



Chapter 8: Implementation

Introduction

Previous chapters provide background information and analysis on the key issues and trends in the City of Midland at the time this Plan was adopted in 2007. 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. Some of the key recommendations are summarized in a chart on the following pages.

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. Changes to the specific strategies are to be expected; more importantly, the City must remain committed to upholding the integrity of the goals and objectives of the document. Michigan planning law requires that the Plan be reviewed and revised or reaffirmed at least every five years. It is advisable for the Plan to 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 before they take office to give them background on the City and its adopted policies. New City staff members should also be made aware of the Plan and its goals, policies, and purpose.

While the Planning Commission and City staff has primary responsibility for the implementation of this Plan, a number of groups were involved in the creation of this Plan and serve an important role in its implementation. These groups are listed below with a brief summary of their role in the Plan and implementation:

- **City Officials – Planning Commission, Zoning Board of Appeals, City Council.** The Planning Commission, ZBA, and City Council must work together to promote frequent use of the Master Plan and routinely evaluate the need for amendments to the Zoning Ordinance and other regulations.
- **City Staff – Planning and Community Development.** The City Planning and Community Development Department staff needs to maintain and update the website information related to the Master Plan, including public relations materials from the process to sustain the positive public involvement process.
- **City Staff – Engineering.** The City Engineering Department is involved primarily in the infrastructure required to support the City, including new development and



redevelopment. The staff needs to incorporate the Master Plan into studies, plans, and capital expenditures for transportation, utilities, and other facilities.

- **Parks & Recreation Division.** A separate Parks Master Plan was adopted in 2004 that guides the specific policy and improvements related to parks, open space, recreational facilities, and recreational programming in the City.
- **Downtown Development Authority (DDA).** The DDA is a subsection of the City government and is an essential partner in any efforts to expand the boundaries, uses, or density of Downtown Midland.
- **Principal Shopping Districts (PSD).** The PSDs in central Midland should work with the Planning Commission to identify Zoning Ordinance amendments to provide more flexibility for creative, mixed-use developments in the PSD areas.
- **Midland Public Schools.** The location, size, and type of Midland schools facilities will be an important element of City expansion.
- **Michigan Department of Transportation and the Bay-Saginaw-Midland Metropolitan Planning Organization (MPO).** MDOT has jurisdiction over many of Midland's major roads, including US-10 and M-20, while the local MPO is involved in transportation planning and forecasting for the Midland region. Any major transportation improvements will be coordinated through these agencies.
- **Public Services Providers.** The Midland Fire Department, Police Department, Emergency Medical Services, and all of the services departments in City government play an important role in the safety and overall quality of life for the Midland area. Relevant agencies must be included wherever their input might guide and improve City decisions. This includes, but is not limited to, site plan review, road circulation, extension, or closure.
- **Utility Providers.** Expansion of Midland City Limits will require additional utilities and infrastructure, which must be anticipated and accommodated in coordination with Midland's utility providers.
- **Midland, Saginaw, and Bay Counties, and surrounding Townships.** Decisions made by the City, adjacent Townships, and Counties all affect one another. Ongoing coordination between all government units is important to achieving the long-term goals of this Plan.
- **Other Groups.** Other groups, including the Dow Foundation and Midland Tomorrow, that provided input should be informed and included in discussion of projects and programs that may assist in Plan implementation.
- **Private Property Owners and Developers.** Many recommendations of this Plan may require some assistance from private property owners and developers to be implemented. Right-of-way donation, construction or donation of lands for public or private parks, and assistance with infrastructure upgrades for larger developments are all examples of how this important group can assist in Plan implementation.



Implementation Tools

Tools to implement the Master Plan generally fall into these categories:

- City Ordinance, including the Zoning Ordinance
- Capital improvement programs derived from budgetary powers
- Programs or additional studies derived from the City Charter and approvals by the City Council or administration

Each tool has a different role toward Plan implementation. Some suggest specific short term priorities, some are long term policies and others involve on-going activities. The following table provides specific recommendations and implementation measures. The key tools are described on the next page, in no particular order of importance.

Land Use Regulations

The purpose of the primary tools for Plan implementation, such as the Zoning Ordinance and other land use regulations, are summarized below.

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 site plan review, which addresses 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.

Development Review and Approval Process. Most land development regulations are applied when new construction is proposed. The City of Midland has a comprehensive development review process from development conceptualization to building occupancy. 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.



