land use & development strategies for the downtown with local, regional & State organizations to promote continued investment & reinvestment.	<ul style="list-style-type: none"> ▪ Zoning Ordinance ▪ Zoning Map ▪ Form-Based Code ▪ MMS 	A-C
Encourage retention of municipal tenants that draw daily activity in the central business district, such as the post office & County offices.	<ul style="list-style-type: none"> • MMS 	A-D
Pursue opportunities to move City Hall back to the central business district.	<ul style="list-style-type: none"> • MMS 	A-C
As the County seat, continued & increased governmental presence in Grayling’s central business district should be encouraged, including the development of shared City/County facilities that offer education and/or training capability.	<ul style="list-style-type: none"> ▪ DDA ▪ Intergovernmental Agreements ▪ MMS 	A-C
Recognize typical shopping patterns & habits, & work to maintain existing downtown anchors, such as the historic theatre or post office, in strategic locations that will maximize local spending & investment.	<ul style="list-style-type: none"> • MMS 	A-D
Promote community events downtown, especially an Independence Day celebration, as a way of attracting business & attention to downtown shops.	<ul style="list-style-type: none"> ▪ Newsletters ▪ Website ▪ Regular Meetings ▪ DDA ▪ MMS 	A-D
Promote visual & physical links, such as landscaped walkways, streetscapes, & public art, between the I-75BL & Michigan Avenue to encourage through traffic to visit the downtown.	<ul style="list-style-type: none"> ▪ Streetscape Plan ▪ Wayfinding ▪ Zoning Ordinance ▪ DDA ▪ MMS 	A-D
Institute a sign program, including wayfinding, street signs & welcome signs that reflect the historic character of downtown.	<ul style="list-style-type: none"> ▪ Zoning Ordinance ▪ Wayfinding ▪ MMS 	A-C
Encourage outdoor seating areas for local restaurants & businesses in the central business district.	<ul style="list-style-type: none"> ▪ DDA ▪ MMS 	A-D
Develop maintenance & design codes to improve or restore the façades of buildings in the downtown area.	<ul style="list-style-type: none"> ▪ Zoning Ordinance ▪ County Façade Improvement ▪ Property Maintenance Code ▪ MMS 	B-C

Plan Recommendation	Implementation Mechanism *	Priority
Encourage the development of new residential neighborhoods in the vicinity of the central business district as a source of customers that can add vitality to the downtown.	<ul style="list-style-type: none"> ▪ Zoning Map ▪ DDA 	B-C
As a priority, land occupied by marginal buildings & uses should be redeveloped to benefit the downtown area.	<ul style="list-style-type: none"> ▪ CCBRA ▪ OPRA ▪ MMS 	A-C
Encourage volunteer activity in the community, & utilize them for community events & festivals.	<ul style="list-style-type: none"> ▪ Volunteer / Citizen Awards ▪ MMS 	A-D
Monitor the progress of the military airport's plans to realign their runway, & when complete, modify City ordinances to allow taller, mixed-use buildings in the central business district.	<ul style="list-style-type: none"> ▪ DDA ▪ Form-Based Code 	C
Industrial:		
Target & recruit industrial development that expands upon the existing assets of the community.		A-D
Promote industrial use of rail lines, & work to expand them to accommodate the needs of area businesses.	<ul style="list-style-type: none"> ▪ CIP 	B-C
Expand on the existing timber industry by attracting complementary business, improving transportation routes, & marketing Grayling's lumber history.	<ul style="list-style-type: none"> ▪ CIP ▪ Zoning Ordinance 	A-C
Attract global industry by improving internet, broadband, Wi-Fi & other technological services within the City.	<ul style="list-style-type: none"> ▪ Franchise Agreements ▪ CIP 	A-D
Medical Cottage Industry:		
Recognize the hospital & medical complex as a regional employer, & continue to encourage their growth through private-public partnerships that benefit both the hospital & the community.	<ul style="list-style-type: none"> ▪ Development Incentives ▪ Zoning Ordinance 	A-D
Preserve the residential character of the area by encouraging re-use & conversion of existing homes into new, smaller scale office facilities.	<ul style="list-style-type: none"> ▪ Zoning Ordinance 	A-D
Allow multiple-lot consolidation to allow for building expansion into reasonably-sized office facilities that are consistent with the existing scale & architecture of the area. Large, institutional style buildings that are inconsistent with the cottage industry concept should be located either in the general business or industrial district.	<ul style="list-style-type: none"> ▪ Land Division Ordinance ▪ Zoning Ordinance ▪ Land Consolidation Ordinance 	B-C
Environmental:		
Develop a community recycling program that provides residents, either for free or for a nominal fee, curbside collection service or convenient drop-off locations.		B-C
Expand upon the City's current brush pick-up program to include composting of material that can be used on City grounds or offered to the residents.		B-C
Develop a vegetation management plan for the City of Grayling that identifies compatible vegetation that is recommended for residential use, & educate them on the importance of riparian buffers & vegetative cover in protecting the quality of local water resources.	<ul style="list-style-type: none"> ▪ Newsletters ▪ Website ▪ Design Guidelines 	B-C

