

## 1.1 BACKGROUND

In 2003, the City of Grayling and Crawford County initiated critical economic and planning efforts to help provide vision and guidance for a newfound renaissance in the Community, beginning at its core, the Downtown. The importance of the core, *the Heart of the Heart* and its health and vitality, are now being retargeted with efforts such as the newly formed Downtown Development Authority (DDA). Most recently, the Crawford County Economic Development Partnership (CCEDP) was also created, with a partial evolving mandate to help in an economic upsurge of the Downtown.

It is clear that methods must be sought to create and improve tools that can help initiate economic prosperity and maintain the quality of life in the core. This begins with the *celebration of special resources* like the AuSable River and northern “small town feel” that have been compelling area residents and visitors for more than 150 years. A two-part Market and Feasibility Study supported by funding assistance from the Michigan Economic Development Corporation (MEDC) was completed in early 2004, consisting of:

A *Downtown Market Study* (Part 1) provides base data, demographic and market trend analysis for both the Effective Trade Area of Grayling, and specifically the downtown core. It also provides a *Market Overview, Housing Assessment, Economic Assessment, Tourism, Marketing and Retail Feasibility Assessment*.

A *Concept Feasibility Analysis* (Part 2), utilizes the core guiding principles of Part 1 recommendations and development scenarios, and continues the *Public Input Process*, develops *Guiding Principles and Vision, Conceptual Plan Alternatives, Economic Feasibility for the County Complex*, and *Action Program/Recommendations* focusing on the downtown core as springboard for new initiatives.

The Action Program and Recommendations from the *Concept Feasibility Analysis* include action steps to create a Downtown Development Plan for the year-old Grayling DDA, thus providing the primary impetus for the Plan development.

## 1.2 PLAN PURPOSE

The creation of the DDA in 2003, in accordance with Public Act (PA) 197 of 1975, was a very large step toward finding solutions for downtown Grayling. The DDA has the ability to focus on downtown and the authority to develop long range plans, enter into contracts, purchase and improve land, accept grants, and finance improvements with periodic approval by the City Council, among other responsibilities enabled by PA 197.

This plan has been developed in accordance with Section 17 of the Act (see Appendix A – Duties and Responsibilities of the DDA) and is put forth with **two primary premises: (1) to halt the decline of the property values within the Downtown Development District; and (2) to promote Economic Development within the district.**

The DDA Development Plan process included the following considerations:

1. Completion of the land use plan
2. Public process and communications plan
3. Project identification
4. Feasibility
5. Prioritization of projects
6. Preparation of the DDA Development Plan to fulfill statutory needs, including:
  - a. Designation of boundaries
  - b. Street locations
  - c. Description of existing improvements
  - d. Cost of improvements
  - e. Construction phasing
  - f. Open space
  - g. Intent to sell
  - h. Proposed zoning changes
  - i. Cost of development/method of financing
  - j. Persons to whom land will be sold
  - k. Procedures
  - l. Number of residents
  - m. Plan for relocation
  - n. Relocation costs
  - o. Compliance with PA 197
  - p. Other pertinent information
  - q. Qualified facility
  - r. Plan review, hearing, approval

While Tax Increment Financing (TIF) is technically available to fund DDA projects, the State of Michigan has increased restrictions on its use, rendering it virtually worthless as a revenue source to undertake larger projects. The use of School District increment has been eliminated and the only other large source of revenue, the County, requires County approval. If it chooses not to consent, the only source is the City's own tax increment. According to the City's bond counsel, it may not be worthwhile to use TIF if the District is only able to capture its own increment.

The DDA Plan will still need a financing plan; however, that may be dependent on revenues from the City's income tax levy and an *ad valorem* tax that is levied pursuant to PA 197 of 1975. While these together do not constitute a large revenue source, they may provide funding for the employment of a director and limited project bonding. There may also be an opportunity to share staff with the Crawford County Economic Development Partnership (CCEDP) to minimize costs. Finally, it will be critical to integrate the DDA phasing and funding plan with the City's Capital Improvements Plan (CIP).

