

CHAPTER 8

PLAN IMPLEMENTATION

(Let's go !)

The generation of a Master Plan is the important first step in a two-step planning process. This chapter discusses the strategy for proceeding with step two of the process: plan implementation.

Achieving the goals, objectives and policies of this Plan, represented graphically in the preceding chapter, is dependent upon a multi-faceted implementation process. Effective coordination of local and county efforts is required; public, private and civic support is important and interaction between agencies responsible for various components of the Plan (public works, economic development, transportation) is a key element of the implementation formula. As important a benchmark as this Plan is for the County, the ideas, concepts and initiatives it contains can only be carried from concept to reality through the active involvement and support of citizens, elected officials, local and county planners, private business and other administrative officials. Implementation success is also dependent on, and will involve, a variety of techniques and tools, including capital improvement plans, zoning and subdivision regulations. Successful implementation will be dependent on the ability to achieve coordination between agencies, as well as the coordinated use of the respective tools available to key public agencies.



TOWNSHIPS AND VILLAGE OFFICIALS

(Let's talk!)

This Plan is based upon the concept that each jurisdiction is better able to address its unique economic, social and physical development problems and opportunities if a common framework can be established for making individual decisions. This kind of interdependence can maximize benefits for all through the coordination and cooperation of local governmental units on future land use and infrastructure decisions. The result will be a new direction for land use planning which will enhance the quality of life for all of the residents of Kalkaska County.

With the adoption of this Master Plan by the County Planning Commission, all local jurisdictions will be in a position of:

- knowing the future plans of the County,
- knowing the future path the County will take to pursue these plans,
- knowing the priorities being pursued on a County-wide level and,
- knowing the basis behind planning and physical development decisions.

With this knowledge in hand, individual jurisdictions can address local issues on a more informed basis and can prepare for external influences which may affect those decisions. There are broad arrays of land use issues in which there are significant public interests that extend beyond the boundaries of an individual jurisdiction. Public interests that are broader than simply local interest include, but are not limited to the following:

- air quality protection;
- watershed management for water quality protection;
- groundwater protection;
- protection of sensitive environments (e.g., wetlands, floodplains);
- protection of natural resources necessary to sustain resource based industries such as agriculture and forestry;
- sustainable economic development to provide jobs for present and future residents,
- use of public access sites;
- establishment of new public parks and access sites on waterfronts and existing public parks (national, state and local),
- safe, efficient and environmentally sound roads and highways;
- public sewer and water services that extend beyond a single jurisdictional boundary;
- land use along municipal borders;
- quality community image which reflects the characteristics desired by residents;

- large scale development impacts beyond local boundaries (e.g., large resorts, industrial facilities, large shopping facilities, and airports); and
- LULUs (locally unwanted land uses) that meet a regional need, such as junk yards, landfills, and communication towers, etc.

Intergovernmental cooperation and coordination are key to successfully dealing with issues exceeding those of local concern. Another key is successful implementation of the respective roles and responsibilities of the various bodies responsible for local planning and development decisions.

LAND USE REGULATIONS

(Let's coordinate!)

Relationship to Zoning

Many of the recommendations set forth in this Master Plan relate to zoning issues within the County. As an example, the creation of incentives to encourage cluster housing developments in the County is likely to occur within the context of the Zoning Ordinance. Upon the adoption of this Master Plan, the County is in a position to review existing ordinances and to amend these documents, where appropriate, to reflect the contents of the Master Plan. The County's authority for administering a zoning ordinance currently extends to eight townships. In the remaining townships, including Garfield, Blue Lake, Clearwater and Boardman, zoning ordinances are administered independently. By virtue of PA 184 of 1943, however, the County does have the responsibility for offering recommendations on individual rezoning or text amendments to these Township's possessing their own zoning ordinances.

Thus, the County has the opportunity to demonstrate the value of this Plan's proposals by effectively implementing relevant changes to the County Zoning Ordinance. By providing technical assistance to the four Townships with their own zoning, and by review and comment on proposed Township zoning changes, the County can assist these communities in also achieving the objectives of this Plan. The County can only influence land use changes in the Village of Kalkaska by encouraging them to join as partners in pursuit of this common vision, or by offering technical assistance services when requested.

In any event, Kalkaska County will need to update its Zoning Ordinance to implement many of the land use recommendations of this Plan. This activity should be initiated soon after the Master Plan's adoption and following any subsequent Master Plan updates.