Plan Recommendation	Implementation Mechanism *	Priority
Educate local residents on their role as stewards of the land by providing resource information & preservation guidebooks.	<ul style="list-style-type: none"> ▪ Newsletters ▪ Website 	B-C
Support ongoing efforts to promote sensitive & responsible storm water management practices by encouraging natural design of basins & use of innovative technology (i.e. aqua swirl devices) aimed at removing sediment from storm water runoff.	<ul style="list-style-type: none"> ▪ CIP ▪ Engineering Standards 	A-D
Incorporate access to natural features in the community into the City’s non-motorized transportation system.	<ul style="list-style-type: none"> ▪ Community Recreation Plan 	A-D
Support developments that increase access & view of the AuSable River.	<ul style="list-style-type: none"> ▪ Community Recreation Plan 	A-D
Encourage developers to integrate existing natural features into the design of new developments.	<ul style="list-style-type: none"> ▪ Design Guidelines ▪ Zoning Ordinance 	A-D
Transportation:		
Promote use of all modes of transportation including the automobile, bicycle, pedestrian & small bus or van through capital investment & cooperative efforts with neighboring communities, transit providers & trail enthusiasts.	<ul style="list-style-type: none"> ▪ Community Recreation Plan ▪ CIP ▪ Transportation Plan 	A-C
Continue to enforce local laws to improve traffic safety along the main routes through the City of Grayling.		A-D
Employ current design philosophy & technology to improve the design of local roads & to improve the safety & efficiency of the system.	<ul style="list-style-type: none"> ▪ ITS ▪ Transportation Plan 	A-D
Ensure adequate public & private parking is available to meet business, resident & visitor needs.	<ul style="list-style-type: none"> ▪ CIP ▪ Parking Studies 	A-C
Encourage use of a “bypass” route for truck traffic that uses the interchange at N. Down River Road & routes along M-93 & M-72, to alleviate traffic congestion on the business loop within the City during peak visitor travel periods.	<ul style="list-style-type: none"> ▪ Grayling Area Transportation Study ▪ Directional Signage 	A
Work with MDOT & the County Road Commission toward maintaining the long-term function & capacity of the local highway system & ensuring proper road connections.	<ul style="list-style-type: none"> ▪ Transportation Plan 	A-C
Encourage MDOT to modify the I-75 interchanges into the City into full-directional designs.	<ul style="list-style-type: none"> ▪ Grayling Area Transportation Study ▪ Transportation Plan 	A-C
Pursue development of a continuous system of pathways & sidewalks as an alternative travel mode & to improve the City’s quality of life.	<ul style="list-style-type: none"> ▪ Community Recreation Plan ▪ CIP ▪ Transportation Plan 	A-C
Use access management & Intelligent Transportation Systems (ITS) to maximize the safety, efficiency & lifespan of roadways, & reduce the need for significant capital investments.	<ul style="list-style-type: none"> ▪ Transportation Plan ▪ Zoning Ordinance ▪ Design Guidelines 	C-D
Upgrade the appearance of key corridors through tree preservation, & upgraded site design standards.	<ul style="list-style-type: none"> ▪ Design Guidelines ▪ Zoning Ordinance 	A-C