The DDA Development Plan provides the framework and statutory authority to put in motion the following objectives tailored for the needs of the Community of Grayling. The DDA Board is the catalyst working closely with City Staff and other governmental and non-governmental organizations (NGO's) to:

- Engage and obtain a defined **commitment from all stakeholders** and **communicate the vision effectively**.
- Maximize the limited resources available to the City and DDA to take on challenges that may then be used as catalysts to garner additional resources for future projects.
- Build on work and recommendations from the Grayling Downtown Economic and Market Feasibility Study by utilizing the vision and guiding principles already developed and apply them to the specific needs identified within the DDA Development Plan creation.
- Assemble references and compile all pertinent baseline data; evaluate current planning documents including but not limited to: Master Plan; Park and Recreation 5-Year Plan; Zoning Ordinance; Grayling Uptown District Association (GUDA) strategic plan; Grayling Visitor's Bureau and Chamber of Commerce action plans; and MDOT and CCRC Corridor/Roadway long range plans.
- Develop a system of planning, communication and operational tools to help the DDA, acting as a major catalyst in the effort, to guide the community well into the foreseeable future.
- Develop a targeted action plan with specific participants, products, timeframes and costs and fulfilling the requirements of Public Act - PA 197. (See list above.)
- Convey the "Picture of the Dream" developed by this process – early, often, and in as many venues as possible.
- Develop illustrative graphics and communication tools for possible inclusion in public presentations, meetings, public venues, as well as on desirable web sites.
- Seek industry-specific expert evaluation and recommendations for further counsel, if warranted. Areas we have experienced working relationships with industry experts include bond council, marketing/PR firms, and legal council.
- Develop principal elements for (MDOT) TEA-21, MDNR Trust Fund, MEDC, MSHDA or other public/private grant applications with assistance from the DDA Board and City of Grayling or other non-governmental agencies. Determine the timing and components optimal for various grant application processes.
- Seek public approval and adoption of the DDA Development Plan.

- Develop a near- and long-term strategy to staff the DDA in the appropriate manner to ensure Board continuity (as members change), connectively (to other agencies and the City), and fiscal accountability.
- Create a climate to build DDA membership and board participation over time, with specific action to avoid member burnout, factionalizing and/or the “pile-on” effect (i.e. 5% of the people do 95% of the work), which happens with volunteer or staff-limited organizations.

The following page provides an aerial map depicting the context of the City of Grayling and the placement of the DDA Boundary within it.

**Downtown Development Authority  
DDA Placement  
City of Grayling, MI**



Source - Economic and Market Feasibility Study, City of Grayling, Crawford County, MI, Gosling Czubak Engineering Sciences, Inc., Anderson Economic Group, 2004.

### **1.3 DEVELOPMENT PLAN SUMMARY**

It is clear from the *Economic and Market Feasibility Study* recommendations that revitalization to the downtown must be a public-private venture. The City and newly forming Downtown Development Authority (DDA) will not be strong enough in terms of staffing and financing to succeed on their own. However, initiating the DDA in 2003 was the first step. In order for the DDA to help sustain and grow the core downtown the following Development Plan has been created, outlining a series of public and public/private cooperative projects. The intent is to fund these projects in the future, at least in part, with Tax Increment Financing (TIF). TIF speculates on downtown expansion in the sense that it uses extra taxes generated by growth in businesses in the DDA district to conduct and build projects needed to support that growth. In this way, the downtown will help itself revive and grow.

Although the DDA contains business areas that are distinctive in their function and appearance, the plan considers the district as one in terms of financing, since the need to address all areas within is imminent. Namely, the intended reconstruction of the Business Loop BL-75 (James Street) corridor by the Michigan Department of Transportation in 2006-09 provides both a challenge and opportunity for the DDA's entire District and the community.

Projects 1 through 10 (Sections 4.1 – 4.10) summarized in Section C below are all considered critical to fulfilling the public's role in the revitalization of the Downtown District. In addition, the DDA recognizes the need to actively support and be aware of projects outside of the district, in the sense that public facilities and businesses within the District relate to and can affect areas outside of the District, and visa versa. Projects 11 – 16 (Sections 4.11- 4.16) are key areas where the DDA envisions strong supportive roles and community-NGO and governmental partnering opportunities (see Section 4 - Project Summaries).

The following Development Plan Summary specifies the public improvements that the DDA has identified as critical in revitalizing the District. The supporting information required by Public Act 197 is also included.

#### **A. Boundaries of the Development Plan**

The general boundaries of the DDA district are described as: the M-72/M-93 (up to the intersection of BL-75 (James St.) on the north; the Lake States Railway Company (LSRC) R.O.W on the west; the rear parcel property lines of N. James businesses on the west, with a two block extension at Michigan Avenue to the centerline of Spruce Street to the east; and the center line of State Street / Railroad clear vision R.O.W / and the M-72 (Eastbound) centerline at the intersection, as shown on Map 3.1. A DRAFT legal description of the DDA District is as follows:

