



Old Milan Fire Barn


**HISTORIC
DOWNTOWN
MILAN**



City of Milan
Master Plan

City of Milan Planning Commission

February, 2010

City of Milan Master Plan

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**City of Milan
Master Plan
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Introduction

Overview

The Milan City Master Plan is the latest undertaking by the City to guide the future growth and development of the City. The basis for this plan is the desire on the part of the residents, appointed Commissions and Board members, and elected officials to ensure that the City of Milan continues to retain the features and characteristics which they treasure and continues to prosper well into the future. The strong character of the existing neighborhoods and the vitality of the central business district are but two of the attributes that exemplify why this planning effort has been pursued.

The Master Plan is designed to identify and clarify the goals of the community, develop strategies for land use, and define a clear and concise implementation plan to help the City succeed in its efforts at continued community betterment. The process that is employed in this undertaking is to gather and analyze pertinent information that yields a “snapshot” of existing conditions, as they exist within the community today. This snapshot includes information relative to natural features, socio-economic characteristics, and land use.

Identification of existing conditions is followed by clarifying the visions and goals of the local community. This is achieved through the use of community visioning and discussions with a wide cross-section of community members. From this step, a series of goals are developed that are then combined with the existing conditions and trends to shape alternative responses or strategies for the future growth and development of the community. These alternatives help clarify how the community will strive to achieve its goals in the areas of residential, commercial, and industrial development as well as in the provision of community and public facilities, parks and recreation, and transportation facilities.

The process concludes with an in-depth identification of the methods that may be employed to actually begin implementing the identified development alternatives. Implementation methods may include education and outreach efforts, public policy and regulatory actions, public facility

improvements, and economic development efforts. It is through the successful implementation of the development alternatives, that the vision and goals identified by the community can be achieved over time.

Legal Basis for the Master Plan

The Municipal Planning Act of the State of Michigan (P.A. 285 of 1931) expressly authorizes cities, villages, and townships to engage in planning and zoning. The Act states that the Planning Commission's planning activity shall consist of the development of a master plan, which is:

“ . . . made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the municipality and its environs which, in accordance with present and future needs, best promote health, safety, morals, order, welfare, as well as efficiency and economy in the process of development; including, among other things, adequate provision for traffic, the promotion of safety from fire and other dangers, adequate provision for light and air, the promotion of the healthful and convenient distribution of population, the promotion of good civic design and arrangement, wise and efficient expenditure of public funds, and adequate provision of public utilities, and other public requirements.” (M.C.L. 125.37)

Purpose and Need for Master Plan Update

The City of Milan has a long tradition of planning for its future. This is reflected in the previous comprehensive master plans, downtown development plans, and parks and recreation plans. The purpose of this master plan update is to build upon this planning heritage and to continue to comprehensively plan for the future of the City of Milan. The primary purposes of a master plan are to:

- Achieve an understanding of the scale and scope of growth and development and the likely future trends in the community

- ❑ Clearly define community priorities with regard to growth, development, and land use
- ❑ An opportunity to build and strengthen a community consensus about the future land use and development patterns in the city
- ❑ Identification of realistic and effective mechanisms to achieve the plan's goals and objectives.

The need for updating the current master plan derives from a number of issues. The first and foremost is the pace of change occurring in the City of Milan and in southeast Michigan. Population growth and development expansion is occurring at a rapid pace in the region and is likely to continue to do so into the foreseeable future. Recent developments in the region such as the Cabela's development in Dundee and the continued rapid development in Washtenaw and Monroe County have and will continue to impact the City of Milan in the future. Second, is the change in the community's expectations regarding future growth patterns and in the expectations placed upon planning efforts. Increasingly, the community has gained a greater understanding of the value of traditional development characteristics such as interconnected streets, concern with the ability for pedestrians to move freely in the community, and continued viability of the central business district.

Finally, the issue of intergovernmental cooperation has become increasingly significant relative to the future of the city and the surrounding region. Elected officials, business people, and residents in Milan, the surrounding townships, and the county have become aware of the reality that comprehensive, planned, and organized regional growth and development is in the best interest of the region. The current master plan, though it serves as an excellent foundation upon which to build, does not adequately reflect these new realities and issues. This is precisely why it is generally recommended that regular updates of comprehensive plans take place to ensure they remain relevant.

The specific objectives of the master plan update include the following:

- ❑ Provides a comprehensive means of integrating proposals to look years ahead to meet future needs regarding general and major aspects of physical conservation and development throughout the City of Milan and its adjoining planning area;

- ❑ Serves as the official, advisory policy statement for encouraging orderly and efficient use of the land for residences, businesses, industry, and open space, and for coordinating these uses of land with each other, with streets, and with other necessary public facilities and services;
- ❑ Creates a logical basis for zoning, subdivision design, design guidelines, capital improvement plans, and for facilitating and guiding the work of the planning commission and the city council, as well as other public and private endeavors dealing with growth and development;
- ❑ Provides a means for private organizations and individuals to determine how they may relate their building and development projects and policies to official city planning policies, and
- ❑ Offers a means of relating the plans of Milan to the plans of the adjoining townships and the region as a whole.

Regional Context

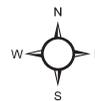
The City of Milan is located in both Washtenaw County and Monroe County, bordering Milan Township, York Township, Augusta Township, and London Township. The City is located approximately 15 miles from Ann Arbor, 40 miles from Toledo and 45 miles from the City of Detroit. Access to Ann Arbor, Ypsilanti, and Toledo is provided primarily via U.S. Highway 23. Locations throughout Michigan are accessible via the interstate system.

Milan's proximity to Ann Arbor/Ypsilanti, Detroit and Toledo has historically influenced much of the city's growth and development. This trend will continue as shown in the population growths projected by the Southeast Michigan Council of Governments (SEMCOG). US-23 and other regional freeways makes travel to the Ann Arbor/Ypsilanti, Toledo and Detroit areas even easier and allows people to have big city opportunities available, including shopping and entertainment, medical facilities and employment, while living in a "small town" environment.



City of Milan, Michigan

Map 1 - Regional Location



Carlisle/Wortman Associates, Inc.
Community Planners & Landscape Architects
Plot Gen.: June 16, 2009



Historical Development

The original settlement was created because of accessibility to the Saline River and the toll gate that was placed here on the plank road that ran from Monroe to Saline. According to *Ancient and Modern Milan, 1830-1976*, John Marvin was the first settler in the vicinity. He built a log house in 1830, where the public parking lot east of the former Danube Inn is now located. Other settlers followed, constructing homes, farms and businesses.

The plank road was vital in providing circulation throughout the region. Milan saw heavy amounts of traffic throughout these early years. Commerce included wheat and flour from Dexter, Saline and other Washtenaw communities transported to Monroe via the plank road. Each traveler was stopped at the Milan toll booth and charged five cents, to pay for continual maintenance of the road. Further transportation enhancements, including the opening of the Toledo, Ann Arbor and North Michigan railway in 1878 and the Wabash Railway in 1880, further linked Milan to other communities and aided in the settlements expansion.

A saw mill and flour mill were built in the mid 1830's. Both were run by steam and water power from the Saline River. Additional mills were constructed. All repeatedly changed ownership until purchased by the Ford Motor Company in 1936. These properties and others west of Wabash Road along the river were purchased so that Ford could raise the water level of the river in order to create more powerful water power for the company's use. The operation included creation of Ford Lake and a rerouting of the river east of Wabash. The Village, Federal and State Government and the Ford Motor Company also worked together in 1937 to construct a new dam and Wabash bridge at its current location. The Ford plants operated until 1947, employing about 200 people. All Ford holdings were sold to the City of Milan in 1948, and converted to various community facilities.

The first school was organized in 1837. A large school was constructed at the corner of Hurd and Ferman in 1862 replacing smaller temporary facilities. The first graduating class included six students in 1885. This schoolhouse also had to be replaced in 1900 following a fire. This school and continual additions served the area until consolidation of the school district.

The first Post Office in Milan opened in 1833. The town was originally called Tolansville, Woodward's Mill's or Farmers. The current name was designated in 1836. Although money was donated as early as 1874 to create a public library, it was not until 1935 that the first free library was provided to residents. This library, on the second floor of the village hall, was eventually moved to a new building on Wabash in 1966. Inclusion with the Washtenaw County Library system in the late 1960s and the Monroe County system in 1972 has provided additional opportunities for Milan and its residents.

The first park was deeded into Milan in 1921, creating the Milan Park system. This parcel, deeded by Mr. Charles Wilson, and a parcel from a Mr. Alfred Wormer, permitted the creation of Wilson Park on Wabash. Inclusion of additional land into Milan, especially parcels from the Federal Correctional facility in 1972 and from the Ford property adjacent to the Saline River has provided Milan with a multitude of future recreational opportunities.

The Milan Historical Society and Historical Commission is active in preserving many assets of the city's past. The Community house, once a part of the Ford facility along the Saline River, has been preserved at its Neckel Court location and is used for community functions. In 2002 the Historical Commission completed the restoration of the old fire station at the corner of East Main and County Street. In addition, one cannot mention Milan historical structures without discussing the Hack House, located at 775 County Street. Built in 1888 in the Queen Anne style, the home was constructed by Olive Friend and occupied by William and Mary Hack in 1895. The home and grounds is listed on the National Register of Historic Places and has been maintained by the Society since it was donated by the Owens-Illinois Corporation in 1980.

Previous Planning Efforts

Milan has a rich tradition of planning, beginning with the General Land Use Plan for the Milan Region, completed in 1965. Continuous planning efforts have helped Milan to plan for and guide its growth and development and to help inform decision makers and residents on a variety of issues. These efforts are briefly described in the following and are provided to help establish a "planning context" to facilitate a better understanding of how these past activities have succeeded or failed at their intended purpose:

General Land Use Plan for the Milan Region – 1965

This plan was completed by the Washtenaw County Metropolitan Planning Commission and was intended to set forth generalized land use policies and proposals for the region as a whole. The Plan included the area that now consists of the City of Milan and the Townships of York, London, Augusta, and Milan.

Master Plan for Future Land Use – 1975

This plan was completed by the City of Milan in December of 1975, following two years worth of research and discussion. The purpose of the plan was to set forth a general plan that would guide the long-range development of land within the planning area. A prime objective of the plan was to achieve a balance of land uses that would economically, physically, and socially benefit those persons residing in and about the defined planning area. A series of goals were established through this planning effort and are presented in the following:

- The City of Milan should strive to provide a well balanced residential land use plan. This should include a full range of residential densities and encourage a variety of housing types.
- The existing and proposed school sites, where feasible, should be used and developed jointly by the City and School District for both passive and active recreation purposes.
- The recommendation of the existing Parks and Recreation Plan should be incorporated into the proposed Master Plan.
- The existing Central Business District should be rehabilitated to the extent that is both realistic and feasible.
- The existing plans and timetables (County, regional, and others) to provide water and sewer should be reviewed and analyzed to determine the impact on future growth of the City and surrounding area.
- Growth should be encouraged (the extent of which depending on the conclusion of the previous goal) and coordinated with the neighboring townships.
- The Master Plan should encourage the location (as it relates to the yet to be defined Milan Planning Area) of future school sites in relationship to the population to be served.
- The vehicular traffic circulation system within the City should be improved, with a major emphasis on the north/south movement.

- The Master Plan should recommend sites on which the City could develop a Civic Center complex to house new government and administration buildings.
- The Master Plan should recommend potential areas for the development of senior citizen housing.
- The thoroughfare approaches to the City should be aesthetically improved.
- Industrial development should be encouraged.
- The Master Plan for Future Land Use should recommend the elimination of incompatible land uses.
- The City should undertake and the Master Plan should encourage the development of a forestation and reforestation program.
- The City should take steps to insure that all inferior structures in the City be either removed or rehabilitated so as to conform to minimum Codes and Ordinances of the City.