Capital Improvement Plan (CIP) and Capital Projects

A CIP is a multi-year program that lists recommended improvements, timing, estimated costs and funding for infrastructure (streets, pathways, 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.

Additional Studies and Programs

A variety of housing, economic development, informational and other programs are 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.



Recommendations

The following table includes specific recommendations for the implementation measures necessary to achieve the goals and objectives established in this Plan. The matrix includes general recommendations and key responsibility, with additional detailed implementation measures.

Figure 8.1: Implementation Recommendations and Measures	
Recommendation (Key Responsibility)	Implementation Measures
A. Natural Features	
A1. Update Site Plan Review Standards <i>[Planning Commission (P.C.)]</i>	<ul style="list-style-type: none"> • Incorporate a natural features component in the Zoning Ordinance review standards to address alternative naturally sensitive storm water management, open space provisions, tree protection standards, additional ‘greening’ standards for urban infill/commercial redevelopment, and reference to applicable greenway/green infrastructure plans.
B. Land Use	
B1. Implement future land use plan through zoning <i>(P.C.)</i>	<ul style="list-style-type: none"> • Maintain zoning that implements the Future Land Use Plan. • Rezone properties to be consistent with the Future Land Use Plan. For properties that are planned for uses different than the current zoning, the City could initiate rezoning. In most cases, the rezoning per the plan will gradually occur over the 20 year plan time frame, in association with a developer request or a change associated with utility or road improvements. As additional properties within the MUGA are annexed, follow the Future Land Use Map and Plan in determining the most appropriate zoning. • Amend the Zoning Ordinance to accommodate the wide variety of uses desired, including expanded retail offerings and mixing uses within a single building or development. Add additional provisions to promote mixed-use developments and buildings to accommodate Downtown and Multi-use Center at the Circle. • Create an overlay district to promote the mixed-use redevelopment of the area east of the Minor League Ballpark as a Multi-use center. • Update and expand Downtown zoning to promote developments that include high-density residential. • Evaluate and strengthen required traffic impact, environmental and fiscal impact evaluations for larger projects or projects inconsistent with the Future Land Use map. • Update zoning regulations for newly developing residential areas to allow and encourage a limited amount of appropriate neighborhood commercial uses at the intersection of major collector or arterial streets (at one or more corners), including convenience stores and services for residential neighborhoods. <p style="text-align: right;"><i>(Land Use continued on next page)</i></p>



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Recommendation <i>(Key Responsibility)</i>	Implementation Measures
B2. Incorporate additional design standards into Zoning Ordinance <i>(P.C.)</i>	<ul style="list-style-type: none"> • Amend the Zoning Ordinance to incorporate the design related recommendations such as Office-Service design that is compatible with adjacent residential character, landscaping, commercial architecture, corridor-specific access management and PUD design options. • Consider creation of access management overlay districts to address the recommendations for access management, landscape, sidewalks and signs for new development and gradual upgrades to existing sites as they redevelop. These districts could be used in developed areas to retro-fit access and in undeveloped areas to guide future access decisions along developing corridors. • Outline and detail additional design, layout (including size, height, and setbacks) and use parameters for the neighborhood commercial nodes in the Zoning Ordinance.
B3. Expand the Saginaw Avenue PSD <i>(Planning Department)</i>	<ul style="list-style-type: none"> • Expand the boundaries of the Saginaw PSD to extend southwest from the Circle Area to M-20.
B4. Promote or expand alternative development options <i>(P.C.)</i>	<ul style="list-style-type: none"> • Consider expanding the PUD regulations to streamline the development review process and encourage mixed-use development. • Include incentives in the Zoning Ordinance to promote clustered residential development, especially in areas with unique natural features.
C. Transportation	
C1. Coordinate Improvements with Engineering Department	<ul style="list-style-type: none"> • Routinely monitor the transportation conditions and work with the Engineering staff to identify future improvements based on land development patterns and proposals.
C2. Incorporate Corridor and Intersection Subarea recommendations in transportation capital improvements planning <i>(Engineering Department)</i>	<p><u>North Eastman Subarea</u></p> <ul style="list-style-type: none"> • Pursue a revised indirect left-turn boulevard alternative (see Chapter 6: Transportation for more detail), with interim or phased steps over the next 10 years. • Develop and implement smart signal system and access management measures. • Provide an additional east-west transportation link and intermittent additional “mid-block” north-south links on the City’s north side similar to those illustrated on the Transportation Plan Map. <p style="text-align: right;"><i>(C2. continued on next page)</i></p>