Beginning at the intersection of M-72 W. / M-93 centerline and the east R.O.W. Line of the Lake States Railway Company (LSRC) R.O.W, thence southeasterly to the south line of parcel E of the Goodale's Addition, thence easterly to the intersection of the centerlines of M-72 E., James (BL-75) and State Streets, thence northerly to intersection of the centerlines of State and Oliver Streets, thence northwesterly to the intersection of the centerlines of Oliver and Charles Streets, thence southwestery to the intersections of James (BL-75) and Charles Streets, thence northwesterly to the intersection of the James (BL-75) and the Ingham Street R.O.W., thence northwesterly along the rear property lines of Parcels (Sunoco Service station and Farm Bureau Insurance) through the Ionia Street R.O.W. continuing northwesterly along the rear property lines of Parcels (Formerly B.C. Pizza and Kiss Magic Nails) to the Southwest property corner of Parcel (Gale Enterprises), Thence northeasterly along the southerly property line of Parcel (Gale Enterprises) through the Peninsular Street R.O.W. continuing easterly along the southerly property lines of Parcels (U.S. Post Office, Rialto Theatre and Keyport) to the Spruce Street R.O.W., thence northwesterly to the northeast property corner of Parcel (Citizen's Bank), thence southeasterly along the northerly property line of Parcel (Citizen's Bank) through the Peninsular Street R.O.W. , thence northeasterly to the northeasterly property corner of Parcel (Bear's Den etc parking lot) to the southeasterly property corner of Parcel (Bear's Den etc parking lot), thence northeasterly along the rear property lines of Parcels (Verizon) through the Ottawa Street R.O.W.) to the northeasterly property corner of Parcel (The Medicine Shoppe), thence northeasterly along the rear property line of Parcel (the Medicine Shoppe) to the northeasterly property corner of Parcel (Rochette's), thence northwesterly to the intersection of the Ogemaw Street R.O.W., thence northwesterly to the northeasterly property corner of Parcel (vacant Discount Mart), thence northwesterly along the northeasterly property lines of parcels (Fenton's Auto, Cedar Motel and Clark Gas Station) to the intersection of the centerline of Lake Street, thence southwestery to the point of beginning.

## **B. Existing Public and Private Land Uses**

Maps 3.2a and 3.2b show the existing public and private land uses in the District. The DDA has further partitioned the District into sub-areas A thru P. All streets and alleys within the District are public and there are currently no public parking lots within the downtown. Public parking exists in the public R.O.W predominately along Michigan Avenue, Norway Street, with some on Peninsular Street and Burton Court.

The area contains a mix of public and private uses along Norway Street, Highway Commercial on James Street including 11 businesses (6 gas stations, 1 auto dealerships, and 3 parts supply locations) related to vehicles, and a small commercial central business district on three blocks of Michigan Avenue. The district borders the residential grid of the City along its transitional Peninsular and Spruce Street edges on the east. The District currently contains no industry, but is adjacent to a Saginaw & Tuscola rail spur



predominately used for freight, Fick & Sons (Pacific Pride) large Trucking / Service area, the Crawford County Courthouse and Jail, and the former Bear Archery industrial site (Brownfield).

### **C. Description of Improvements and Alterations, Timing and Priorities**

The proposed projects improvements described below with supportive detail provided in Section 4 – Project Summaries. Each project or specified improvement encompasses a range of public improvements as deemed necessary in each area including consideration of the following:

Utility burial or “clean-up;” coordination with public utility water; storm and sanitary sewer; pavement resurfacing, and curb replacement (per the City CIP plan); sidewalks and pedestrian ways; decorative street lighting, street trees and landscaping; regulatory, “way-finding” and interpretive signage; street amenities (benches, litter receptacles, tree grates, seasonal decoration considerations), and building awnings/canopies.

In addition, the DDA plan calls for design considerations for on-street public parking, traffic calming measures, public alleys for deliveries, access management to the BL-75 trunk line, and non-motorized connections and crossings (crosswalks, and curb projections). The DDA intends to promote the implementation of an appropriately defined Traffic Analysis as it relates to these and MDOT proposed improvements to the business loop (see Section 4 – Project Summaries – Project 4.11).

#### **Michigan Avenue Streetscape**

The original “*Milltown*” theme is still visible in the detailing of several of the Michigan Avenue buildings and utilized throughout the community in business nomenclature. However, improvements ‘upgrading’ and refreshment of the downtown character and “image” of Grayling beyond “*Milltown*” have consistently emerged as a major goal of the downtown merchants and the broader community.

The purpose of this project will be to consider all the aspects of the downtown Michigan Avenue Streetscape, its relationship and importance to the community today, and to design, fund, and implement a streetscape revitalization project.

It is critical that the Michigan Avenue project, both design and sequenced implementation, closely correspond with the MDOT BL-75 James Street project and DDA James Street Enhancement (see section 4.6) anticipated for the timeframe of 2005-2009.