The Comprehensive Plan also included an analysis of the City relative to the “Neighborhood Unit Concept”, a development pattern that considers the neighborhood unit (residences, associated recreational facilities, elementary school, etc.) as the basic building block of a community. The Plan concluded with recommendations relative to the various categories of land uses (residential, commercial, industrial, etc.). The goals and recommendations were then presented graphically in the Future Land Use Map.

City of Milan Comprehensive Plan – 1979

This plan was completed by the City of Milan in 1979 and was intended to serve as an update to the 1975 Plan. The Plan was organized into two parts, the first consisted of the collection and analysis of data collected by a Planning Team from the University of Michigan, the second consisted of the recommendations for the future use of land in the City. Through this planning effort, a series of goals were identified and are presented in the following:

- Milan’s city borders should be expanded through annexation and land made available for development of all family housing needs.
- Expanded housing facilities for senior citizens should be provided.
- Milan’s downtown retail core should be strengthened.

- Industrial development is at a satisfactory level; however, the City is receptive to new industrial development.
- Traffic flow through the downtown area should be improved to reduce congestion and improve pedestrian safety.
- Transportation alternatives for the elderly and handicapped should be improved.
- Expansion of sewage treatment capacity must be vigorously pursued.
- Traffic restrictions caused by railroad crossings must be mitigated or eliminated.
- Expansion of community facilities, (i.e., city offices, library, etc), is required.
- Capacity of schools must be carefully monitored as population increases.
- The financial impact of the tax limitation legislation must be carefully analyzed as details of implementation are made known.
- City government structure must keep abreast of the changes in the City and be altered as necessary.

The Plan concluded with recommendations relative to the various categories of land uses (residential, commercial, industrial, etc.). The Plan did not include a revised Future Land Use Plan or Map and therefore served primarily as a policy guide.

Milan 2010 Master Plan – 1991

This plan was completed by the City of Milan in 1991 and was intended to set forth a general plan that would serve as a guide to the long range development of land in the City of Milan planning area. Through this planning effort, a series of goals were identified and are presented in the following:

- To create a pattern of development for the City of Milan in which various land use designations are compatible with one another.
- To provide an accurate balance of housing types to meet the needs of Milan residents.
- To designate land uses in such a way that development is not over taxing the infrastructure.
- To preserve the natural resources of the City of Milan.
- To promote and provide joint use by the City and School District of existing and proposed school sites, where feasible, for both passive and active recreation purposes.

- To incorporate the existing Parks and Recreation Plan into the City of Milan 2010 Master Plan.
- To rehabilitate the existing Central Business District
- The Master Plan should provide for future school sites in relationship to the population to be served.
- Provide for adequate water and sewer service which reflects the future growth potential of the City and surrounding area.
- To provide an adequate traffic circulation system.
- To provide for potential areas to accommodate alternative housing needs for the City of Milan residents.
- To aesthetically improve the thoroughfare approaches to the City.
- To encourage industrial development.
- To recommend and eliminate incompatible land uses.
- To take steps to insure all inferior structures in the City are removed or rehabilitated so as to conform to the Code and Ordinance requirements of the City.
- To establish a historic district study committee for the purpose of identifying historical and architectural resources and methods for their preservation.

Downtown Milan Development Plan – 1993

This plan was completed in 1993 by the Milan Downtown Development Authority (DDA). The intent of the plan was to help direct the future development and re-development of downtown Milan. The planning process utilized an issue identification meeting, a market study, and a downtown merchant and customer survey to assist in the development of the final recommendations. The plan established several recommended development strategies which were organized around a four-point approach focusing on Design, Organization, Economic Restructuring, and Promotions. Specific strategies were identified as the following:

- Facade improvement workshop.
- Develop financial tools to assist with continued architectural services to individual building owners.
- Develop list of recommended architects.

- Develop list of recommended contractors.
- Develop programs to assist with financing of improvements.
- Design program for improving quality of residential buildings in DDA.
- Hire full-time project manager experienced in historic preservation, economic development, design, or promotions.
- Assess existing organizational strengths and opportunities.
- Establish formal and informal ties with other organizations.
- List the downtown on the National Register to enable tax credits on building rehabilitation projects.
- Identify other funding sources
- Develop program to assist facade improvement program.
- Develop marketing strategy to identify and attract new businesses
- Develop promotional activity for downtown
- Encourage joint marketing and partnerships.

A detailed architectural analysis of the downtown accompanied the Downtown Plan and included recommendations for physical improvements for each building located within the downtown.

City of Milan Parks and Recreation Plan – 2006

This plan was completed by the City of Milan in 2006 and is intended to guide planning and development of future parks and recreation facilities and services. The plan included a comprehensive inventory and assessment of existing recreational facilities and services as well as development trends impacting the City of Milan. The plan established a variety of goals that are included in the following:

- Develop a network of non-motorized connections throughout the parks, including access to the downtown and historic sites.
- Purchase additional property in order to provide public access to Ford Lake and to protect the scenic nature of the Saline River corridor.
- Dredge Ford Lake
- Develop park facilities to provide for the needs of users. Restrooms, sports fields, event facility, skate park, interpretive signage

- ❑ Continue to work with schools to provide adequate programs for youth. Teen/After-school programs
- ❑ Promote unique recreation facilities and partner with other organizations. Hack House, Equestrian Center/Model Airfield

The plan further identified a series of objectives relative to the previously described goals and outlines an action program for the next five years (2009-2013) to implement the identified projects in fulfillment of the objectives and goals.

Furthermore, planning efforts have been undertaken by a variety of area jurisdictions that may have an impact on Milan at some point in the future. Some of the major efforts are briefly discussed in the following:

Milan Organization for Regional Excellence

Washtenaw County Plan

Monroe County Plan

York Township Plan

Milan Township Plan

Southeast Michigan Council of Governments

Strategic Issues

An evaluation of the City of Milan in terms of its regional location, historic development pattern, economic situation, and natural features, begins to reveal several key strategic issues that begin to frame the identification of goals and objectives, the Master Plan, and the Future Land Use

Plan. These issues are presented in the following and will be discussed further throughout this plan.

Land Use Issues

Protection and promotion of “small town” character

Milan personifies the characteristic mid-western small town. The relatively compact size and density of the city, the presence of a historical central business district, the age and diversity of the housing stock, the accessibility of various public and community facilities, and the mix of uses present in the community are all indicators of this traditional development pattern. The community has repeatedly indicated its preference to protect the features that contribute positively to this character. At the same time, the community has indicated its concern over issues that may, if unchecked over time, undermine this character, including traffic congestion, strip commercial development, lack of retail diversity, and poor property maintenance.

Coordination of growth and development with adjoining communities

The continued viability of Milan includes prudent expansion of its municipal boundaries. Such expansion allows the city to attract new residential and non-residential development that accommodates an expanding population and can increase the local tax base and employment opportunities. At the same time, focusing future growth and development in and around the City of Milan can assist the surrounding townships in efforts to protect open spaces and farmland, elsewhere in the townships.

Additionally, development in and around the City of Milan allows new development to take advantage of available infrastructure, such as central sewer and water systems. Maintaining and enhancing an open dialogue with these communities to ensure that future growth in the area occurs for the benefit of all is vitally important to the future of Milan as well as to the surrounding townships.

Pursue re-development opportunities

In the past, the City, in cooperation with private developers has pursued opportunities to re-develop properties that were contaminated or had become obsolete. Such efforts have yielded new employment and housing opportunities. Continued efforts at re-development of obsolete or underused properties should continue to be pursued by the City. Such efforts should be aimed at increasing the usefulness and value of properties located in various areas of the City.

Economic Issues

Desirable size and composition of the Central Business District

The ultimate size of the Central Business District as well as the types of land uses within the Central Business District is of considerable importance to the economic future of the city. Considerations include if and where the Central Business District should be expanded, and if expanded, how should the transition in land uses occur, and finally, should a focus be placed on retail businesses, office development, entertainment, or some combination thereof.

Impact of development in surrounding areas

The economic growth and expansion of surrounding areas, such as Dundee may have a profound impact on the economy of Milan. The development of destination retail and entertainment uses in Dundee is expected to generate high volumes of traffic on US 23 that may represent an opportunity for the City of Milan. Gaining a better understanding of this possible impact and formulating an appropriate response is of importance for the city in its future economic development efforts.

Strengthen central business district's role in the Milan area economy

Recent developments in the Milan area and throughout all of Michigan have resulted in a shift of retail activities away from traditional central business districts and into commercial strip developments. Many communities have struggled for numerous years to come to terms with this shift, often trying to deal with essentially abandoned main streets. Milan has been fortunate enough to have both a favorable market and a focused effort at maintaining a retail presence in the central business district. A diligent effort at ensuring that the central business district continues to prosper and regain some of its significance is an issue of importance to the future of Milan.

Natural Features

Ford Lake and surrounding floodplain

Ford Lake, Saline River, and its associated floodplain represent significant natural features, located literally in the heart of the community. Historically, these features have been viewed either as a constraint or have been exploited for power or waste disposal. Increasingly, the community has become aware of the tremendous resource these natural features represent. The development of parks and the location of the city government operations adjacent to these features is indicative of such a shift in focus. Determining what role these natural features will play in the community's future is of importance to the city.

Community Facilities and Utilities

Maintaining sufficient level of service as community grows

The ability for the community to ensure adequate schools, public safety, and utilities is of strategic importance as the city seeks to grow and expand. Continuing to plan for future school expansion, expanding and upgrading the water supply and distribution system, and the continual expansion of the wastewater collection and treatment system is of significant importance to the city.

Impact of truck traffic

As the City of Milan and the surrounding area have sought to expand their employment and tax base through the expansion of industrial activities, the volume of truck traffic in the area has increased. For the most part, this truck traffic has to travel through the center of the City. This traffic can have negative impacts on the roads and the land uses adjoining the roads. Accommodating truck traffic, which is likely to increase even further in the future, is of significance for the city in their efforts to manage future growth and development.

Summary

In order to address regional issues, the City should continue to work cooperatively with adjacent townships toward the goal of preserving quality farmland and the rural character of the townships while encouraging development in areas in and around the City where public sewer and water are readily available. The City should work toward strengthening its existing small-town environment and maintain its position as a commercial, industrial, and recreation center. The City will provide housing, particularly in the middle price range, required by the anticipated population growth in the County. All of this would be consistent with regional goals and is achievable through local planning efforts.

Study Area

Pursuant to the Michigan Municipal Planning Act (P.A. 285 of 1931), as amended which provides for planning of the municipality and *its environs*, the Master Plan defines a study area that includes land outside the existing City's boundary. The Master Plan study area is shown graphically on all subsequent maps.

The consideration of a planning area beyond the City's existing boundary facilitates planning on a regional level, and better enables the achievement of regional planning goals in the future.

Survey and Analysis

Overview

Identifying and analyzing existing resources, facilities, and services is an integral part of gaining knowledge about the existing conditions of a community. It is this base of knowledge that, combined with the historical development patterns, current and projected trends, and a community's wishes and aspirations that will facilitate the development of alternative development patterns. The following seeks to provide this information based in as comprehensive a manner as possible, while retaining a relevancy to the effort being undertaken. The analysis employs the most recent Census data available for each relevant detail, as well as Southeast Michigan Council of Governments (SEMCOG) figures and projections and information from the data source consultant Claritas, Inc.. All future questions or decisions based upon statistical information should utilize both the data provided within this plan and updates to such provided by the United States Census Bureau and SEMCOG. Information of such can be found in many cases on the website of each, www.census.gov and www.semco.org, respectively.

Population Analysis

In this section, a number of different aspects of the population of the City of Milan are analyzed. The current population is estimated and the future population is projected. The estimates and projections are compared with the same for surrounding communities as well as both Washtenaw and Monroe counties. In addition, other population components are analyzed, including age characteristics and education attainment. Again, each of these components is compared to the surrounding communities and counties in an effort to illuminate trends that may highlight issues or opportunities present in the City of Milan.

Population Estimates and Projections

Based upon Census 2000 results, the current population of Milan is nearly 5,000 persons. Estimates for surrounding communities are more than 1,600 in Milan Township, more than 7,000 in York Township, more than 300,000 in Washtenaw County and more than 145,000 in Monroe County.