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<p>C2. Incorporate Corridor and Intersection Subarea recommendations in transportation capital improvements planning <i>(Engineering Department)</i></p>	<p><u>Intersection of Eastman and North Saginaw</u></p> <ul style="list-style-type: none"> Develop/construct second southbound left turn lane (and corresponding widening on the south side of the intersection). <p><u>S. Washington/W. Bay City Road Closure/Vacation</u></p> <ul style="list-style-type: none"> Any closure should include construction of new east/west street between Washington Street and S. Saginaw Road, and include termination of James Savage just west of Saginaw by creating a cul-de-sac or by re-routing south to intersect with the new street. <p><u>Ashman and Rodd One-Way Pairs</u></p> <ul style="list-style-type: none"> Periodically evaluate the impacts of returning both of these streets to two-way operation, and carefully weigh the potential advantages and disadvantages of doing so. Use the MDOT transportation model to monitor traffic and testing operational changes. <p><u>Intersection of Jefferson and Wackerly</u></p> <ul style="list-style-type: none"> Improve signal operations with left-turn phasing. If/when the overpass is reconstructed, correct alignment of Jefferson north of intersection. <p><u>Ashman/Saginaw/Jefferson (Ashman Circle Area)</u></p> <ul style="list-style-type: none"> Review potential physical and operational improvements to improve traffic flow and increase safety and accessibility for pedestrians and vehicles to/from the adjacent businesses. <p><u>West Side River Crossing/Connector</u></p> <ul style="list-style-type: none"> Continue ongoing analyses and pursue funding for development of a new Tittabawassee River crossing, between M-20 and Saginaw Road. Consider potential routes when reviewing any development plans for the area. <p style="text-align: right;"><i>(C2. continued on next page)</i></p>



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C2. Incorporate Corridor and Intersection Subarea recommendations in transportation capital improvements planning	<p><u>Stark Road at US-10</u></p> <ul style="list-style-type: none"> Expand Stark Road from Saginaw to the northern edge of the MUGA to a three-lane cross section as traffic volumes in the area continue to increase. <p><u>Other Intersections</u></p> <ul style="list-style-type: none"> Projected deficient intersections, Sturgeon/Wackerly and Sturgeon/Airport, should both be considered for left-turn lanes in the future, with the possibility of signalization.
C3. Incorporate Freeway Interchange Subarea recommendations in transportation capital improvement planning <i>(Engineering Department)</i>	<p><u>Waldo Interchange with US-10</u></p> <ul style="list-style-type: none"> Continue to pursue the interchange upgrade with MDOT. Reserve right-of-way along Waldo Road through site plan review or other processes. If the Waldo interchange is upgraded, the following improvements will be needed to manage traffic in the area: <ul style="list-style-type: none"> Waldo will need to be widened to at least three lanes, with the potential need for five lanes in the short section just north of an upgraded interchange. Intersections along Wheeler and Waldo should be evaluated to determine any intersection improvements needed. <p><u>Lyon-to-Patrick Crossover</u></p> <ul style="list-style-type: none"> Continue to pursue elimination of the current safety issues related to the existing crossover, including elimination of the crossover completely or reconfiguration of the interchange to increase safety.
C4. Develop Access Management Program <i>(Planning, Engineering Departments)</i>	<ul style="list-style-type: none"> Regulate access through Zoning Ordinance standards (and possible overlay districts) to limit the overall number of access points, ensure adequate spacing from other access points and intersections, and promote internal cross-access. The sample access management recommendations for South Saginaw completed as part of this plan could be expanded and incorporated into an overlay district for that corridor. Identify funding sources (such as City, DDA, or PSD) that could be used to encourage closure, relocation, or redesign of driveways identified in access management plan recommendations. <p style="text-align: right;"><i>(Transportation continued on next page)</i></p>