#### **Storefront Façade Initiative**

The Storefront Façade Initiative targets helping DDA businesses invigorate the core downtown image most recently evoked by the “*Milltown*” theme of past decades, now needing reinvention. The DDA can help guide this process by



creating programs, catalysts and incentives for businesses to participate as they consider renovation, relocation, and new speculation.

The planning and development of a low interest loan program sponsored by the DDA and set up with the help and participation of several local banks should commence as soon as the DDA is ready to proceed (targeted rollout 2005). In addition, there is a necessity for the DDA to work with the Planning Commission to develop downtown architectural design guidelines or form based design initiatives/ ordinances to provide the review and regulatory tools to support any Façade Improvements Program.

Once performance of downtown architectural assessment has occurred and working design guidelines or a form based design ordinance is in place, the DDA can move forward with the Storefront Façade Program. Conceptual designs for properties (incentives) ideally conducted concurrent to associated streetscape design development.

### **Norway Streetscape**

The purpose of the project is to implement streetscape elements to tie into Michigan Avenue (lighting, street tree program, pedestrian amenities/niches). In doing so, the project will provide public incentives (i.e. streetscape cost share, façade improvements, public parking improvements) to encourage partnerships with private redevelopment of vacant, and/or marginal properties (Brownfield sites) for future commercial/retail ventures.

Norway Avenue currently suffers from a bit of an identity crisis. The corridor is however, a critical gateway to and from the Michigan Avenue. However, its full continuum of business retail, service, agency, tourism, and even urban “blight” properties do not provide a cohesive or strengthening aspect to the downtown core. The corridor does enjoy several of Grayling’s well-known establishments, including The Icehouse Quilt Shop, Goodale’s Bakery and the Historical Museum. Each attracts a unique set of local and regional clientele, as well as serving the touring visitor to Grayling.

Finally, Norway Street provides an “off the beaten path” parking and staging opportunity for touring visitors to Grayling, particularly suitable to those with larger Recreational vehicles or boats due to its wide roadway cross-section and ample on-street parking. The DDA will make careful consideration of this element as redesign is accomplished.

### **Public Alleys/Parking Lot Improvements (West)**

The purpose of the project is to develop and implement a cohesive West side alley and parking lot plan integrating all elements affecting the land procurement, infrastructure design, involvement of affected businesses, funding and timing for implementation.

The DDA will integrate objectives with City Capital Improvements Plan (CIP), including Burton Court and former Shoppenagon Inn parking lot purchase (including cellular phone tower), and pursue the development of public parking facilities to the rear of the Michigan Avenue (west side) Block that will maximize downtown shopping and overflow parking capacity. The project will also attempt to provide an opportunity for true double frontage for the block's businesses.

#### **Public Alleys/Parking Lots Improvements (East)**

The purpose of the project is to develop and implement a cohesive East side alley and parking lot plan integrating all elements affecting the land procurement, infrastructure design, involvement of affected businesses, funding and timing for implementation.

The DDA will integrate objectives with City Capital Improvements Plan (CIP), including the Bear's Den and Bicycle Shop blocks parking lots possible outright purchase or long term leasing, and pursue the development of parking facilities to the rear of the Michigan Avenue (east side) Block that will maximize downtown shopping and overflow parking capacity. The project will also attempt to provide an opportunity for true double frontage for the block's businesses.

#### **James Street (Business Loop BL-75) Enhancements**

The purpose of the project on the *south end from M-72E to the AuSable River* is to design and implement streetscape elements along the corridor to the extent possible to tie into the South Business loop improvements and intersection at M-72E, and include consideration of possible landscape easements from businesses on this largely highway commercial section.

The purpose of the project on the *north end from the AuSable River to M-72W* is to design and implement streetscape elements at key intersections to tie James Street to the downtown street grid. This would include design elements such as lighting; boulevard or curb projections – improved crosswalks; improved visual character of the rear and blank walls of Michigan Avenue businesses; and pedestrian amenities/niches. To the extent possible, the design streetscape elements along the corridor should include consideration of possible landscape easements from businesses. Finally, the project must consider how to integrate with improvements to the storm water sewer system as part of the ongoing Storm Water - Low Impact Development (LID) project.

Currently, the BL-75 south and the M-72 W (Grayling Township) are undergoing multi-year projects focusing on aesthetic improvement and multi-modal capability. Transportation Enhancement (TEA-21) grants with MDOT have provided the community's first corridor aesthetic improvement projects in over 20 years and established a palette of site details and specifications that can be incorporated into future streetscape projects.

A strong connection to the remainder of the BL-75 James Street Corridor will continue the efforts and quality environment visitors and locals will experience further south along the corridor as the nearly completed (Spring 2005) BL-75 enhancement project matures.