Table One. Population Estimates: City of Milan and Surrounding Area, April 2009

Community	Current Population Estimates (persons)
Milan	5,800
Milan Township	1,617
York Township	8,524
Washtenaw County	384,395
Monroe County	153,577

Source: 2000 U.S. Census, SEMCOG

Population Projections for Milan and Surrounding Communities

SEMCOG maintains population projections for Milan and other communities throughout southeast Michigan. These projections are based on historic trends, birth and death rates, and the migration or movement of population throughout the area. It is projected that the population of Milan will increase to more than 6,000 by 2010 and to near 7,000 by 2020. Surrounding communities have projected population increases similar to Milan, with the exception of Milan Township which is projected to level off or even decrease over time.

Table Two. Population Projections: City of Milan and Surrounding Communities, 2010 and 2020.

Community	Projected Population (persons)	
	2010	2020
Milan	6,022	6,721
Milan Township	1,610	1,554
York Township	7,835	8,633
Washtenaw County	340,274	373,362
Monroe County	154,900	164,800

Source: SEMCOG

Table Three. Population Growth Trends: City of Milan, 1960-2000.

Year	Population	% Change
1960	3,616	NA
1970	3,997	10.5
1980	4,182	4.6
1990	4,040	-3.5
2000	4,775	15.4

Source: U.S. Census

Division of Age Groups for Milan and Surrounding Communities

The age group distribution for Milan and adjacent communities is generally consistent. Over 34% of Milan residents are 25-44, the largest age division of residents. The second and third largest categories are 5-19 years old and 45-59 years old. Considering the number of years that all categories incorporate, the 5-19 and 25-44 categories remain the largest. The median age reflects this, with the median age of the City, 33.1, significantly lower than surrounding Townships and Monroe County (the slightly lower Washtenaw County median age likely reflects the county’s large number of college students). This suggests that the city consists mainly of young families with a substantial number of children. Addition or expansion of applicable services, particularly at schools and library facilities, may be necessary to adequately provide for this category of residents.

Table Four. Age Groups: City of Milan and Surrounding Communities, 2000.

Community	Population and Percentage by Age Group							
	Under 5	5-19	20-24	25-44	45-59	60-74	75+	Median Age
Milan	342 (7.2%)	1,102 (23.2%)	280 (5.9%)	1,631 (34.2%)	777 (16.3%)	388 (8.1%)	248 (5.2%)	33.1
Milan Township	78 (4.7%)	384 (23%)	54 (3.2%)	534 (31.9%)	346 (20.7%)	187 (11.2%)	87 (5.3%)	38.4

Community	Population and Percentage by Age Group							
	Under 5	5-19	20-24	25-44	45-59	60-74	75+	Median Age
York Township	358 (4.8%)	1,447 (19.6%)	328 (4.4%)	2,832 (38.3%)	1,737 (23.5%)	529 (7.2%)	161 (2.2%)	37.4
Washtenaw County	20,130 (6.2%)	67,913 (21.1%)	38,444 (11.9%)	103,640 (32.1%)	57,290 (17.8%)	23,206 (7.2%)	12,272 (3.8%)	31.3
Monroe County	9,683 (6.6%)	34,167 (23.4%)	7,960 (5.5%)	43,546 (29.8%)	28,760 (19.7%)	14,626 (10.0%)	7,203 (4.9%)	36.0

Source: 2000 U.S. Census

Educational Attainment within Milan and Surrounding Communities.

Table Five provides educational figures for residents. Based on the data, 32% of the city’s residents graduated from high school, with an additional 27% attending college but not receiving a degree. The city’s percentage of college attendees and graduates is much higher than the same averages for Milan Township and Monroe County, is slightly lower than York Township, and much lower than the percentage for Washtenaw County. However, the latter should not be a significant concern, due to the large number of university students and professionals mentioned previously.

Table Five. Educational Attainment: City of Milan and Surrounding Communities, 2000

Community	Educational Attainment			
	Not a High School Graduate	Graduated High School	Some College-No Degree	Bachelor’s Degree or Greater
Milan	403 (13%)	1,021 (32%)	845 (27%)	630 (20%)
Milan Township	140 (12%)	428 (38%)	297 (26%)	188 (16%)
York Township	771 (15%)	1,432 (27%)	1,319 (25%)	1,476 (28%)
Washtenaw County	16,716 (9%)	33,752 (17%)	40,063 (20%)	95,026 (48%)
Monroe County	15,918 (17%)	35,166 (37%)	22,743 (24%)	13,523 (14%)

Source: 2000 U.S. Census

Housing and Neighborhood Analysis

Housing

The quality, affordability, and availability of a community's housing stock and neighborhoods can have a significant impact on the vitality and quality of life in a community. In this section a number of different aspects of housing within the City of Milan are analyzed. The number of housing units, the amount of owner-occupied and rental units, housing values, monthly rent, and the age of housing are reviewed and compared to surrounding communities. Furthermore, the existing neighborhoods within Milan are analyzed relative to its generalized housing type and condition, characteristics of its physical form, architectural styles, and use. This neighborhood analysis is then contrasted with the principles expressed in traditional neighborhood development or new urbanism to identify both consistencies and inconsistencies with these principles.

Housing Units and Values in Milan and Surrounding Communities

Table Six and Seven provide data on housing units and values for the area. The lower percentage of owner-occupied units located in the city than in the surrounding townships and in Monroe County in general is due to the more urban character of a city of this size and age. The homeowner vacancy rate is much higher than the townships in question and only slightly lower than Monroe County; however, the rates are low enough at this time not to raise substantial concern. The low rental vacancy rate is probably due to the city's location (close to expressways linking the city with larger municipalities and job centers) and its low median rent. The median housing values of Milan are consistent with the Monroe County area. The substantially higher values of York Township and Washtenaw County reflect new home construction and established neighborhoods of large homes serving the high-priced residential markets of Ann Arbor, Saline and other communities in Washtenaw County. The trend of higher home values spreading southward could eventually have large effects on the City of Milan. Until then, Milan provides a great market for first-time homebuyers (i.e. younger families) and residents with lower incomes (senior citizens).

Table Six. Housing Units: City of Milan and Surrounding Communities, 2000.

Community	Total Housing Units	Owner-Occupied Units	Renter-Occupied Units	Homeowner Vacancy Rate	Rental Vacancy Rate
Milan	1,999	1,303 (67.8%)	620 (32.2%)	1.2%	4.5%
Milan Township	632	551 (90.3%)	59 (9.7%)	0.5%	3.3%
York Township	1,936	1,771 (93.2%)	130 (6.8%)	0.6%	6.5%
Washtenaw County	131,069	74,830 (59.7%)	50,497 (40.3%)	1.1%	4.2%
Monroe County	56,471	43,536 (81.0%)	10,236 (19%)	1.6%	5.9%

Source: 2000 U.S. Census

Table Seven. Housing Values: City of Milan and Surrounding Communities, ~~1990~~ 2000.

Community	Median Housing Value	Median Rent
Milan	\$125,500	\$652
Milan Township	\$137,100	\$600
York Township	\$214,600	\$744
Washtenaw County	\$174,300	\$687
Monroe County	\$132,000	\$549

Source: 2000 U.S. Census

Age of Housing within Milan and Adjacent Communities

As the information provided in Table Eight indicates, over 1/2 of the housing in the City, according to 2000 figures, was constructed prior to 1970. Thus, housing in the city, as well as in Milan Township, is older than housing found in other municipalities of the region.

The maturity of the city's housing is a potential concern, as age of housing stock is often an important indicator of the health of the community. This is due to the condition of

housing being related in many ways to its age. Traditionally, the need for major repairs or rehabilitation becomes evident when housing reaches an age of 30 years. This fact, coupled with changes in technology and other facets of modernization, may require significant renovations of homes to meet today's needs. Communities where a substantial proportion of the housing stock is 30 or more years old often initiate programs to encourage reinvestment in its housing stock. The city should continue to investigate such programs to ensure that its existing residences remain viable homes for existing and future residents.

Table Eight. Age of Housing: City of Milan and Surrounding Communities, 2000.

Community	Housing by Year Constructed					
	2000-1995	1990-1994	1980-1989	1970-1979	1960-1969	1940-1959
Milan	237 (12%)	178 (9%)	129 (6%)	239 (12%)	294 (15%)	426 (21%)
Milan Township	38 (6%)	23 (4%)	22 (4%)	111(17%)	67 (10%)	128 (20%)
York Township	398 (20%)	204 (10%)	194 (10%)	461 (24%)	206 (11%)	184 (10%)
Washtenaw County	15,441 (12%)	9,783 (7%)	15,992 (12%)	26,560 (20%)	22,156 (17%)	23,295 (18%)
Monroe County	6,788 (12%)	4,475 (8%)	5,176 (9%)	9,000 (16%)	6,758 (12%)	13,063 (23%)

Source: 2000 U.S. Census

Neighborhoods

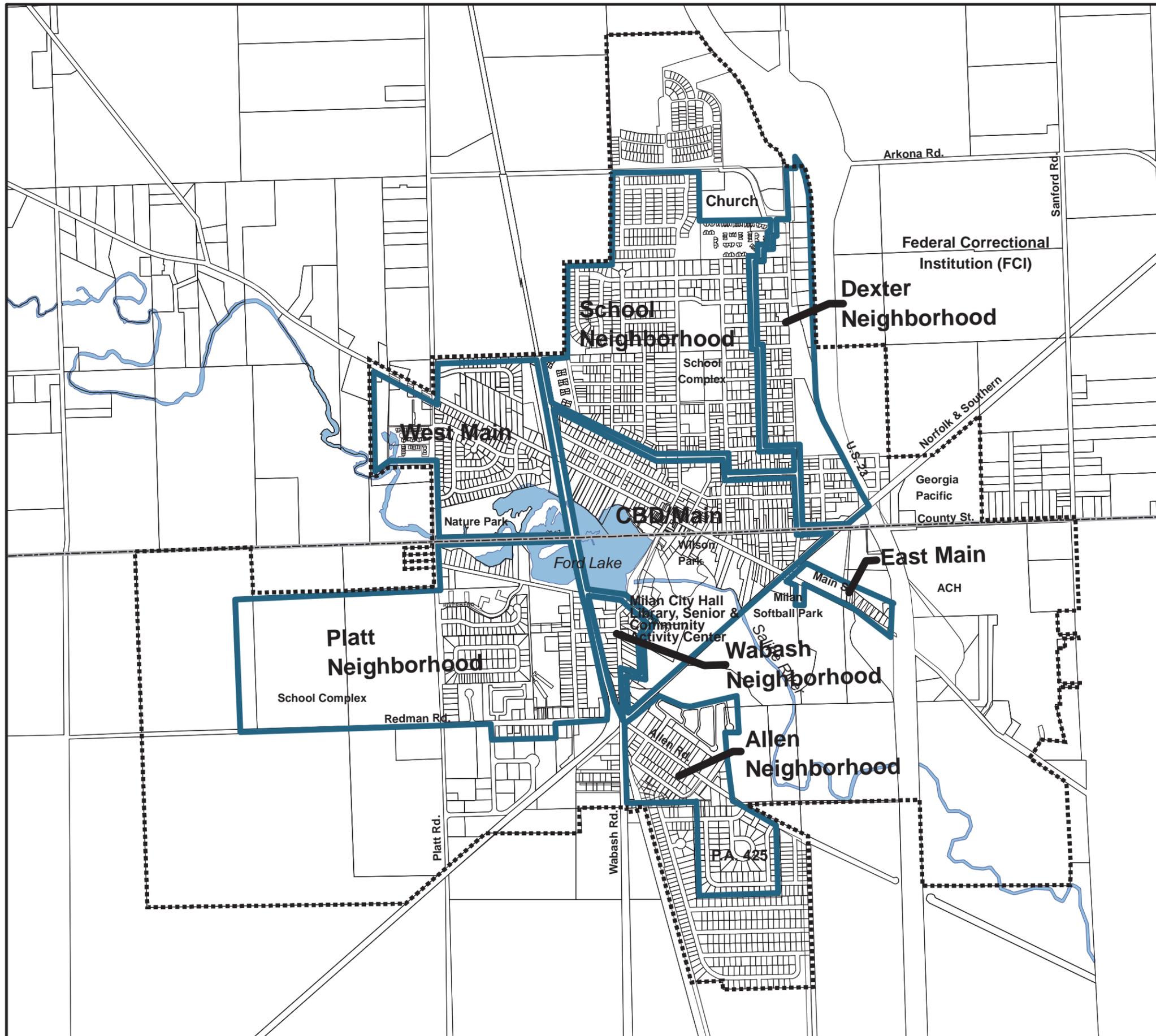
In this section, the existing neighborhoods are evaluated in terms of their consistency with the principles of good neighborhood development. These principles are based upon the ideas expressed in the neighborhood unit concept, which represents the physical arrangement of many neighborhoods built prior to World War II, and the more recent Traditional Neighborhood Design or New Urbanist movement. Essentially, the principles espoused in these concepts are as follow:

CITY OF MILAN MASTER PLAN

Map 2: Neighborhood Analysis Areas

Legend

- Milan Boundary
- County Boundary
- Neighborhood Boundary
- Parcels
- Water



Carlisle/Wortman Associates, Inc.
Community Planners & Landscape Architects
Plot Gen.: June 16, 2009



- Recognition of the neighborhood unit as the basic building block of the community
- Neighborhoods should be compact and walkable
- Neighborhoods should have clearly defined edges and be connected to well-defined centers
- Community centers should be typically no more than one-quarter of a mile or a five minute walk from the neighborhoods
- Pedestrian access throughout the neighborhood and connecting to the center should be a priority
- Streets should be laid out as an interconnected network to form coherent blocks
- A diverse mix of residences, shops, schools, workplaces, and parks should occur in close proximity to one another
- Open spaces such as parks should be provided in convenient locations throughout each neighborhood
- A wide spectrum of housing options accommodating people of a range of incomes, ages, and family types should be available in each neighborhood

For the purposes of this Master Plan, the individual neighborhoods were defined for the City of Milan (See Map 2), and were then evaluated based upon these principles. Delineation of the neighborhoods was achieved through use of the following methodology:

- Use of previously documented neighborhood delineations, such as that in any previous Master Plans or as devised by the City for other purposes.
- Identification and recognition of distinct areas that are bounded by recognizable physical edges, such as roads, natural features, substantial changes in land use, etc.
- Consideration of the ultimate maximum size of any area relative to its ability to function as a unified neighborhood.

Each neighborhood was then evaluated against the afore-mentioned principles of traditional neighborhood development. A brief description of the features follows:

Compactness. Well-defined neighborhoods that have recognizable edges and which are relatively high in density, that is the number of homes per acre, help to define a unique sense of place and contribute to interaction among neighbors and contribute to the relative quality of life in the neighborhood.

Walkability. The presence of sidewalks, houses oriented to the street, tree lined streets, and traffic “calmed” by on-street parking are a few of the variables that are considered in this measure. As with compactness, the walkability of a neighborhood can contribute to the neighborhood’s sense of place and contribute to the interaction among neighbors and contribute to the relative quality of life in the neighborhood.

Civic and Institutional Uses. The presence of churches, parks, and government facilities can contribute positively to a neighborhood’s identity and character. Such facilities generally contribute positively to the neighborhood offering opportunities for both formal and informal gathering of neighbors, addressing many of the social needs of the community within walking distance of homes, and serving as a stabilizing factor in the neighborhood.

Commercial Uses. The presence of appropriately scaled business activities in a neighborhood can provide residents with access to convenience shopping goods and services, often within walking distance of their homes. Additionally, neighborhood businesses offer employment opportunities for neighborhood youths and elderly persons who may be unable or unwilling to travel great distances for employment.

Schools. Schools within walking distance are one of the most beneficial features of traditional neighborhood design. In many communities, schools serve as the central location of neighborhood or community activities. Generally, such facilities are used by the surrounding neighborhood throughout the day and evening. Schools located within walking distance contribute significantly to a neighborhood’s sense of place and to the positive quality of life for the surrounding residents.

Mixed Uses. The mixing of uses, residential with compatible non-residential and single family with multiple family can play several vital roles. These roles include providing housing in a single neighborhood for the entire economic and life cycle of local residents, thus enabling first-time home buyers, traditional families, single residents, and the elderly all a place to live within the same neighborhood. As previously discussed, the presence of appropriately scaled non-residential uses in the neighborhood can provide shopping and employment opportunities near where residents live.

It is vitally important that uses be limited to those that are compatible and that sound site development standards are in place to ensure that the mix of uses contributes positively to the character of the neighborhood.

Interconnected Streets. Historically, communities were built with a series of interconnected grid streets. These streets facilitated relatively easy movement through cities and villages and helped to limit congestion as many routes to and from homes, businesses, etc. existed. Over time, a preference emerged for living along streets that did not carry through traffic and thus were at least in theory safer for children and pedestrians. Often the introduction of cul-de-sacs, and dead-end streets were a response to the lack of parks, schools, sidewalks, etc in the neighborhood that forced streets to become the only available location for pedestrian and play activities. Interconnected streets, whether on a grid pattern or some other pattern, are vital features of a strong neighborhood. As in the past, such a street pattern allows ease of movement for automobiles and pedestrians and helps to alleviate congestion in the community.

The results of the neighborhood analysis are presented in the following table:

Table Nine. Evaluation of Neighborhoods Based Upon Traditional Neighborhood Features

Traditional Neighborhood Feature	Evaluation Scoring (1= Weak, 5 = Strong)							
	Neighborhood							
	School	CBD/ Main	East Dexter	East Milan	Allen Road	Wabash	Platt	West Main
Compactness	5	4	5	2	2	3	3	4
Walkability	5	4	5	1	3	3	3	3
Presence of Civic & Institutional Uses	5	5	3	1	1	3	3	2
Concentration of Commercial Uses Nearby	4	5	4	1	1	3	2	3
Schools Within Walking Distance	5	3	3	1	1	1	3	2
Mixed Uses	3	4	3	1	1	2	3	3
Interconnected Streets	5	5	5	1	2	3	2	3

Source: McKA, Inc.

As this analysis reveals, the neighborhoods exhibiting the strongest presence of traditional neighborhoods are located in the older portions of Milan. These neighborhoods include the School neighborhood, CBD/Main, and Wilson Park. Generally, the most commonly missing or weak features include walkability, presence of civic, institutional uses, and commercial uses, and the proximity of schools.

It is generally advisable that the community takes steps to protect and enhance desirable existing features, expand or improve areas where weaknesses exist, and take steps to ensure that new development incorporates as many of the features as appropriate.

Economic Analysis

In this section, a number of different aspects of the Milan economy are analyzed. Employment within the City of Milan and employment of the residents of Milan is reviewed and compared to the same for surrounding communities and the counties. Household income and expenditure patterns are also reviewed and compared to the surrounding communities. Additionally, a general evaluation of the Central Business District is conducted.

Employment within the City of Milan

As of 2001, there were 232 business establishments located in the immediate Milan area an increase of 27 from 1997. These businesses employed 5,081 people, an increase of 1,824 since 1997 and had combined annual sales of more than \$373 million. Retail and service businesses constituted the greatest number of business establishments, though manufacturing accounted for the greatest number of persons employed. The majority of businesses located in Milan are small businesses, that is they employ ten or fewer persons, though there are several businesses in the area employing twenty or more persons.

Table Ten. Business Characteristics: City of Milan, 2001

Business Description	Total Number of Establishments	Total Number of Employees	Sales	Establishments Employing 20+
Agricultural Services, Forestry, and Fishing	5	12	NA	0
Construction	13	68	11,000,000	1
Manufacturing	4	1500	92,000,000	3
Transportation and Public Utilities	3	72	3,000,000	1
Wholesale Trade	4	73	13,000,000	1
Retail Trade	39	361	34,000,000	4
Finance, Insurance, and Real Estate	13	47	8,000,000	0
Services	67	825	63,000,000	7
Others	9	228	NA	0

Source: Claritas, Inc.

Employment in the area surrounding Milan

As of 2001, there were 618 businesses within 6 miles of Milan, including the 232 located within the City of Milan. These businesses employed a total of 8,325 persons and had combined sales of \$694 million. As in the case of the City of Milan the largest number of business types were retail and service businesses, though manufacturing businesses continued to provide the largest number of jobs in the area. As in the City of Milan most of the businesses in the surrounding area are classified as small businesses, that is they have ten or fewer employees, though there are a number of businesses that employ twenty or more persons.

Table Eleven. Business Characteristics: City of Milan and Surrounding Six Mile Ring, 2001

Business Descriptions	Total Number of Establishments	Total Number of Employees	Sales	Establishments Employing 20+
Agricultural Services, Forestry, and Fishing	29	95	4,000,000	0
Construction	62	456	80,000,000	6
Manufacturing	19	1755	108,000,000	7
Transportation and Public Utilities	10	124	7,000,000	2
Wholesale Trade	23	279	46,000,000	3
Retail Trade	87	664	79,000,000	7
Finance, Insurance, and Real Estate	25	101	18,000,000	0
Services	183	1627	131,000,000	14
Others	34	771	NA	3

Source: Claritas, Inc.

Occupations of Residents of Milan

As of 1995, the majority of Milan residents were employed in manufacturing, followed by retail trade and services. The number of residents employed in manufacturing continued to increase between 1990 and 1995, though the number employed in retail trade increased at a much greater rate during the same time period. Forecasts for employment indicate this trend continuing with a substantial increase in residents employed in retail trade and actually a leveling out in the number of those employed in manufacturing.

Table Twelve. Occupations of Residents of City of Milan, 1990-2020

Occupation Classification	Number Employed 1990	Number Employed 2000	Forecasted Employment 2020	Percent Change 1990-2020
Agriculture and Natural Resources	62	31	103	66%
Manufacturing	2,680	2,808	2,842	6%
Transportation, Construction, and Utilities	75	277	226	201%
Wholesale Trade	48	53	99	106%
Retail Trade	510	554	1,051	106%
Finance, Insurance, and Real Estate	67	139	179	167%
Services	424	462	403	-5%
Public Administration	147	142	164	12%

Source: 2000 U.S. Census, SEMCOG (2020 Projections)

Median Household Income and Per Capita Income Within the City of Milan and the Surrounding Area

The median household income in the City of Milan is estimated at \$57,596.00. The same for the area within six miles of Milan is \$72,152.00. The median household income has continued to increase at a steady pace, by nearly 50% within the City of Milan since 1989 and nearly 60% in the surrounding area during the same time period. The per capita income for the City of Milan is estimated at \$23,895.00. The same for the area within six miles of Milan is \$24,230.00. The per capita income in 2000 for the State of Michigan was \$22,168 and for Washtenaw and Monroe County, \$27,173 and \$22,458 respectively.

Table Thirteen. Median Household and Per Capita Income: City of Milan and Surrounding Area, Washtenaw County, Monroe County and Michigan. 2000.

Community	Median Household Income	Per Capita Income*
City of Milan	\$48,510	\$23,895
Milan and Surrounding Area	\$70,796	\$24,398
Community	Median Household Income	Per Capita Income*
Washtenaw County	\$51,990	\$27,173
Monroe County	\$51,743	\$22,458
State of Michigan	\$40,260	\$22,168

2000 U.S. Census

Consumer Expenditures by Residents of Milan

The amount of money spent by Milan residents on a variety of goods and services can help shed light on the local economic conditions. As is the case nationally, households in Milan spend more on food and transportation than any other category. These categories are followed by entertainment and apparel. The annual average household expenditure by households in Milan on retail products and limited services is \$42,609.00. This compares to an average household income of \$64,587.00.