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C5. Develop Traffic Calming Program <i>(Planning Department)</i>	<ul style="list-style-type: none"> • Develop a traffic calming program in the Zoning Ordinance or as a standalone ordinance to maintain safety and aesthetics of neighborhoods. • Start a pilot traffic calming program on Dilloway near Eastman Avenue and near Chapel to lower speeds and improve safety.
C6. Enhance and Expand Pathway System <i>(Planning, Public Services Departments)</i>	<ul style="list-style-type: none"> • Establish a City Pathways Plan, which would include many of the following tasks: <ul style="list-style-type: none"> ◦ Develop linkages between neighborhoods, schools and parks for non-motorized travel. ◦ Require new businesses to include dedicated space for bike racks and bicycle parking areas on site plans. ◦ Establish minimum design standards for future pathway connections ◦ Establish review process for appropriate City/State agencies to evaluate feasibility of incorporating on- and off-street non-motorized facilities in Transportation projects. ◦ Clearly identify staging areas where people can park and begin their trips on area pathways and the Rail Trail. ◦ Educate the public about awareness and tips to maintain personal safety on the paths at all times. ◦ Improve signage and directional maps for bikers ending their Pere Marquette Rail Trail trip in Midland to encourage day trips to Downtown destinations through pathways and sidewalks. ◦ Emphasize linkage between sidewalks and paths ◦ Promote construction of sidewalks
C7. Promote Context Sensitive Solutions (CSS) <i>(Engineering and Planning Departments, P.C.)</i>	<ul style="list-style-type: none"> • Incorporate and apply Context Sensitive Solutions (CSS) design measures in new transportation projects (see Chapter 6: Transportation for detail). This includes, but is not limited to, natural road corridor buffers, streetscape improvements, landscaping, and pedestrian amenities such as raised crosswalks and traffic calming. • Add language to the engineering design regulations to require CSS in larger transportation projects.
D. Community Facilities	
D1. Maintain Parks and Recreation <i>(Planning, Public Services Departments. P.C.)</i>	<ul style="list-style-type: none"> • Use the City of Midland Parks Master Plan to guide new parks and recreation facilities, especially in developing areas • Specifically, regularly pursue or investigate the purchase or other establishment of additional parkland in the expanding north/west sides of the City, especially as development in those areas continues . • Pursue Zoning Ordinance incentives to promote the development and integration of parks into new developments. <p style="text-align: right;"><i>(D1. continued on next page)</i></p>



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	<ul style="list-style-type: none"> • Include density bonuses in the Zoning Ordinance and other dimensional modifications that would provide an added benefit for the developer to design for parks, recreation, and civic facilities within new neighborhoods.
D2. Utilities	<ul style="list-style-type: none"> • The City Engineering Department maintains a separate listing of infrastructure conditions, improvements, plans, and priorities. They should continue to monitor the capacity and condition of the City’s utilities and coordinate any improvements with planned land use delineated in this Plan.
E. Economic Development	
E1. Downtown Residential (DDA, PSD, P.C.)	<ul style="list-style-type: none"> • Work with the DDA and build on the financing, legal, zoning, parking, and code recommendations in the market study to attract new residential developments to downtown and the DDA’s Downtown Redevelopment and Design Plan.
E2. Retail Opportunities	<ul style="list-style-type: none"> • Provide necessary utility infrastructure, well-maintained transportation corridors and a streamlined planning review process for underdeveloped areas.
E3. Industrial	<ul style="list-style-type: none"> • Work cooperatively with Midland Tomorrow as it pursues a cluster industry approach to strengthen the local economy. This may include Zoning Ordinance amendments to support the mixing of retail, service, and industrial uses required in cluster locations.
E4. Enhance the Circle District and South Saginaw (P.C., PSD)	<ul style="list-style-type: none"> • Use the Principal Shopping District designation (PSD, see Proposed PSD Boundaries Map) to encourage high-quality redevelopment, while taking care not to detract from the Downtown. • Open, widen, extend, realign, pave, maintain or otherwise improve roads and construct, reconstruct, maintain or relocate pedestrian walkways. • Use the abilities of the PSD designation to acquire, own, maintain, demolish, develop, improve, or operate properties, off-street parking lots or structures to improve the Saginaw corridor. • Construct, maintain, and operate malls with bus stops or shelters, information centers and other public interest buildings. • Promote unique economic development in the district through conducting market research and public relations campaigns; developing, coordinating and conducting retail and institutional promotions; and sponsoring special events and related activities. • Recognize the distinct role this PSD serves compared with the Downtown PSD and encourage them to complement, and not compete with, each other.