### **Michigan Main Street Program**

The purpose of this project is to develop an opportunity for the Grayling DDA to participate in and benefit by the Michigan Main Street Program sponsored by the National Trust for Historic Preservation and administered by the Michigan Economic Development Corporation (MEDC). The program's philosophy is both comprehensive and incremental. It fosters self-help, public private partnerships, building on existing assets, quality, change, and action.

The DDA will continue to evolve the four-point approach integrated into the Grayling DDA Organizational Chart (see Section 2.3) and evaluate the standing board's ability to fulfill objectives identified within each area: Organization, Design, Economic and Promotional. In addition, the Board will work with the City Council to evolve funding and position description to hire a half-time DDA Director at the earliest possible opportunity.

Once the DDA organizational structure implementation and part-time DDA directorship becomes a reality, the DDA can further consider pursuit of becoming a Main Street Community and seek to benefit from the program.

### **Shoppenagon Block Redevelopment**

The purpose of the project is to assess the economic feasibility of the adaptive reuse of the Shoppenagon and Keelan buildings, identify funding source availability, and seek developers/users to implement the plan for adaptive reuse. Consideration of infrastructure improvements to the block includes possible purchase of part of the Shoppenagon Inn parking for public parking redevelopment (see section 4.4 – DDA Alleys / Parking Lots Improvements (EAST)).

The project may also pursue investigation of possible redevelopment options for the Reliable Supply property and Au Sable Gifts relocation, renovation and/or integration into future redevelopment of the remainder of the Shoppenagon Block.

The entire block appears on the County BRA Brownfield site list. It will likely soon see site investigation under a grant received by the Brownfield Authority. Upon completion of a BRA site investigation, depending on the findings and complexity and costs of needed cleanup, the DDA may choose to amend the DDA plan and omit the Shoppenagon Block from the district in order to encourage redevelopment of the property through Brownfield TIF funding rather than DDA TIF or other means.

Initially, the DDA with assistance from the Northeast Michigan Council of Governments (NEMCOG will pursue a U.S. Department of Agriculture – Rural Business Enterprise Grant (RBEG) grant targeted to accomplish an Adaptive Reuse Study.

### **Moshier’s Garage Redevelopment**

The purpose of the project is to assess the economic feasibility, possible uses, and Brownfield redevelopment potential of the Moshier’s Garage Site, identify funding source availability, and seek developers/users to implement the Brownfield plan with through the BRA.

The City and DDA must continue to work with and encourage the Crawford County BRA to attract and actively pursue private developers to redevelop this site. In addition, the City/DDA must consider other economic incentives to promote the redevelopment of these sites including complementary infrastructure development projects through other grant programs and the City Capital Improvement Plan (CIP) or outright purchase of the parcel and preparation for redevelopment.

As with the Shoppenagon Block, upon completion of the BRA site investigation the DDA may also choose to amend the DDA plan and omit the parcel (block) from the district in order to encourage redevelopment of the property through Brownfield TIF funding rather than DDA TIF or other means. In the event this occurs, the potential capture for redevelopment is far greater with the BRA capture than the TIF, which can only capture new tax revenue in the District from the City’s tax roles (not from the Schools or County). Clean-up, building demolition, and infrastructure costs could be born by Brownfield funding.

### **City “AuSable” River Park**

The purpose of the project is to physically improve and establish a destination public open space and park amenities within the context of the historic downtown park confines. The project will make improvements to the AuSable River Park with funding received from a MNRTF grant. Design will include considerations for the two portions of property: (1) the existing Chamber of Commerce on the north side of the AuSable River, and (2) the existing Municipal Park on the south side of the AuSable River. The project will investigate adaptive reuse of the former Crawford County Library Building for new public restroom development and other public/quasi-public amenities.

The project will physically connect to the downtown Michigan Avenue by means of non-motorized pathway links (possibly through mid-block alley improvements), wayfinding signage, and other amenities. Design development, engineering, and construction of the park improvements is anticipated to be concurrent with improvements to the DDA public parking and alley connections implemented in the Burton Court (alley).

**D. Estimated Costs**

As part of the Development plan, the DDA may provide for their administrative costs, financing charges, engineering, design and related expenses in connection with implementation of the Development Plan and or TIF Plan. The DDA may also provide for necessary repair/replacement of improvements over the life of the plan.