Table Fourteen. Consumer Expenditures: City of Milan, 2001

Expenditure Category	Annual Average Household Expenditure	Weekly Per Capita Expenditure	Weekly Average Household Expenditure
Food at Home	4,868	36.47	93.61
Housekeeping Supplies	345	2.58	6.63
Food Away From Home	4,926	36.90	94.73
Alcoholic Beverages at Home	757	5.67	14.56
Alcoholic Beverage Away From Home	869	6.51	16.71

Expenditure Category	Annual Average Household Expenditure	Weekly Per Capita Expenditure	Weekly Average Household Expenditure
Over the Counter Drugs	167	1.25	3.21
Smoking Products	828	6.21	15.92
Personal Care Products	866	6.48	16.66
Household Equipment	3,337	24.98	64.16
Apparel	4,223	31.62	81.21
Entertainment	5,161	38.67	99.24
Shelter and Related Expenses	2,574	19.31	49.50
Transportation Expenses	8,282	62.08	159.28
Health Care	2,398	17.96	46.12
Miscellaneous	3,008	22.56	57.85

Source: Claritas, Inc.

Comparison of Expenditures and Sales

An understanding of the differences between the spending patterns of Milan residents and the receipts of select Milan business types, helps to shed further light on the local economy. Large differences in the amount local residents spend and local stores earn can often signal market opportunities or “voids” that may signal a locally available business opportunity. In Milan, the greatest such opportunity appears to be in the areas of grocery stores and eating and drinking establishments, though similar opportunities appear to exist with apparel, furniture, and home furnishings.

**Table Fifteen. Comparison of Expenditures by Selected Store Type and Sales:
City of Milan, 2001.**

Store Type	Expenditures	Sales	Difference
Grocery Stores	11,597,000	1,000,000	10,597,000
Eating & Drinking Places	11,018,000	1,000,000	10,018,000
Apparel and Accessory Stores	3,220,000	0	3,220,000
Home Furniture and Furnishings	2,224,000	1,000,000	1,224,000

Source: Claritas, Inc.

Central Business District Evaluation

Historically, the central business district or “downtown Milan” met the shopping needs of most of the area residents. Following World War II, this role began to wane, with businesses located in strips along major roadways gaining prominence. This can be seen in Milan with the growth of the business district in the area of U.S. 23. Often, this shift of economic activity left central business districts vacant and underutilized. More recently, central business districts have experienced a resurgence, with the introduction of specialty shopping opportunities and service businesses locating in downtown. Again, Milan exemplifies this trend, with a mix of specialty shops, service businesses, and vacant storefronts.

In general, this pattern has been influenced only by the marketplace with little intervention by the local government. The formation of downtown development authorities, establishments of tax increment financing authorities, and the introduction of Main Street programs are recent initiatives by local governmental bodies to balance market influences. The City of Milan has had a DDA since the early 1990's, charged with enhancing and improving the physical and economic environment of downtown.

The Milan DDA has sought to accomplish its mission in a variety of ways including informally following the Main Street approach to downtown revitalization that is to focus on four areas:

- Physical Design
- Economic Restructuring
- Organization
- Promotion

This section both evaluates the progress made in these four areas and updates some of the basic information that has been collected for the downtown in the past. This section is not intended to be a comprehensive downtown development plan or business development plan; rather it is intended to provide enough data and analysis to assist in developing appropriate responses in the master plan.

Physical Design

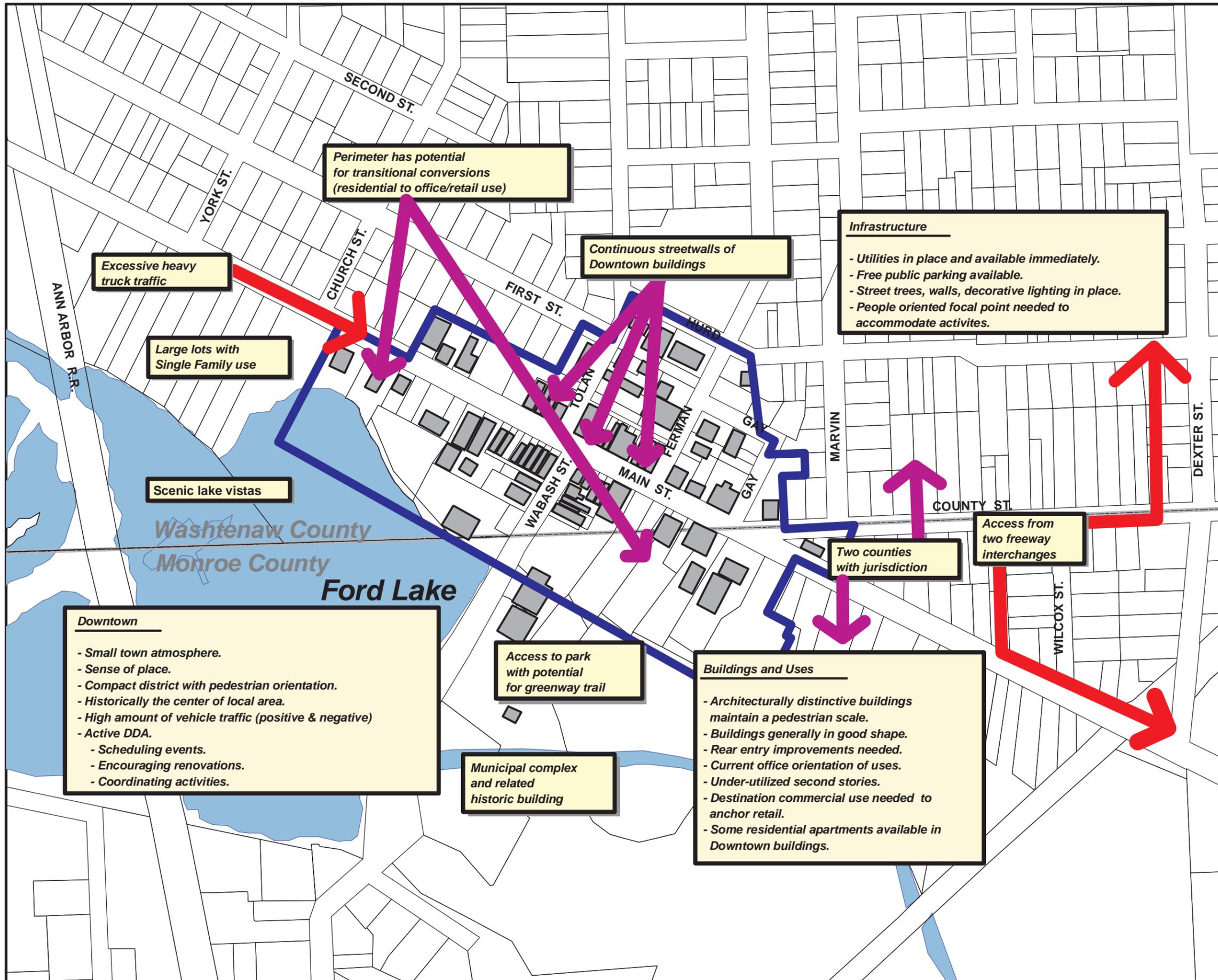
A number of initiatives have been undertaken by the Milan DDA and the City relative to understanding and improving the physical design of downtown Milan. These initiatives have included the establishment of a downtown development plan, a comprehensive architectural study of the downtown, streetscape improvements, and a facade renovation program. These efforts have had the effect of improving the general quality and function of downtown and in contributing positively to its unique character or sense of place.

Specific successes include placement of period light fixtures and other street furniture, landscaping, and renovated front facades on several buildings.

Remaining challenges and opportunities include updating street furniture, continued improvements of front facades, improvement of rear facades, parking lot improvements, improved downtown signs, signs recognizing historic district designations, improved entrances into downtown and city, development of design standards, and increased recognition of Automobile National Heritage Area.

CITY OF MILAN MASTER PLAN

Map 3: Downtown Resources And Constraints



Legend

-  Buildings
-  Parcels
-  Rivers and Lakes
-  County Boundary
-  DDA Boundary



Original Graphics Credit: Mckenna Associates, Inc.

Perimeter has potential for transitional conversions (residential to office/retail use)

Excessive heavy truck traffic

Large lots with Single Family use

Scenic lake vistas

Washtenaw County
Monroe County
Ford Lake

Downtown

- Small town atmosphere.
- Sense of place.
- Compact district with pedestrian orientation.
- Historically the center of local area.
- High amount of vehicle traffic (positive & negative)
- Active DDA.
 - Scheduling events.
 - Encouraging renovations.
 - Coordinating activities.

Continuous streetwalls of Downtown buildings

Infrastructure

- Utilities in place and available immediately.
- Free public parking available.
- Street trees, walls, decorative lighting in place.
- People oriented focal point needed to accommodate activities.

Two counties with jurisdiction

Access from two freeway interchanges

Access to park with potential for greenway trail

Municipal complex and related historic building

Buildings and Uses

- Architecturally distinctive buildings maintain a pedestrian scale.
- Buildings generally in good shape.
- Rear entry improvements needed.
- Current office orientation of uses.
- Under-utilized second stories.
- Destination commercial use needed to anchor retail.
- Some residential apartments available in Downtown buildings.

Economic Restructuring

Several initiatives have been undertaken by the Milan DDA and the City of Milan to assist downtown positions in re-positioning themselves in the market place. These initiatives include a market study completed with the downtown development plan in 1993, a survey of Milan customers in 1998, and collection and distribution of data and information relative to new state and federal regulations and tax programs.

Specific successes include a better understanding of the local market and of consumer preferences and a better understanding by local businesses and building owners of various legal requirements and tax benefits associated with historic renovation.

Remaining challenges and opportunities include updating market information and identification of voids, better understanding of the economic implications of recent developments in Dundee, expanded retention and recruitment efforts focused on filling market voids in the downtown, increased pursuit of opportunities to leverage local funds with state and federal funds, and re-establishment of a financing subcommittee on the DDA Board.

Organization

Several initiatives have been undertaken by both the City and the Milan DDA and organizing individuals and businesses to address development issues in the downtown. These initiatives include the formation of the Milan DDA, the Milan Development Office, and the formation of working committees or task forces focused on downtown organization.

Specific successes include a renewed focus on improving the downtown business environment, a renewed sense of cooperation among downtown business owners, and improved communication between the various entities and organizations that have a stake in the success of downtown.

Remaining challenges and opportunities include continued focus on cooperation and improved communication, particularly in the areas of marketing, promotion, event planning, and business operation, continue to provide an enhanced support network for downtown businesses, offering training and access to pertinent data and information.

Promotion

Several initiatives have been undertaken by the Milan DDA, the City, and a wide variety of other organizations to promote and market downtown Milan and the businesses located within. These initiatives include festivals, fairs and events, joint marketing, and coordinated event planning.

Specific successes include the establishment of the local farmer's market, enhanced events such as the Milan Community Fair, Concerts in Wilson Park, activities at the Hack House, and the Holiday Lights Parade in downtown. The placement of banners throughout Milan advertising local businesses and working with local media outlets to market the offerings, events, and businesses of Milan are other examples of such efforts.

Remaining challenges and opportunities include improving cooperative efforts at marketing and promotion among the various businesses and area organizations, increased marketing efforts targeted at tourists traveling on US 23 and visiting Cabelas in Dundee, expanded and enhanced marketing tools including billboards, brochures, and radio advertisements, and re-establishment of the promotion and advertising subcommittees of the DDA Board.

Transportation

An integral and visible part of any community's infrastructure is the transportation system. The condition of roads, the amount of congestion and the ease with which one can move around and through the community are all issues of significant concern to residents, visitors, and businesses.

An examination of the traffic volumes, access points, and conditions of the street network is an integral part of a Master Plan, because how land is being used or proposed to be used, is dramatically impacted by the street network and vice versa.

One method of evaluating the existing transportation system is to determine how well each street serves its purpose, intended or otherwise. Streets are generally classified by the function they serve. This is known as “Functional Classification”. This classification is generally broken into the following:

- State Trunk Line/Major Arterial
- County Primary/Minor Arterial
- Major Streets/Collectors
- Local Streets

State Trunk Line/Major Arterial

The primary function of these streets is to accommodate longer distance travel between communities to expressway interchanges and within the city; access to land use is secondary. Major arterials are usually state trunk lines and the “mile” roads and typically have posted limits of 35-45 miles per hour in urban areas.

