



Section 11: Implementation

Overview

The Comprehensive Plan for the Village provides a guide for land-use decision-making and a framework for development. The Plan includes goals, objectives, and strategies to improve and develop Mattawan while maintaining and enhancing its quality of life.

Because not all elements of the Plan can be implemented at once, setting priorities based on budget, resources, and capital improvement programming will be a major focus of the implementation stage. This will take a major commitment from Village leaders, strong public/private sector cooperation, and input and assistance from Mattawan citizens.

The Future Land Use Plan presented in this document represents desired Village policies at a large scale. The goals and development strategies provide more specific guidelines and direction for infrastructure improvements and private development activity in Village sub-areas. While the final shape, form, and scale of development will eventually be refined, the larger intent and goals of the Comprehensive Plan should be realized.

The following basic action steps, priority projects, and implementation tools are a first approach to assist in making the Plan become reality. Village staff, Plan Commissioners, and Village Council members will more specifically define these steps, set priorities, and organize work programs for those actions.

Action Steps

An implementation strategy for the Comprehensive Plan should include a wide range of activities. Broad, large-scale actions items should first be prioritized and followed by more detailed, specific actions.

Broad Actions

Broader Village-wide actions should include:

Code Changes

Review, update and amend Village codes dealing with development to reflect the policies, strategies and land-use direction of the Comprehensive Plan and to facilitate the review and approval process for staff, the Planning Commission, and Village Council. This will be a critical step in implementing the Plan.

Design Review Process

Develop a design review process, overseen by a Design Review Board or the Planning Commission, to upgrade the appearance and image of the community and to facilitate the review and approval process. The Commission or Board would review proposed development projects for their compliance with the Design Standards and Landscape Standards and the general desired architectural character of the Village.

As part of this effort, update Article 17: Design Standards and Article 18: Landscaping Standards of the Village code to reflect the principles of the Comprehensive Plan focused on raising the quality of building and site design.

Capital Improvement Program

Craft and adopt a capital improvement program that addresses the infrastructure improvements recommended in the Comprehensive Plan or made necessary by development outlined in the Plan.

This includes water, sewer, stormwater, electrical, telecommunications, roadway, trail or other infrastructure improvements the Village would have to implement to facilitate future growth.

Growth Management

Work with adjacent communities and property owners to further assess:

- The potential for establishing the “rural edge or boundary” recommended around parts of the Village, including growth management and farmland/vineyard/orchard preservation programs by the Village or in cooperation with neighboring townships.
- The need, timing, and location of annexing unincorporated land into Mattawan.
- The coordination of land-use plans between the Village and adjacent townships and counties.
- Brief county, regional, and state agencies on the transportation, trail, and economic development components of the Plan and review potential funding strategies.

Specific Actions

More specific actions should include the following:

Zoning/Design Standards Changes

Specific zoning changes should address:

- Rezoning AG districts to other uses defined in the Comprehensive Plan.
- Creating a Town Center district to encourage a high-quality, mixed-use development at the southwest corner of the I-94 interchange.
- Allowing additional residential density where called for in the Plan.
- Implementing industrial zoning changes to create Business Park North and commercial zoning changes to accommodate commercial development at the I-94 interchange and along the Main Street frontage.
- Increasing minimum lot size in AG districts to 30 acres to preserve agricultural uses.
- Implementing a 100-foot buffer requirement along I-94 to preserve or create a green edge and rural character at the Village’s “front door.”
- Improving signage regulations regarding size, materials, and location to improve look and quality of signage and avoid visual clutter.
- Require developers to install sidewalks on both sides of the street and street trees in new developments.
- Refine commercial district regulations to limit curb cuts, promote uniform setbacks, increase landscaping requirements, and require clear, glass storefronts placed along streets and roads.
- Encourage high-quality architecture, including building articulation and fenestration (windows and doors).

Priority Projects

An important step toward Comprehensive Plan implementation should be the identification of projects that can be considered priority or “catalytic” projects that would begin to address optimal land-use mix and development opportunities in the Village. The following should be considered as priority projects:

Main Street Corridor

Widening

Narrow sections of Main Streets may discourage through-movement of vehicles to Downtown, create congestion, or cause driver confusion. To accommodate new development and create more efficient traffic movement, Main Street should be widened to a consistent width. Improvements should be completed in a way that ensures Main Street retains its character and provides comfortable, efficient movement for pedestrians and cyclists, as well as vehicles.