Plan Recommendation	Implementation Mechanism *	Priority		
Prepare a detailed streetscape plan that expands upon recent beautification efforts to address safety & aesthetics of the City’s primary roadways & parking lots. Signage should coordinate with wayfinding programs, & recommendations for street trees, road medians, bike lanes, traffic signals or other amenities should be included.	<ul style="list-style-type: none"> ▪ Streetscape Plan ▪ CIP ▪ Transportation Plan 	B-C		
Community Facilities:				
Enhance the natural beauty of the City by planting more vegetation, making its physical assets both accessible & memorable to visitors.	<ul style="list-style-type: none"> ▪ Community Recreation Plan ▪ CIP 	B-C		
Coordinate with the County & neighboring communities to develop a regional indoor recreation facility for area residents that includes a swimming pool or ice rink, along with general purpose gymnasiums & rooms for events.		B-C		
Consider ways to attract or provide a regional conference center that includes facilities for larger events, trade shows, theatre performances, dances, banquets, etc.		B-C		
Ensure recreational facilities are accessible to all residents & visitors, & work toward providing additional facilities or services, as needed, for physically disabled or aging residents.	<ul style="list-style-type: none"> ▪ Community Recreation Plan ▪ CIP 	B-C		
Provide areas along the River for public gathering & recreation within or adjacent to the central business district that are appropriate for events, festivals, or small entertainment venues. This area should include proper facilities to accommodate such events, including a small band shell, pavilions or stands for local vendors.	<ul style="list-style-type: none"> ▪ DDA ▪ CIP ▪ Community Recreation Plan ▪ MMS 	B-D		
Improve access to the River through expanded riverside board walks & new canoe/kayak launches.	<ul style="list-style-type: none"> ▪ DDA ▪ CIP 	B-C		
Bury all power, telephone & cable lines as opportunities arise.	<ul style="list-style-type: none"> ▪ CIP ▪ Streetscape Plan ▪ Building Code 	A-D		
Consider ways to accommodate snowmobile activity within the City, including directional signage, partnerships with local restaurants, & especially regulatory modifications to allow use of City rights-of-way.	<ul style="list-style-type: none"> ▪ Community Recreation Plan ▪ Traffic Code 	A-D		
<table style="width: 100%; border: none;"> <tr> <td style="width: 45%; vertical-align: top;"> <p>* Implementation Tool Abbreviations: IDD – Industrial Development Districts OPRA – Obsolete Property Rehabilitation Act NEZ – Neighborhood Enterprise Zones NIA – Neighborhood Improvement Authority CIP – Capital Improvements Plan MMS - Michigan Main Street ITS – Intelligent Transportation Systems</p> </td> <td style="width: 55%; vertical-align: top;"> <p>CCBRA – Crawford County Brownfield Redevelopment Authority LDFA – Local Development Financing Act DDA – Downtown Development Authority MSHDA – Michigan State Housing & Development Authority GHC – Grayling Housing Commission CASD – Crawford AuSable School Dist. KCC – Kirtland Community College</p> </td> </tr> </table>			<p>* Implementation Tool Abbreviations: IDD – Industrial Development Districts OPRA – Obsolete Property Rehabilitation Act NEZ – Neighborhood Enterprise Zones NIA – Neighborhood Improvement Authority CIP – Capital Improvements Plan MMS - Michigan Main Street ITS – Intelligent Transportation Systems</p>	<p>CCBRA – Crawford County Brownfield Redevelopment Authority LDFA – Local Development Financing Act DDA – Downtown Development Authority MSHDA – Michigan State Housing & Development Authority GHC – Grayling Housing Commission CASD – Crawford AuSable School Dist. KCC – Kirtland Community College</p>
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Potential Funding Sources

The following are brief descriptions of alternative funding sources for implementation of the Master Plan:

Special Assessment. Special assessments are compulsory contributions collected from the owners of property benefited by specific public improvements (paving, drainage improvements, etc.) to defray the costs of such improvements. Special assessments are apportioned according to the assumed benefits to the property affected. Special assessment funding might prove useful to implement roadway paving, streetscape improvements, secondary access drives in districts fronting on arterial streets and to construct new roads, as necessary and appropriate. These programs are particularly helpful for improving and upgrading older local roads.