County Primary/Minor Arterial

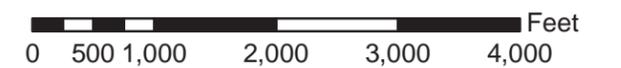
The primary function of these streets is to move traffic within the community, rather than connections to other communities or expressway interchanges. Access to adjacent land uses is as important as function, so speeds are usually slower than with a major arterial.

CITY OF MILAN MASTER PLAN

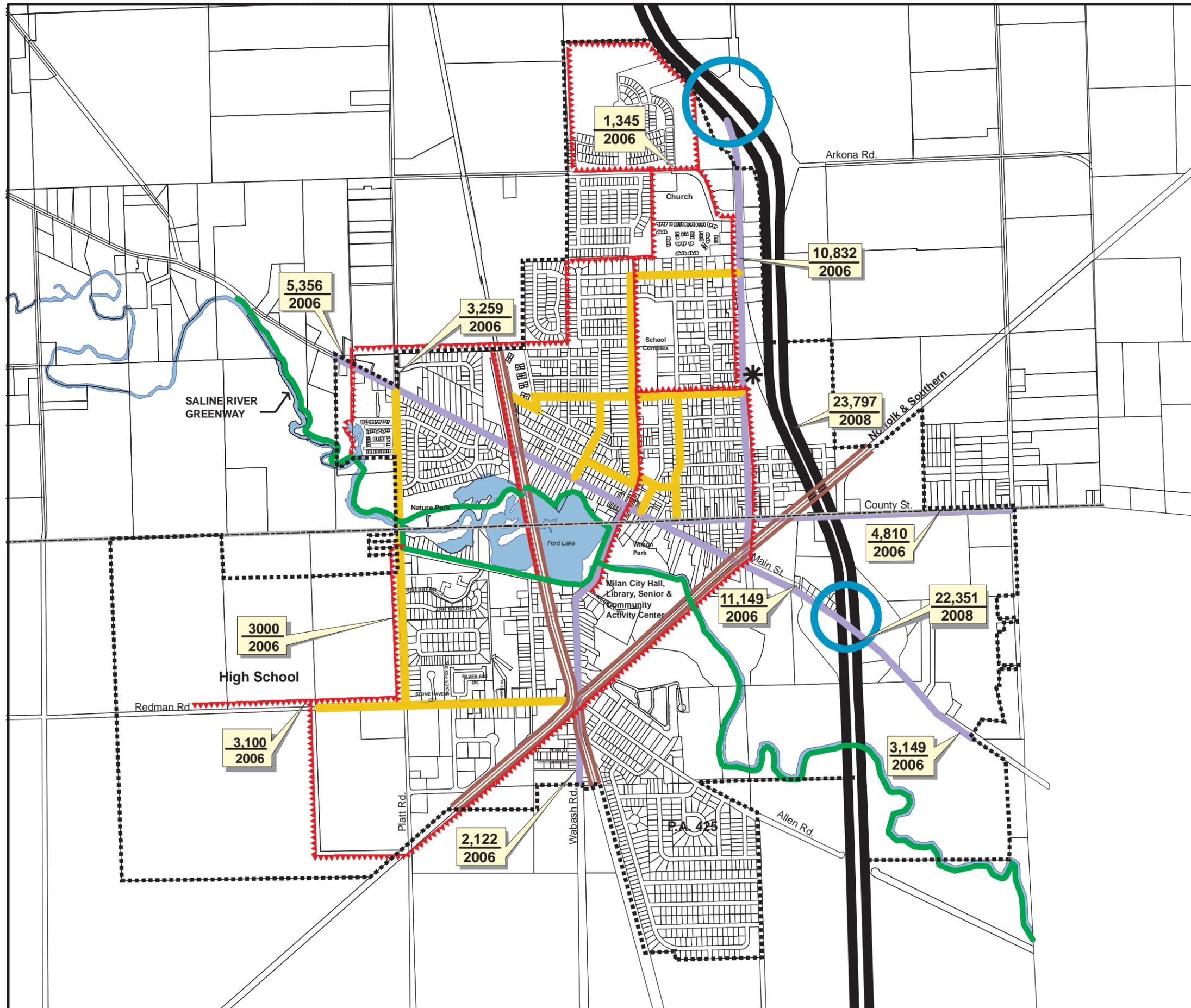
Map 4: Functional Classification Map

Legend

- Milan Boundary
- County Boundary
- Freeway
- Arterial
- Collector
- Railroad
- Potential Non-motorized Trail
- Potential Greenway
- Parcels
- Water
- 0,000
1900 24 Hour ADT
Year
- Freeway Interchange
- For Southbound
US23 Access Only



Carlisle/Wortman Associates, Inc.
Community Planners & Landscape Architects
Plot Gen.: Aug 17, 2009



Major Streets/Collectors

The primary function of these streets is to collect traffic from nearby streets and link it with the surrounding arterial street system. Generally, collectors are not intended for through traffic, but may be forced into this role if arterials become congested. Speed limits are usually 25-35 miles per hour; on-street parking may be permitted. Rights of way are typically less than arterials but greater than local streets.

Local Streets

The primary function of these streets is to provide access to adjacent land uses and ensure that through traffic is generally discouraged.

As Map 4 indicates, the division of Milan roads and streets is currently sufficient for the city's automobile circulation needs. The city has direct access to the federal freeway system, with its two US-23 interchanges on Plank Road and Dexter Street. This opportunity provides a quick connection for Milan to the Ann Arbor/Ypsilanti area, Toledo and to the Detroit metropolitan area, as well as other outlying city and rural destinations. This is important in two ways; for residents who work or have shopping or medical needs in other areas, and for US-23 users who exit the freeway and frequent Milan's commercial establishments.

The city has a number of major and minor arterial roads, that provide both additional access to other communities and the movement of traffic within the community. A perfect example of this is Plank Road and Milan-Saline Road, that culminate as Main Street within the city. Other arterials include County Street (Milan-Oakville Road), Dexter Street (Carpenter Road) and Wabash Road.

The remaining system of local roads and collectors account for the majority of streets within the city. Local streets and roads are as varied as Allen and Platt Roads, Smith Avenue and Stonehaven Court. These provide access to the majority of the city's residences within its neighborhoods. Collector streets, including Redman Road, Miller Avenue and North Street, link these local streets and neighborhoods with the arterial system of the city.

Function of the Circulation System

Traffic operation on streets is generally influenced by three key factors; the geometric design, conflicting movements between vehicles and between vehicles and pedestrians, and traffic signals or signs. The combination of these factors determines the level of service experienced for each street, or how well each street operates. Level of service is a qualitative measure describing factors such as speed and travel time, delay, freedom to maneuver, traffic interruptions, comfort, convenience, and safety.

The geometric design refers to the number of lanes, width of lanes, existence of medians, driveway locations, and similar features. The design influences what a motorist perceives as a safe travel speed. Additionally, the number of vehicles making turns and the placement of access points can significantly impact the safety and efficiency of a street. Generally, streets with numerous conflict points will have more accidents and a slower travel speed.

The timing or coordination of traffic signals is also an important determinant of the level of service because traffic signals stop the progression of traffic and therefore, reduce the overall travel speed on a street. The degree of effectiveness of a traffic signal is often a function of signal timing, signal progression, and intersection geometrics.

Traffic Volumes

Traffic volume counts are a numeric tabulation based upon usage of a particular segment of street. Traffic volume counts are one aspect of transportation planning used to determine deficient street segments.

Map 4 provides the available traffic volumes for the Milan area. As the map reflects, most volume figures are on road segments outside of the city's borders, as provided by SEMCOG. Segment counts should be continually updated for accuracy.

Access Management

As discussed previously, many of the accidents along streets in Milan occurred during turning movements. An excessive number of driveways, inadequate spacing between access drives, poor spacing of access drives from intersections, and improper access drive design increases the potential for accidents and reduces the effective function of streets.

Over the last decade, access management has emerged as an effective tool to improve safety and preserve capacity along major streets. Access management is a comprehensive approach to control the number, location, and design of access points. Access management is intended to provide a number of benefits as listed below:

1. **Improve Safety.** One of the major goals of access management is to improve safety along major streets. Many access management techniques are intended to separate or minimize left-turn conflicts, which some studies have shown are the cause of nearly 70% of accidents along major streets.
2. **Preserve Capacity.** Each turning movement (intersection and/or point of access) and conflict point along the street tends to reduce the capacity by causing other vehicles to slow down. Studies have shown that streets with access management can have a capacity up to 50% higher than a similar street with poor access management.
3. **Preserve Public Investment and the Integrity of the Roadway.** Substantial public funds have been invested to develop and maintain the street system to move traffic safely and efficiently.
4. **Provide Reasonable Access.** Each property has a right to “reasonable access”. Reasonable access may not always be direct access, or may not be the number of access points requested by a property owner. Access management can help lessen the likelihood of congestion and thus provide better access to business and industry.

5. Enhance Quality of Life. Safer roads and less congestion results in less stress and travel time, which can help to improve a community's quality of life.

Other Modes of Transportation

Rail. Two railroads run through Milan, servicing the Norfolk & Southern Railroad and the Ann Arbor Railroad. Each of these railways is used for shipping goods in all directions from the City. Neither rail-line is currently used for passenger service. The nearest stop for connection to passenger rail service is the Amtrak station located in Ann Arbor. Other Amtrak stations within the vicinity of Milan are located in Detroit and Toledo.

Public Transit. The City of Milan Public Transit was closed June 30, 2007. People's Express Transportation, Monroe County Opportunity Program and The Ride (Ann Arbor Transportation Authority) provide limited services for Milan residents.

Pedestrian/Bicycle. A number of pedestrian/bicycle paths are available in City parks. Wilson Park, Sanford Road Park and Milan Softball Park are three parks within the city with noted walk/bike or jogging paths according to the Parks and Recreation Master Plan. A cross country skiing trail is also provided in Sanford Road Park

Sidewalks are provided on most local streets, which provide non-motorized travel opportunities for residents throughout the city. Further development should incorporate and be required to provide sidewalks at street frontage. Maintenance of sidewalks should be continually examined and required to ensure safe and enjoyable accessibility for all residents.

The City has and will continue to examine additional walk/bike paths connecting residents with parks and other activity areas in Milan, including the proposed Nature Park River Walk and Saline River Greenway. A thorough system would provide complete and safe pedestrian access throughout the city, encouraging further bicycle and walk use by the residents of Milan. This system would link the city's neighborhoods with important destinations, including parks, schools, the downtown and commercial centers. Map 4 provides a layout of potential pedestrian trails and routes which would provide this access and opportunity throughout the city. These designations are meant to be a thorough system of routes available for change based on future opportunities.

Community Facilities

Community Facilities include municipal buildings, libraries, schools, indoor and outdoor recreational facilities, and infrastructure such as streets and utilities. An analysis of community facilities is necessary to help ascertain the provision of community services and the potential need for expanded or modified facilities or services.

Municipal Facilities

There are a number of municipal and public buildings that serve the residents of the city. Notation of these facilities and a brief description of each includes:

Civic Center Complex

City Hall. Located at 147 Wabash Street, the City Hall is the Milan government headquarters. The City Hall overlooks the Saline River and Wilson Park and accounts for approximately 7,400 square feet. The City's Administrative Offices, the Offices of the City Clerk/Treasurer, the Building and Assessing Offices and two public meeting rooms are housed in the City Hall.

Police Station. The Police Station is one of many buildings located on Neckel Court, adjacent to the City Hall which fronts on Wabash Street. The brick building is one-story, incorporating approximately 5,200 square feet. The current staff level of the facility is one chief, two sergeants, five full time and three part time patrolmen and four full time and two part time communication dispatchers.