The following cost projections target funding allocations and work tasks for budgeting. Development of detailed cost estimates will occur as preliminary design engineering is completed. The budgeted cost projections may vary, up or down, depending upon the design program developed. The DDA will periodically consider increased budgeted amounts for inflation as projects remain on the list.

| <b>Project #</b> | <b>Project Description</b>   | <b>Cost Range</b>   |
|------------------|--|---|
| 4.1              | <p><b>Michigan Avenue Streetscape (3 Blocks)</b></p> <p>Prelim Engineering /Grant App.<br/>Local Match PE/CE (CIP)</p> <p>Project Design should coincide with BL-75 design and coordination with MDOT; Local Match PE/CE (CIP) or Local Services Project</p> | <p><b>\$400,000 - \$550,000</b></p> <p>(\$10,000-12,000)</p> <p>(\$100,000-\$137,500)</p> |
| 4.2              | <p><b>Storefront Façade Initiative</b></p> <p>Form Based (Design) Ordinance</p> <p>Participant – conceptual design program (2 – 3 DDA sponsored designs annually)</p>  | <p><b>\$18,000 – 55,000</b></p> <p>\$3000 - 5000</p> <p>(\$3000-10,000 per year )</p>     |
| 4.3              | <p><b>Norway Streetscape/Infrastructure (including infrastructure)</b></p> <p>Prelim Engineering /Grant App.<br/>Local Match PE/CE (CIP)</p> <p>Shoppenagon /Reliable Supply Redevelopment / Infrastructure</p>  | <p><b>\$200,000 - \$400,000</b></p> <p>\$8,000</p> <p>(\$50,000-\$100,000)</p>            |

|     |  |  |
|-----|--|--|
| 4.4 | <p><b>Public Alleys/Parking Lots Improvements (WEST)</b></p> <p>Burton Court (CIP): design, bid implementation (\$87,000 previously allocated as part of Grayling 2004 CIP) Reconstruction budget likely to expand to include sanitary sewer, streetscape and utility work</p> <p>Shoppenagon Block Design<br/>Shoppenagon lot purchase/retrofit (CIP); sequence improvements with redevelopment</p> | <p><b>\$450,000 - \$600,000</b></p> <p>(\$250,000)</p> <p>(part of Project 4.8)<br/>(\$200,000)</p>        |
| 4.5 | <p><b>Public Alleys/Parking Lots Improvements (EAST)</b></p> <p>Design development; Future procurement, leasing, improvements and upkeep to public alleys and private parking lots:</p> <p>Peninsular St. Angle Parking (CIP); coincide with Bear's Den Block redevelopment</p> <p>Parking lot procurement</p>   | <p><b>\$225,000 - \$380,000</b></p> <p>\$5000-7500</p> <p>\$120,000</p> <p>\$100,000 – 250,000</p>         |
| 4.6 | <p><b>James St. Enhancements (BL-75)</b></p> <p>Prelim Engineering/Grant App ('05).</p> <p>Local match (5-10%) for PE/CE and non-participating (assuming MDOT would be local applicant 20% min local match) for enhancement project of \$200-300K.</p> <p>Infrastructure (incl. engineering) (CIP) – concurrent with MDOT construction project</p>   | <p><b>\$725,000-\$825,000</b></p> <p>\$10,000</p> <p>\$36,000-\$54,000</p> <p>\$525,000</p>                |
| 4.7 | <p><b>Michigan Main Street Program</b></p> <p>Phase 1 – Workshop / Training<br/>Phase 2 – CBDG project (possibly Shoppenagon Block)<br/>* Need half-time staff dedicated 100% to downtown to be eligible to participate in Main St.</p>  | <p><b>\$10,000-\$100,000</b></p> <p>\$10,000 (Est.)<br/>Unknown</p> <p>\$75,000-\$90,000<br/>(3 years)</p> |

|      |  |  |
|------|--|--|
| 4.8  | <p><b>Shoppenagon Block Redevelopment</b></p> <p>USDA RBEG Grant App./ Adaptive Reuse Feasibility</p> <p>Redevelopment Projects</p>  | <p>Unknown</p> <p>\$70,000<br/>(Local match can be in-kind services)</p> <p>Costs depend on infrastructure improvements made on Mich. Ave and Norway Street)</p> |
| 4.9  | <p><b>Moshier's Garage Block (Brownfield Redevelopment)</b></p> <p>Also consider Former Cueter's Tire (outside of district), and the Shoppenagon Block as part of or separate Brownfield redevelopment in the district</p> | <p>Unknown</p> <p>Likely first step BRA investigation / possible acquisition into public ownership for conversion</p>  |
| 4.10 | <p><b>City (AuSable River) Park</b></p> <p>Local Match (Funded Grayling CIP '04)<br/>MNRTF Grant awarded / authorized 2004</p>   | <p><b>\$465,300</b></p> <p>\$116,325</p>   |



## E. Staging

The DDA Projects outlined have been assigned a priority level from 1 to 4. Projects assigned a higher priority have been determined to have a more imminent need to commence. Each priority level (project) has an anticipated timeframe with detailed quarterly assignments made where applicable.