I-94 Bridge

The bridge at the I-94 interchange is an important gateway into the Village. However, its narrow lanes and inefficient signal operations results in traffic congestion. The Village should continue to work with MDOT to widen the bridge and improve the interchange configuration.

Intersections

Intersection spacing should be evaluated and reconfigured to reduce vehicle conflict points and move traffic more efficiently. The Cole Road/Main Street/I-94 ramp intersection, for example, creates driver confusion and inefficient traffic movements. This intersection should be reconfigured, preferably by redesigning Cole Road so that it intersects with Main Street at least 800 feet north of the interchange. It also could be rerouted to become part of the Business Park North road system.

Character/Streetscape

The Main Street corridor is the main spine through the Village and provides a prominent entrance to the community from I-94. Improvements to the road and bridge width should be accompanied by improvements to the character/aesthetics and streetscape of Main Street.

Section 11: Implementation

These improvements could include coordinated signage; attractive, consistent Village streetlights; consistent green parkways; landscaped private parking lots; and street furniture.

Town Center Facilitation

The Village should encourage the development of a high-quality, mixed-use Town Center southwest of the Main Street/I-94 interchange by facilitating the development of the area by one master developer or a team of developers. To encourage this development, the Downtown and Town Center task force and Village staff and leaders should:

- Define the Village's role in facilitating the Town Center development, such as public-private partnerships, site acquisition assistance, working with property owners and/or recruiting a developer(s).
- Seek to attract a master developer for all or part of the town center to ensure coordinated, high-quality development.
- If more than one property owner is involved, promote the Village's vision for the town center and require that new developments are consistent with the Comprehensive Plan vision.
- Consider assisting with financial aspects of town center development, such as tax-increment financing.

Downtown

This area is a vital part of Mattawan's historic legacy and charm. The Village should support existing businesses and encourage new development that complements and adds to the charm of the area.

A Downtown Task Force should be formed that includes all businesses and institutions located Downtown. The task force should address the following:

- Property owner inventory.
- Building and site improvements.
- Downtown marketing/promotion and business recruitment.

- Potential redevelopment of Village Hall site with commercial and residential uses (if a new Village Hall is established in the Town Center).

Business Park North

As the Mattawan Business Park becomes fully occupied, it will be important to ensure that additional land is available for light industrial and services uses. The Village should facilitate the development of an additional business park north of I-94.

The next steps for creating Business Park North could include:

- Meet with property owners to discuss interest levels and business needs.
- Establish a strategy regarding public and private roles in land assembly and development execution.
- Recruit developer and/or development manager.
- Prepare related development code changes or planned development agreement.
- Consider assisting with financial aspects of business park development, such as tax-increment financing.

Mobile Home Park

The Mobile Home Park located west of 25th Street has a large number of vacant trailer pads. The Village should work with the Park owner to consolidate units where appropriate and redevelop portions of the site to provide a wider range of housing opportunities in the Village.

Implementation Tools

Development Funding

Local Development Financing Authority (LDFA)

A Local Development Financing Authority is a state-authorized program that uses tax increment financing to fund public infrastructure improvements that promote economic growth and job creation. Tax increment financing allocates future increases in property taxes from a designated area to pay for improvements directly within that area. Funding may be used to extend sewer and water lines, build roads and rail lines, acquire land or service manufacturing or high-tech operations. The Village currently has an LDFA applied to the Mattawan Business Park.

Brownfield Tax Increment Financing (BTIF)

Brownfield Redevelopment Authorities are a state-authorized program that enables municipalities to use tax increment financing to develop and implement brownfield projects. Brownfields are sites where redevelopment may be complicated by the presence or potential presence of a pollutant or contaminant. These districts encourage funding and development of potentially difficult sites that are already served by infrastructure. BTIF district may use both local and school tax increment financing to fund demolition, pollution abatement, site preparation and infrastructure creation.

Community Development Block Grant

The Village may apply for federal CDBG funding through the State. Funds may be used to:

- Provide infrastructure to allow businesses that are economic generators to remain or expand.
- Complete economic development plans.
- Attract businesses to Downtown and gateway locations.
- Fund public projects to benefit low- and moderate-income residents.
- Finance special projects, including brownfield redevelopment or downtown development.