Library. The Milan Public Library is located on Neckel Court adjacent to the City Hall facilities. The building was constructed in the early 1960s and incorporates approximately 5,000 square feet. The library attempted to become a district library through Monroe County in 2003 but was denied. The library board continues to explore options to expand the current facility.-

Other Municipal Facilities

Fire Station. The Fire Station is a brick one-story 5,200 square foot facility located at Wabash and Main Street. The Station, built in 1981, includes five equipment bays, training and communication areas, standby power and mutual aid system in place with both Washtenaw and Monroe County Fire Departments. The city is serviced by the Milan Area Volunteer Department, consisting of the surrounding four local units of government (Milan Township, York Township, London Township and the City of Milan). The Department includes a total of 33 volunteers consisting of one chief, one assistant chief, one captain, two lieutenants and 28 State-certified firemen, with five (5) more in the process of obtaining their certification. The Fire Station is owned by the City of Milan and leased to the Milan Area Fire Department with a three (3) year lease and renewal provision.

Department of Public Works. The Department of Public Works facility is located at 455 Squires Drive at the corner of Platt Road and Squires Drive. The DPW moved to this facility from its original location on Neckel Court following completion of the new building in 1995. The Department of Public Works includes 1,800 square feet of office space and 12,000 square feet of garage. A storage facility for the DPW is approximately 2,400 square feet. A total of six (6) full-time people are employed within the DPW, with the Building/Zoning Official and the Parks & Recreation Director serving as interim DPW Directors since July of 2007. The operation of the wastewater plant was contracted out to Wade Trim in April of 2007, with maintenance of the City parks being contracted to Heath Lawn Care.

Utilities. A brief discussion of water and sewer facilities is necessary to make decisions on land use and growth within the city.

Water Supply. Water service is provided by a City-owned ground water supply system and is operated by Wade trim. All existing land within the City of Milan is serviced by public water lines in the road right-of-way. The water service system consists of three (3) well houses and 4 wells, a 500,000 gallon elevated water storage tank at the end of Greentree Lane and a 500,000 gallon elevated water storage tank at the end of Ideal

Street. The City has indicated that there is an adequate supply of ground water to serve Milan for many years.

Sanitary Sewer. Sanitary sewer service is also provided by the City. Operation of the Tertiary Treatment Plant was sourced out to Wade Trim in 2007. The plant, located at 75 Gump Lake Road, has a design capacity of 1.85 million gallons per day and is expandable to four million gallons per day. All areas within the city are available for sanitary sewer service in conjunction with a collection system of approximately 18 miles of sanitary sewer lines and lift stations, where needed.

Parks and Recreation Facilities

The parks and recreation system in the City of Milan currently includes five public park areas, with a total of approximately 200 acres. The offerings include children's play equipment, picnic facilities, athletic fields, and natural areas. The City has continuously sought to expand and improve its parks and recreation offerings. The latest effort in this endeavor is the Parks and Recreation Plan completed in March of 2006. The following information is drawn from the parks and recreation plan and is presented as an overview to the current recreational facilities in Milan:

Wilson Park. Wilson Park is approximately 36 acres in size and is located in the central portion of the City between East Main Street and the Saline River. The park is conveniently located to the Central Business District, the City government complex, and the Senior and Community Activity Center. The park currently contains athletic fields, basketball courts, sand volleyball court, playground equipment, tot lot, picnic shelters, tables/grills, walking/biking paths, sledding hill, and the Senior and Community Activity Center.

Ford Lake. Ford Lake is approximately 14 acres in size and is located in the central portion of the City between West Main Street and Division, directly across from the City government complex. The lake is conveniently located to the Central Business District, the City government complex, the Senior Community and Activity Center, and the surrounding residential neighborhoods. The lake is currently heavily silted and has in the past been used for power generation and waste disposal. There are no current facilities associated with the lake.

Nature Park. The nature park contains nearly 12 acres and is located in the extreme western portion of the city adjacent to Platt Road. The park is conveniently located to the surrounding neighborhoods. The park currently contains an athletic field, playground area, and picnic shelter.

Symons Elementary School Playfield. The Symons Elementary_School Playfield adjoins the elementary school property but is shared by the Parks & Recreation Department and Milan Schools. The playfield is slightly more than 4 acres in size and is located at the far western edge of the city. The facilities include tennis courts and an athletic field.

Sanford Road Park. The Sanford Road Park contains nearly 140 acres and is located on the extreme eastern portion of the City, east of US 23. The park is somewhat remote and removed from the majority of the residential neighborhoods in Milan. However, because of the size of the park and its current facilities it functions as a community or regional park, drawing users from City of Milan as well as from surrounding communities. Current facilities include a model airplane flying field, jogging trail, equestrian area, soccer complex, bleachers, cross country skiing trail, picnic area, and pheasant habitat.

Milan Softball Field. The Milan Softball Field contains approximately nine acres and is located in the central portion of the City between East Main and the Saline River, southeast of Wilson Park. The park is conveniently located to the Central Business District, the City government center, and the Milan Senior and Community Activity Center. Current facilities include athletic fields, and a walking/bicycle path.

Milan Senior and Community Activity Center. The Milan Senior and Community Activity Center is a building of approximately 10,000 square feet and is located in the central portion of the city adjacent to Wilson Park and the City government complex. The facility was built in 1993 and houses the Parks and Recreation offices, senior activities and lunch program, parks and recreation programs and is rented out for conferences, meetings, and receptions. The facility includes an exercise room, craft room, lounge, and multi-purpose room with kitchen.

Community House. The Community House, a separate facility from the Community Center, is used for various civic and recreational activities. The 5,400 square feet historic structure is also located within the Civic Center campus and was originally constructed by Henry Ford.

Milan School District

The Milan school district extends over large portions of both Washtenaw and Monroe counties and includes the entirety of the City of Milan. There are currently three school properties within the City of Milan. The three facilities currently in the city are the High School on Redman Road, Symons Elementary on Platt Road and the Paddock/Middle School complex on Marvin Street.

Currently:

High School. This facility opened in the fall of 2003, and is located on Redman Road west of the Middle School. The facility features an auditorium, an indoor walking track, indoor swimming pool, and fitness center.

Symons Elementary School. This elementary school area contains approximately 40 acres and is located at the western edge of the city. Current facilities include an indoor auditorium with stage, multi-purpose gymnasium, music rooms, library and art rooms. Outdoor facilities include athletic fields and track.

Middle School-Paddock Elementary School Area. The Middle School-Paddock School area contains approximately 22 acres and is located in the north-central portion of the city. The area is conveniently located to the surrounding residential neighborhoods. Current facilities include an indoor gymnasium with stage, art rooms, music rooms, photography lab, indoor swimming pool, and fitness center. Outdoor facilities include athletic fields, track, and playground.

Athletic Fields. The School District recently constructed a number of fields on the Redman Road campus. Situated between the Symons Elementary School and High School, the new facilities include two baseball fields, two softball fields, and two soccer fields.

Miscellaneous

Saline River. The Saline River is located in the central portion of the city, adjacent to the City government complex, Wilson Park, Milan Softball Field Park, the Milan Senior and Community Activity Center, and numerous residential neighborhoods. Historically, the River has been used for waste disposal and has been contaminated as a result. More recently, local communities along the River have begun to view it as a major natural resource and have started to take steps to improve water quality.

Churches. Milan contains numerous churches, many of which have spaces used for recreational activities. At least three of the churches in the city have large multi-purpose facilities which can be used by the community.

Federal Correctional Institution. The Federal Correctional Institution which is located on the eastern edge of the city has a training center which is available for community use, on a limited basis.

Private Clubs and Organizations. There is a wide variety of clubs and organizations in the City of Milan and the surrounding region that offer both facilities and programs to the community. These include the Boy Scouts and Girl Scouts, VFW, Knights of Columbus, Sauk Trail Audubon Society, and many others.

Commercial Recreation. A variety of commercial recreational facilities are located in the Milan area. These include the Milan Dragway and the Milan Dragway Bicycle Motocross course. Other offerings can be found in the region surrounding Milan which includes Toledo, Ann Arbor, and Detroit.

County and Regional Facilities. There are a number of county and regional facilities available to the residents of Milan, though they tend to be located some distance from the city, the nearest being 20 miles away. These facilities include opportunities for boating, fishing, hiking, hunting, golfing, and picnicking.

Natural Features

The natural environment of the City of Milan offers both opportunities and limitations on the type and extent of future development. The general categories of natural features of the city that affect development and quality of life include wetlands, woodlands, soils, and topography.

Topography

The topography in Milan is generally flat. Elevations generally range between 685 feet above sea level in the southeastern edges of the city and 705 feet in the northwestern. There are no areas in the City where topography would limit development.

Wetlands and Surface Water

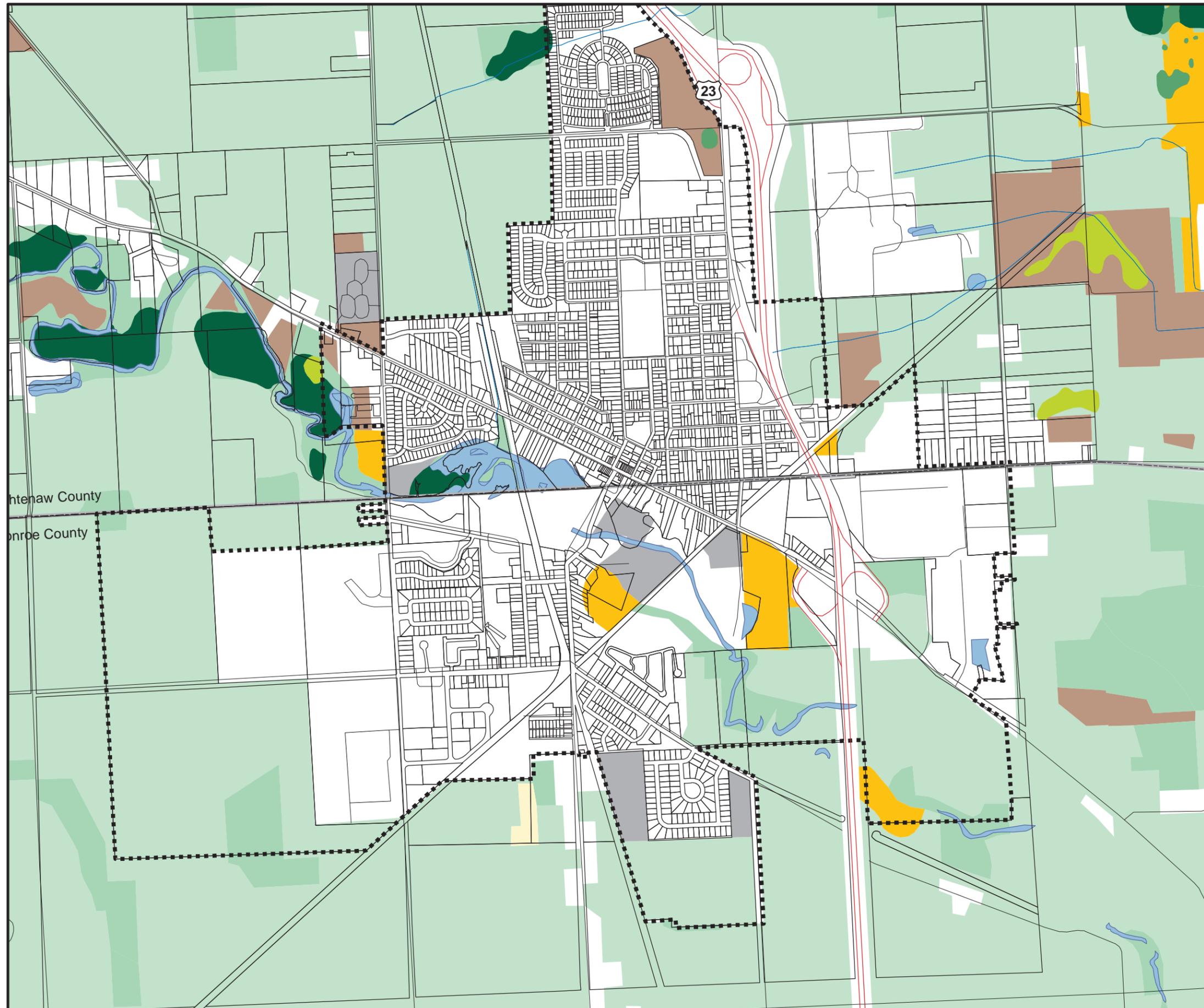
In the simplest terms, a wetland is land where water is found, either on the surface or near the surface. Wetlands are not necessarily “wet” on a continuous basis and may become more or less evident as the seasons change. While in the past, wetlands were considered to be useless land, which was normally filled and developed, it is now known that they have important functions in the hydrological and ecological systems. In addition to providing fish and wildlife habitat, wetlands also maintain and stabilize groundwater supplies, reduce the dangers of flooding, control erosion, and improve water quality. Identified wetlands and surface water features are indicated on Map 5.