Bond Programs. Bonds are among the principal sources of financing used by communities to pay for capital improvements. General obligation bonds are issued for specific community projects and are paid off by the general public via property tax revenues. Revenue bonds are issued for construction of projects that generate revenue (i.e. parking structures, etc.). These bonds are retired, or serviced, using income generated by the project.

Tax Increment Financing. Tax increment financing is authorized by the Downtown Development Authority Act and Local Development Finance Authority Act. When a tax increment finance district is established, the stated equalized assessment value of all properties within the district is recorded. Every year thereafter, the property tax revenue generated by any increase in the total stated equalized value is "captured" by the responsible organization to finance improvements established in the overall development plan. The development plan is a required document illustrating all proposed improvements within the district. Often, revenue bonds are used to finance the improvements and the tax increment revenues are used to repay the bonds. This tool could also prove to be a valuable tool for roadway improvements within the city.

Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). This Act establishes a fund for transportation enhancement activities. Funds from the Surface Transportation Program are set aside for these activities and can include a number of transportation enhancement activities including historic preservation, landscaping and beautification, pedestrian pathways, roadway improvements and other similar projects. Each year funds become available for allocation based on a competitive needs basis. Requests are solicited and screened for application completeness at the local level, screened for project merit at the regional level and finally selected for action at the State level by the Michigan Department of Transportation. This program is an established resource which the township should also consider, particularly to fund bike path construction.

Land and Water Conservation Fund. LWCF provides funding assistance for communities to acquire and develop land for outdoor recreation. Grant applications are processed by the Michigan Department of Natural Resources and is evaluated using four criteria: project need, applicant history, site and project quality, and a fourth criterion specific to the type of proposed project. The minimum award is \$30,000 and the maximum of \$100,000, with a requirement that the local community provide a funding match of 50% of the total project cost. The eligibility criterion emphasizes preservation of natural resources such as waterways. This grant is ideal for land acquisition that is intended for passive recreation and open space in the future.

Michigan Natural Resources Tree Planting Grants. Through the Michigan Department of Natural Resources, there are three tree planting grant programs that will assist in funding landscape enhancements at the parks and re-forestation projects.

Implementation Tools

This Master Plan is only valuable if used consistently. This chapter has been prepared to summarize the various recommendations into a checklist to outline actions and responsibilities for implementation. Tools to implement the Master Plan generally fall into these categories:

- Land use regulations derived from police powers.
- Capital improvement programs derived from budgetary powers.
- Community Development Block Grant (CDBG) Program.
- Programs or additional studies derived from the city charter and approvals by the city council or administration.

Each tool has a different purpose toward Plan implementation. Some suggest specific short term priorities, some are medium term policies and others involve on-going activities. The key tools are described below.

Land Use Regulations

The primary tools for Plan implementation, such as the Zoning Ordinance and other land use regulations, are summarized below. The City also has a number of other codes and ordinances to ensure that activities remain compatible with the surrounding area, such as noise, blight and nuisance ordinances, and to control impacts on the environment and infrastructure.

Zoning Map. The intent is that changes to the zoning map over time will gradually result in better implementation of the objectives encouraged in the Future Land Use Map. In some cases, the City may wish to initiate certain zoning changes as part of an overall zoning map amendment. Other changes to the zoning map will be made in response to requests by landowners or developers. In those cases, City officials will need to determine if the time is proper for a change. A key point to remember is that the future land use plan is a long range blueprint: Implementation is expected, but gradually in response to needs, conditions and availability of infrastructure.

Zoning Regulations. Zoning regulations control the intensity and arrangement of development through standards on lot size or density, setbacks from property lines, building dimensions and similar minimum requirements. Various site design elements discussed in this Plan are also regulated through the site plan review process, which addresses overall site design for items such as landscaping, lighting, driveways, parking and circulation, access management, pedestrian systems and signs. Zoning can also be used to help assure performance in the protection of environmentally sensitive areas such as floodplains, state regulated wetlands and woodlands.