The DDA acknowledges that circumstances may change the order of prioritization and timeframes that projects will be undertaken. Additionally, the DDA may choose to initiate projects on the list sooner than the projected date within the plan, realizing that they cannot add new projects without a plan amendment.

The intent of the plan is to establish a working, flexible project list that will allow the DDA to target projects and adjust the prioritization as funding and financing opportunities arise. In many instances targeted grant sources and funding will be sought and leveraged by local funds to fulfill the targeted budgets for the projects proposed. The following list attempts to identify the funding sources from which to seek assistance.

| <b>Project #</b> | <b>Priority</b> | <b>Year(s)</b>  | <b>Project Description</b>   |
|------------------|-----------------|---|--|
| 4.1              | 1               | <b>2005-08</b><br><br>2005-06<br>Q3,4- Q1<br><br>2005-08                | <b>Michigan Avenue Streetscape<br/>(3 Blocks)</b><br><br>Prelim Engineering /Grant App.<br>Local Match PE/CE (CIP)<br><br>Project Design should coincide with BL-75 design<br>and coordination with MDOT; Local Match PE/CE<br>(CIP)                 |
| 4.2              | 1               | <b>2005-2010</b><br><br>2005<br>Q1-2<br><br>2005<br>Q3-4<br><br>2006-10 | <b>Storefront Façade Initiative</b><br><br>Formed Based (Design) Ordinance with Planning<br>Commission<br><br>Participant – conceptual design program<br>(coincide with Streetscape conceptual design)<br><br>(2 – 3 DDA sponsored designs annually) |
| 4.3              | 2               | <b>2005-06</b><br>Q4 – 1Q   | <b>Norway Streetscape/Infrastructure</b><br>(including infrastructure)   |

|     |   |                  |   |
|-----|---|------------------|---|
|     |   | 2005-06          | Prelim Engineering /Grant App.<br>Local Match PE/CE (CIP)   |
|     |   | 2006-10          | Shoppenagon /Reliable Supply Redevelopment /<br>Infrastructure  |
| 4.4 | 1 | <b>2004-06</b>   | <b>Public Alleys/Parking Lots Improvements (WEST)</b>   |
|     |   | 2004-05          | Burton Court (CIP): design, bid implementation  |
|     |   | 2005             | Shoppenagon Block Design (See RBEG Grant Project 4.8)   |
|     |   | 2007-10 target   | Shoppenagon lot purchase/retrofit (CIP); sequence improvements with redevelopment   |
| 4.5 | 2 | <b>2005-06</b>   | <b>Public Alleys/Parking Lots Improvements (EAST)</b>   |
|     |   | 2005-06 Q3-4     | Design development; Future procurement, leasing, improvements and upkeep to public alleys and private parking lots:                                     |
|     |   | 2006-08          | Peninsular St. Angle Parking (CIP); coincide with Bear's Den' Block redevelopment   |
| 4.6 | 1 | <b>2005-09</b>   | <b>James St. Enhancements (BL-75)</b>   |
|     |   | 2005 Q2-3        | Prelim Engineering/Grant App ('05).   |
|     |   | 2005-06 Q4-Q1    | Local match (5-10%) for PE/CE and non-participating (assuming MDOT would be local applicant 20% min local match) for enhancement project of \$200-300K. |
|     |   | 2007-09          | Infrastructure(including engineering) (CIP) – concurrent with MDOT construction project   |
| 4.7 | 4 | <b>2007-2010</b> | <b>Michigan Main Street Program</b>   |
|     |   |                  | Phase 1 – Workshop / Training<br>Phase 2 – CDBG project<br>(possibly Shoppenagon Block)   |

|      |   |  |  |
|------|---|--|--|
|      |   |  | *Need half-time staff dedicated 100% to downtown to be eligible to participate in Main Street                                |
| 4.8  | 1 | <b>2005-2010</b><br><br>2004-05<br>Q4 – Q1<br><br>2007 -2010 | <b>Shoppenagon Block Redevelopment</b><br><br>USDA RBEG Grant App./ Adaptive Reuse Feasibility<br><br>Redevelopment Projects |
| 4.9  | 2 | <b>2007-2012</b>   | <b>Moshier’s Garage Block (Brownfield Redevelopment)</b><br><br>Also consider Cueter’s Garage (as part of                    |
| 4.10 | 1 | <b>2004-06</b><br><br>2004-05<br>Q4-Q2<br><br>2005           | <b>City (AuSable River) Park</b><br><br>Design Engineering; Bidding<br><br>Construction in conjunction with Burton Court     |

## **F. Open Space**

Currently the DDA District does not contain significant open space proportionate to its land mass. The City “*AuSable River*” Park (approximately 4 acres) is, therefore heavily taxed for public open space use in the Downtown Core. Everything from the week long AuSable River Festival to the impromptu drive-thru “tourist lunch stop” occurs in this space with many new needs and desires pressuring its limited resources. Project 4.12 – City “*AuSable River*” Park is a Priority 1 project. It will begin the process of downtown brick and mortar upgrades in support of the downtown revitalization effort by the DDA.