Relationship to Subdivision Regulations

The Subdivision Control Act of 1967, also known as PA 288, sets forth the authority of a community to establish design standards and requirements for the orderly layout and parcelization of property within its jurisdiction. Presently, no communities in Kalkaska County have adopted subdivision regulations pursuant to this Act. The consequence of this situation is that in Townships without regulation, subdivisions are being reviewed only from the perspective of satisfying County roadway standards, drain commissioner standards, Health Department Standards and State of Michigan standards. Subdivision orientation, parcel configuration and layout, the relationship between utilities, roads, lots and residences, the open spaces, the relationship to external activities, the entry/image and the retention of natural features are each subdivision considerations which cumulatively have a potentially significant impact upon community character. However, proposed subdivisions are not presently being reviewed with these considerations in mind. The authority to regulate these elements rests within each County jurisdiction. It is recommended, however, that a single set of regulations be prepared as a model to encourage individual adoption of local subdivision and related land division regulations. The need for the County to adopt subdivision and related land division regulations is critical to the successful implementation of this Master Plan.

Relationship to Capital Improvement Plans (CIP)

A capital improvements program is an annual listing of proposed public facilities or major improvements to be constructed generally over a fixed time frame (5-6 years), along with their proposed location, method of financing, when they will be constructed within the time frame, and who is responsible for the specific capital improvement. Many individual agencies and departments within the County prepare physical improvement plans annually for budgetary purposes (such as the County Road Commission for roadway improvements and maintenance). As new growth and development occurs within the County and as resources for public dollars become more limited, it will become extremely critical that individual and countywide CIP's be prepared, and that future plans are consistent with the parameters established in this Master Plan. The County Planning Commission should exercise its legal authority to review all proposed public works facilities, whether or not included in a capital improvements program, once the Master Plan is adopted.

OTHER RESOURCES

(Let's use them!)

A variety of programs are available for use in implementing this Master Plan. Whereas the focus is on grants from State and Federal sources, these sources are limited and are often targeted to address specific programs or problems. Nevertheless, these programs are summarized below for educational and possible future use.

Community Development Block Grant Program

The Community Development Block Grant program was authorized under Title I of the Housing and Community Development Act of 1974. The Act had the effect of combining several Federal categorical grants such as Urban Renewal and Model Cities into one program. Grants under the program must principally benefit low and moderate-income families. Limited funds are available to rural communities through the Michigan Department of Commerce.

Michigan State Housing Development Authority (MSHDA) Programs

To help preserve Michigan's older existing housing, Public Act 130 was passed in 1977 to allow MSHDA to begin a home improvement loan program that offers reduced interest rates to eligible low and moderate income families. Consequently, MSHDA created the Home Improvement, Neighborhood Improvement, and Community Home Improvement Programs (HIP/NIP/CHIP). To obtain a loan, residents need to apply to one of the banks, savings and loans, or credit unions that participate in HIP/NIP/CHIP. Elderly housing programs are also available. MSHDA can be contacted through the Michigan Department of Commerce.

Land and Water Conservation Fund

The Land and Water Conservation Fund (LWCF) grant program was authorized by Public Law 88-578, which became effective on January 1, 1965. The purpose of the program is to provide Federal funds for acquisition and development of facilities for outdoor recreation. The LWCF Program is administered jointly by the National Park Service, U.S. Department of the Interior, and the Michigan Department of Natural Resources. To be eligible for support, a Park and Recreation Plan must be submitted to and approved by the DNR every five years.

Michigan Natural Resources Trust Fund

The Kammer Recreational Land Trust Fund Act of 1976 (Public Act 204) was passed by the Michigan Legislature and signed by the Governor on July 23, 1976. This Act created the Michigan Land Trust Fund and provides funds for the public acquisition of recreational lands through the sale of oil, gas, and mineral leases and royalties from oil, gas, and mineral extractions on State lands.

On November 6, 1984, Michigan residents cast their vote in favor of Proposal B, a constitutional amendment that created the Michigan Natural Resources Trust Fund (MNRTF), Public Act 101 of 1985. The MNRTF officially replaced the Michigan Land Trust Fund on October 1, 1985 and assists State and local governments (including school districts) in acquiring land or rights to land for recreational uses, protecting land because of its environmental importance or scenic beauty, and developing public recreational facilities.

The Recreation Bond

The Recreation Bond calls for money to be spent on DNR and local recreation facilities in four categories:

- Recreation infrastructure
- Waterfront recreation
- Community recreation
- Tourism-enhancing recreation.