Downtown Development Authority (DDA)

DDAs are an additional state-enabled program that allow communities to use tax increment financing to fund infrastructure improvements and large-scale projects in downtown areas.

Impact Fees

Many communities throughout the country use impact fees, or one-time charges to developers, to fund parks, schools and roadways. The fee amount is generally derived from a formula that incorporates the amount of impact the development will generate.

The Village should consider these fees as it develops a comprehensive funding strategy to implement the Plan.

Transportation Funding

To meet transportation objectives and proceed with area improvement projects, it is important to identify funding sources in addition to the Village's funding programs. A sample of potential funding sources is provided below.

CMAQ

The federal Congestion Mitigation and Air Quality Improvement Program directs funds for a broad range of projects that will help improve air quality. Potential projects may include traffic flow enhancement, coordinated and optimized traffic signal systems, developing pedestrian/bicycle facilities, vehicle emission reduction programs, and transit services.

Surface Transportation Program

This federal program has several subcategories, including Transportation Enhancements and Hazard Elimination Program. This program can be utilized to fund a wide range of projects such as infrastructure maintenance, roadway extensions, safety improvements, preservation of abandoned railway corridors for pedestrian and bicycle facilities, improvement of crosswalks, and intersection/roadway improvements.

Recreational Trails Program

The federal Recreational Trails Program provides funding to improve and develop non-motorized facilities, such as pedestrian and bicycle paths.

Growth Management

There are various tools used across the United States to preserve private property rights, keep areas rural or agricultural, use infrastructure and other resources more efficiently, and ensure better-defined municipal edges.

Agricultural Zoning

Agricultural zoning can be used in a number of ways to preserve farmland or parts of farmland. The various methods include:

- **Large minimum lot zoning:** This requires a certain number of acres for each home, such as requiring 20- to 30-acre lots.
- **Open space zoning:** This designates land as open space but allows for agricultural operations to continue.
- **Cluster development:** Requires developers to cluster buildings in a small area of a site, leaving the rest available for open space or active farmland.
- **Area-based zoning:** This sets the number of housing units allowed per acre.
- **Exclusive agricultural zoning:** Prohibits non-farm housing units.

Purchase of Development Rights

Owners of agricultural land can sell the right to develop the property while keeping the right to farm the land. Purchases are usually made by governments, whether state or local, as part of an agricultural preservation program.

Conservation Easements

This voluntary method of agricultural preservation allows farmers to donate a conservation easement, which prevents the land from being developed. The farmer still owns the land and can continue agricultural production, but another entity, often a local government or preservation organization, owns the easement and development rights. Conservation easements often are coupled with tax relief.

Differential Assessment

This method helps farmers economically by ensuring that their farmland is taxed at its value for agricultural use and not its highest value for development use. For example, a farm on the urban fringe that is near new subdivisions might be assessed at its value for residential or commercial development, which is much higher than its value as farmland. The farmer then must pay taxes on that high development value, even though the farmer is only profiting from agricultural use.

The state must pass legislation authorizing differential assessment. It is implemented at the local level.

Agricultural Districts

Landowners and local governments form and approve agricultural districts to prevent farmland development and support continued farming. The district offers benefits to farmers, which vary but can include differential assessment (taxing the land at its value for farming instead of highest value) and preventing local governments from passing laws hostile to farming.

The state must pass legislation authorizing agricultural districts. The districts are voluntary.

Open Space Acquisition Referenda

Some communities have passed referenda to purchase farmland and open space (or the development rights to the land) on their rural edge. This requires the voters in that jurisdiction to tax themselves to finance the purchases.

Urban Service Areas

Local governments can define an urban service area by setting geographic limitations to how far public infrastructure can be

Section 11: Implementation

extended. Public infrastructure can be sanitary sewer or water service, drainage, and roads. Services can include garbage pickup and police and fire protection.

This tool encourages high-density developments to be built in areas where there is sufficient infrastructure or where improvements are imminent. Land outside the urban service area can be developed at low density, such as homes that use wells for drinking water and on-site septic systems for waste treatment.

Land Trusts

Non-profit organizations called land trusts can be formed to buy farmland or the development rights to farmland. The farmers then can continue to use the land for agricultural purposes but are prohibited from developing the land.