Subdivision, Land Division and Condominium Regulations. Subdivision, land division and condominium regulations control the manner in which property is subdivided in the City and the public improvements required to support the development. The distinctions are not always apparent once a project is built, but the approval procedures are different due to separate state statutes that govern the three types of land development/division in Michigan.

Property Maintenance Code. Property Maintenance Codes are often adopted as part of the State Building Code. However, since City building permits are issued through Crawford County, they should consider adopting maintenance standards into the zoning ordinance or general code of ordinances. Maintenance Codes

provide the City with enforcement powers to ensure that properties are maintained to the standards of the community.

Development Review and Approval Process. Most land development regulations are applied when new construction is proposed. Once proper zoning is in place, a site plan must be approved followed by approval of building and site engineering construction plans and then permits for construction. Buildings and sites are inspected and then occupancy permits are issued. Regulations are enforced through a combination of monitoring by City staff and in response to complaints.

Form-Based Code. Areas planned for more urban development may be more appropriate to regulate through form-based codes rather than traditional zoning ordinances. Form-Based Codes focus more on the building form than the land use, and strives to achieve a desired atmosphere first, and considers use as a secondary concern. They include very specific building regulations that ensure proper building placement relative to the public realm.

Capital Improvement Plan (CIP)

A CIP is a multi-year program that lists recommended improvements, timing, estimated costs and funding for infrastructure (streets, bikeways, sidewalks, sanitary sewers, waterlines, storm sewers and drainage) and community facilities (public buildings, fire, police and parks). Capital projects should be identified and constructed in a manner that helps support and promote desired development, and to meet the needs of residents and businesses already in the City. The number of projects and their timing is influenced by several factors, in particular the cost, need for environmental clearance or approval by other agencies, and funds available. For example, the amount of funding available from outside sources varies as new programs become available. Funding is also influenced by the timing of development (i.e. tax revenue), tax abatements, and other changes to the anticipated tax base.

CDBG Program

The Michigan Economic Development Corporation (MEDC) administers the Michigan Community Development Block Grant (CDBG) program. CDBG is a federal grant program utilizing funds received from the U.S. Department of Housing and Urban Development (HUD). Eligible economic development projects are those involving public infrastructure directly related to a for-profit private business location or expansion that will result in the creation and/or retention of permanent jobs, with at least 51% of the jobs held by low and moderate-income people. Eligible community development projects are those with economic development impacts that address critical infrastructure needs in communities with concentrations of low and moderate-income people.

Additional Studies and Programs

A variety of housing, economic development, informational and other programs and studies are or can be used by the City to assist with implementation of recommendations in this Plan. Programs targeted toward various neighborhoods could also be created to respond to specific situations such as traffic calming where traffic speeds or volumes are a concern.

There are numerous state and local programs that are viable implementation strategies for this Plan. Some of the available programs, which are described in greater detail in Chapter 8, are as follows:

- Corridor Improvement Authority.
- Neighborhood Improvement Authority.
- Brownfield Redevelopment Authority.
- Industrial Property Tax Abatements.
- Tax Increment Financing Authority.
- Local Development Financing Authority.
- Obsolete Property Rehabilitation.
- State Housing Development Authority.
- Downtown Development Authority.
- Neighborhood Enterprise Zones.
- Renaissance Zones.
- Tax Increment Financing Authority.
- Michigan Main Street Program

Additional studies and programs which may be useful in implementing this plan include:

- Streetscape Plan - to address general road maintenance, design, gateway and road character issues.
- Residential façade loan program - to assist residential landowners with property improvements, similar to the assistance currently offered to commercial landowners.
- Commercial Market Analysis - to assess existing need and supply for various business uses.
- Tax abatement program - to encourage industrial development and modernization.
- Access Management Plan - to determine needed driveway consolidation, service drives or other measures necessary to maintain the safety and efficiency of Grayling's primary commercial corridors.
- Parks and Recreation Plan - to address existing and future recreation needs, and determine priorities and mechanisms for implementation.
- Pathways Plan - to inventory existing sidewalks, pathways and greenways throughout the City and to identify and prioritize needed improvements.