The DDA Development Plan also identifies adjacent parcels that have the capacity to expand the public open space, particularly along the AuSable River and therefore expand the leisure time and recreational resources associated with Downtown Grayling. Projects targeting mixed used re-development have the potential to integrate more downtown open space in the form of useable green spaces such as pocket parks, amphitheatre, urban “people” spaces like open-air farmer’s markets, and pedestrian and leisure time supporting elements like trails, walkways and streetscape elements.

Public alleys and mid-block pedestrian alleys are also urban – open spaces that will receive enhancement efforts. DDA Projects 4.4 and 4.5, DDA Alley/Parking Lot Improvements target pursuit of these opportunities with the improvement of downtown parking and alleys. One downtown pocket park located next to the meat market is privately held but informally allows connection to rear alley parking; however, the space is in need of upgrades. Planned efforts will incorporate this and other valuable public open space connections in the Michigan Avenue blocks.

Mixed-use redevelopment of the Shoppenagon and Moshier Garage Blocks, projects 4.8 and 4.9 respectively, also will optimally integrate public open space amenities. Lingering and programmable spaces for sidewalk events, festivals, and fairs create an environment for cross-shopping and destination trip planning that these redeveloped mixed-use blocks need.

The Development Plan outlines specific projects 4.13 through 4.15, AuSable Riverwalk, Bear Archery Open Space Amenities, and the Rialto Theatre respectively, which all target projects involving multiple landowners and both public and private land uses. The potential benefits of these projects to the Downtown core are high priorities, and must remain actively supported by the DDA Board.

## **G. Land Exchanges**

In general, the DDA Development Plan intends that any property and improvements completed in fulfillment of the Plan will become the property of the City of Grayling. The City will retain full control of all improvements unless other leasing or ownership agreements made with other parties exist. As a public entity created under the auspices of the City, and pursuant to the law, the DDA may elect to be the purchaser or holding party, either through real estate transaction or other means, of properties identified within

the Plan for improvements. In all cases, the DDA will be entitled to make arrangements regarding ownership that are in the best interests of the City and the DDA Development Plan.

## **H. Zoning**

Currently, all areas of the DDA District fall within the C-1, Downtown Commercial or C-3, Highway Commercial zoning districts and all land uses proposed in the Plan are compatible with the ordinance. However, as presented in several project descriptions in Section 4 – Project Summaries, targeted DDA redevelopment, streetscape, and enhancement projects will greatly benefit from the update of the zoning ordinance and ultimately the Master Plan that is currently a joint plan of Grayling Township and City of Grayling. The DDA, within the context of the DDA Development Projects, will work with the Grayling Planning Commission, to update the current Zoning Ordinance and Master Plan. Several areas of concern identified include signage, lighting, form-based (design), and big box language.

In the future, the DDA may wish to amend the Plan to consider transitional R-1 and C-3 areas adjacent to the DDA district but subject to likely commercial redevelopment potential. This may involve the consideration of rezoning and/or incorporating these areas into an expanded district. These areas include but are not limited to the residential partial blocks along Peninsular Street; existing single-family home conversions in the C-3 district along M-93 on the North end of the District; and commercial and City (leased) properties on the southeast side of the AuSable River currently not included in the District.

## **I. Cost Recovery/Financing**

The projected opinion of cost of DDA projects and targeted funding and financing sources is summarized Items C and D above and in the Plan, Section 5.3 – Project Financing. The DDA intends to pursue the financing of the plan through a combination of Income Tax Revenues leveraged by a 2-mill levy, to pay down a bond issue for the projects conducted in the DDA District. At this time the DDA does not intend to implement Tax Increment Finance based on projected growth within the District as it has been projected to generate no financial benefit to financing the development project goals over other conventional means. However, at some point in the future it may be revisited, particularly if County and School District capture are available.

**J. Sale of Land** - Not applicable at this time

**K. Procedures for conveying Property** - Not applicable at this time

**L. Displaced Residents** - Not applicable at this time

**M. A Relocation Plan** - Not applicable at this time

**N. Relocation Costs** – Not applicable at this time