Communities with proposals for projects in which the community is below the standards identified by DNR will get funding priority over similar projects proposed in non-deficient communities. The minimum number or size of selected recreation facilities to be considered toward bond funding is established by specific DNR criteria.

Recreation Improvement Fund

The Recreation Improvement Fund was created from State fuel tax revenue. About \$750,000 per year is being targeted for development of non-motorized trails (hiking, bicycle, cross-country, and nature trails). Contact the Recreation Division of the DNR for information.

Local Facility Development Grants

These grants come from a number of funding sources and are available for planning, design, or development of local recreational facilities. They are administered by the DNR.

Land Acquisition Grants

Land acquisition grants are available for projects aimed at open space preservation; park creation or expansion; acquisition of environmental resources such as sand dunes, woodlots, or wetland areas; waterfront access sites; and many other land acquisition projects intended for (passive or active) recreational purposes. They are administered by the DNR.

Waterways Fund

The Waterways Division of the Department of Natural Resources offers grants for the purpose of developing public boating facilities. The emphasis is on creating boat access sites and supporting facilities.

Road Funds

In 1992, PA 149 was passed to provide a continued source of revenue for cities, villages and county road commissions. PA 149 replaces Act 231, 233 and 237 by changing the State's matching fund from 25 percent to 20 percent. The Act will be in effect for five years, when it will be reviewed for continuation by the Legislature. Detailed information on PA 149 can be obtained from MDOT's Transportation Economic Development Office at 517/335-1069.

TEA-21 Funds

The Intermodal Surface Transportation Efficiency Act of 1991 created a new era of Federal transportation policy, and, as a result, a new opportunity for funding local transportation improvements. Authorized with a 20 percent local match requirement, funds may be sought for construction activities on any Federal aid road, any bridges or other transportation related projects, including but not limited to transit, carpool, parking, bicycle and pedestrian facilities.

Public Works Financing

In addition to using general fund monies, it is often necessary for a community to bond to raise sufficient funds for implementing substantial public improvements. Bonding offers a method of financing for improvements such as water and sewer lines, street construction, sidewalks, and public parking facilities. Special assessments for benefiting property owners are another common funding mechanism.

WHAT TO DO

(Let's use and update!)

Listed below are a series of follow-up studies and activities the County Planning Commission should undertake once the Master Plan has been adopted. These activities are listed into two categories, namely immediate priorities and priorities within five (5) years.

Immediate Priorities

- Distribute copies of Master Plan to all local governments and county agencies.
- Initiate review of the County Zoning Ordinance to identify changes necessary to be consistent with the Master Plan. Secure monies and hire a consultant to perform this work and to prepare amendments for adoption.
- Prepare a composite zoning map showing the zoning of all land in the County pursuant to each of the zoning ordinances in effect within the County,
- Prepare and adopt countywide subdivision and land division regulations and/or prepare a model ordinance that local governments could all adopt.

Priorities Within 5 Years

- Prepare a digital parcel map of all parcels within the County in conjunction with the County Equalization Department.
- Prepare an updated digital land cover/use map of the County.
- Update this Master Plan once the final alignment of new U.S. 131 has been established.
- Prepare a detailed land use plan and zoning regulations for lands around the intersections of new U.S. 131 once they have been formally identified.
- Identify specific state-owned parcels for possible land exchange or acquisition consideration (particularly near the Village of Kalkaska) that would either establish a logical extension of existing Village boundaries to accommodate new commercial, industrial or residential development, or establish new State land boundaries without internal fragments. Special emphasis should focus on State land that may be bisected by the new U.S. 131.
- Establish a County Planning Department with a full time professional planning director by the year 2008.
- Institute a full-scale GIS system as part of the new County Planning Department.
- Initiate a countywide capital improvement program (CIP) that is reviewed and approved annually by the Planning Commission to ensure consistency with the Master Plan.

Priorities after 5 Years

- Review and Update this Master Plan!!!!
- The general rule of thumb is that Master Plans should be thoroughly reviewed and updated at least once each five (5) years OR when a substantial change occurs. At a minimum, the Master Plan should be thoroughly reviewed and revised, if necessary, once MDOT decides on the final route realignment for U.S. 131.
- A substantial review may also be necessary if the Village of Kalkaska or one of the Townships adopt a Land Use Plan or major zoning change that is inconsistent with this Master Plan.