There are only two areas of wetlands within Milan according to the National Wetland Inventory. A number of forested areas are located adjacent to the Saline River, particularly in the northwestern area of the city at Ford Lake and at the southeastern area of the city. The remaining wetland type, an emergent wetland, is also located on the southeastern side of the city, adjacent to a pond in close proximity to the Saline River.

Currently the Michigan Department of Environmental Quality (MDEQ) regulates wetlands that are contiguous to lakes, streams, drains, and ponds, as well as those greater than five acres in size. Land containing regulated wetlands has limited development potential because of the State’s wetland protection measures that require review and permitting.

CITY OF MILAN

Map 5: Natural Resource Analysis



Legend

Wetlands

- Aquatic Bed
- Emergent
- Moss-Lichen
- Scrub-Shrub
- Forested
- Open Water

Land Use

- Open and Other
- Orchards, Vineyards, and Ornamental
- Cropland, Rotation, and Permanent Pasture
- Shrub Rangeland
- Herbaceous Rangeland
- Broadleaved Forest (Generally Deciduous)
- Coniferous Forest
- Undeveloped
- Streams and Waterways

0 500 1,000 2,000 3,000 4,000 Feet



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Plot Generation: August 2009



Soils

In order to minimize construction costs and risks to the environment, it is desirable for future development to be constructed upon sites with suitable soils. Poor soils present problems such as poor foundation stability, poor drainage, and septic system failure. (The last concern is not relevant in the City of Milan, where community wastewater treatment is available.)

Approximately ten soil types are present in Milan. Many of these soils are considered poor in nature and negatively impact development. However, proper site engineering and other techniques can resolve soil problems associated with drainage, foundations and similar, though at the cost of the developer. Therefore, it is always recommended that development occur on the soil types most suitable for development.

Areas possessing soils which are poorly adaptable for development include Oshtemo loams, Ypsi, Gilford, Corunna, Spinks and Metamorra sandy loam, Pewamo and St. Clair clay loam, Sloan silt loam and Ceresco fine sandy loam. Some areas with poor soils coincide with areas of identified wetlands (see Map 5). While soil conditions in these areas alone do not prevent development, construction in these areas is more difficult and costly.

Woodlands and Trees

As a mature community, the City of Milan possesses few substantial woodland areas. Remaining wooded areas are located in wetland areas along the Saline River, Ford Lake and other drains, as well as adjacent to the Plank Road US-23 interchange. The dearth of woodland makes the remaining mature trees in the city valuable assets. These features should be respected where they exist in the study area. Woodlands provide wildlife habitat, soil erosion control, climactic controls such as wind breaks and shade, air filtration, and natural buffers between land uses. Woodlands and stands of mature trees near and within residential neighborhoods are a significant amenity which enhance neighborhood appearance and add to the quality of life for residents. Therefore preservation of existing trees and the planting of trees in new developments should be continued in the future.

Existing Land Use

Land Use Categories

Eight land use categories are represented on the Existing Land Use Map. Table 16, “Existing Land Use Categories and Acreage,” lists each land use, as well as the acreage of each use, and percentage of the total area of the city represented by each use.

Single Family Residential

Single family residential use comprises approximately 505 acres of land, or 27% of the total area of the City. The majority of Milan’s single family residences are located in the traditional northern sections of the city. However, a number of smaller neighborhoods are located throughout the city (see Neighborhood discussion and Map 2).

Since 2001, approximately 173 acres have been added or converted to single family residential use, which represents a 35% increase in a 7 year period. New developments, including Meadowbrook, UpTown Village and Eagle Springs account for most of this increase.

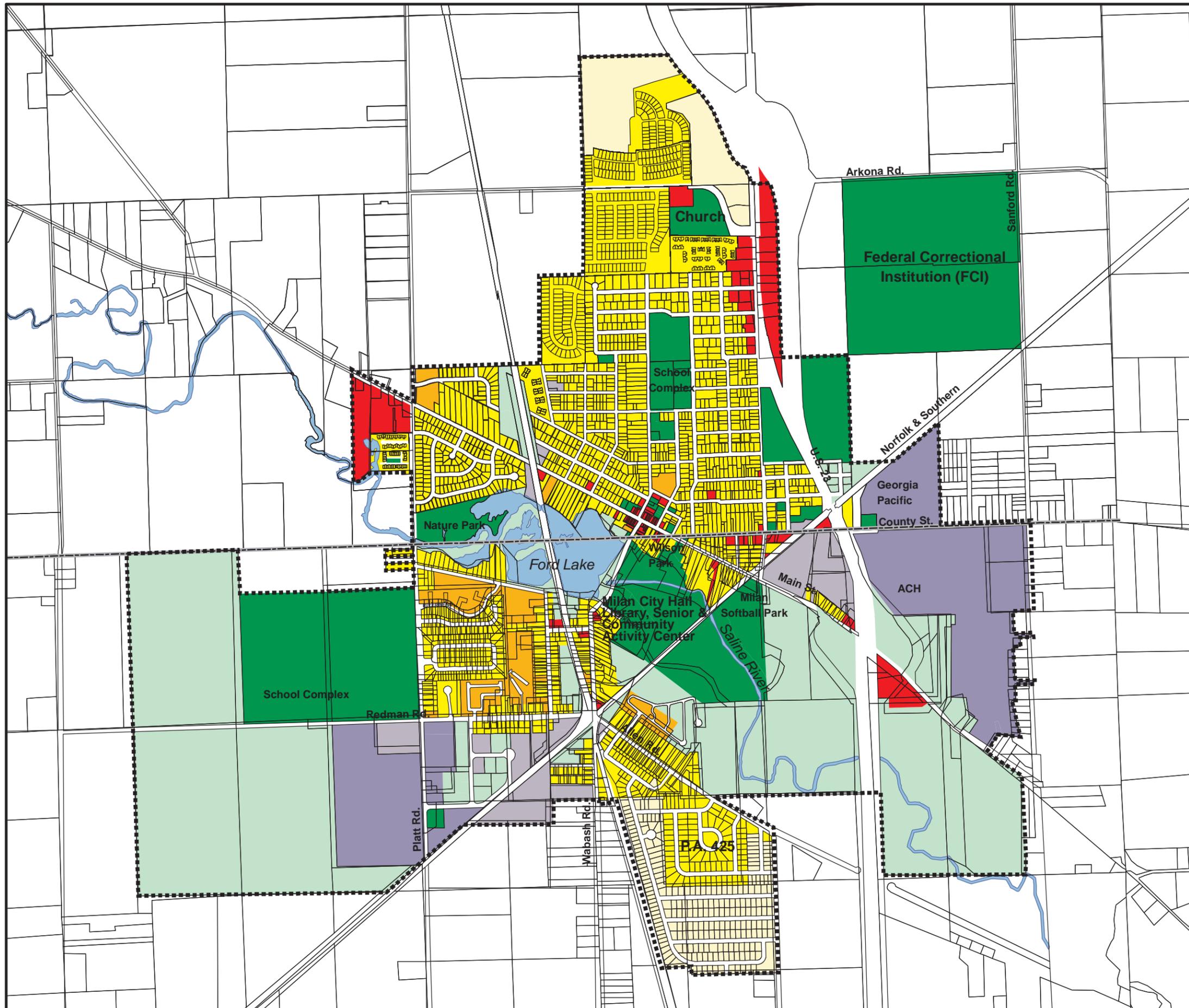
Opportunity for substantial new residential development is dependant on the amount of vacant land remaining in the city, and land that may be added to the City, it is limited by the capacity of City services. In addition, opportunities for infill housing and redevelopment of older neighborhoods still exist. A continuing challenge for the City will be encouraging current and future residents to renovate older housing in existing neighborhoods, replacing substandard homes when necessary. In addition, the City should consider continuing to encourage houses and neighborhoods which emulate existing homes and neighborhoods, promoting a consistent traditional character.

CITY OF MILAN MASTER PLAN

Map 6: Existing Land Use

Legend

- Milan Boundary
- County Boundary
- Parcels
- Water
- Land Use**
- Single Family
- Multiple Family
- Neighborhood Commercial
- Heavy Commercial
- Public/Inst.
- AG/Open Space
- Light Industrial
- Heavy Industrial
- Vacant



Multiple Family Residential

Milan contains several multiple family residential developments consuming a total of 47 acres (3% of total land area in the city). The largest areas of multiple family residential use include a development at Hurd and Ferman Streets (formerly the site of the old High School) in the northern section of the city; the northeast corner of Main Street and Platt Road; the north side of Redman Road, west of Anderson Street; and the west side of Anderson Street at Canfield Street.

In the past 7 years, the amount of land occupied by multiple family residential use has not changed, but is likely to increase in the future, expanding the range of housing opportunities throughout Milan.

Commercial

Milan has two main commercial corridors and scattered smaller commercial areas throughout the city. The Central Business District runs along Main Street and is the historic center for Milan. The boundaries of the CBD, though not exact, are from the Main and County Street intersection west to approximately Church Street. This area features a walkable environment and historic buildings full of specialty retail, restaurants and the like.

The other main commercial area of Milan is along Dexter Street near the US-23 interchange. This commercial corridor is automobile-oriented, servicing the large amount of traffic which enters and exits the community at US-23 and Carpenter Road. This area, with its fast food restaurants, convenience retail and similar, has seen continued growth. This growth is expected to continue in the future, particularly in the Arkona Road/Dexter Street area.

The remaining commercial areas are patches of retail development throughout the city. Commercial uses along County Street are basically an extension of the CBD, servicing both the local neighborhoods and traffic entering and exiting the City via Dexter/US-23 and Milan-Oakville Road. The large retail development at the Main Street and Platt Road intersection includes the only large supermarket currently located within Milan. This retail area services the whole community and residents of surrounding Townships. In addition, a number of commercial uses are located along Wabash Road, serving residents south of the Saline River as well as the

traffic entering Milan from the south and west (via Wabash and Redman Road, respectively).

Overall, 53 acres are occupied by commercial uses, a category that includes retail, service and office. This is compared to 44 acres in 2001. The 17% increase reflects the commercial development along Dexter Street and Arkona Road and the commercial businesses on Plank Road which came into the City thru a 425 agreement with Milan Township. Redevelopment opportunities will continue to exist within the CBD and more established commercial buildings and areas, and should be encouraged.

Heavy Industrial / Light Industrial

There are two main areas of industrial development within Milan. The largest of these areas is on the east side of the city, north of Main Street and adjacent to US-23. The largest facility in this area is the Automotive Components Holdings (formerly Ford Motor Company) plant, considered as a heavy industrial use. A number of light industrial uses are located in this area on the west side of the expressway.

The other significant area of industrial use is in the southwestern area of Milan, bordering Redman Road and the Norfolk & Southern Railroad and Ann Arbor Railroad. It also includes a mix of heavy and light industrial uses.

A smaller, more isolated area of industrial use is located along the Ann Arbor Railroad in the northwest corner of the city. Altogether, Milan has a total of 263 acres dedicated to industrial use. 80% of industrial land is classified as heavy industrial, which includes more intensive manufacturing and assembly operations, material production and processing than those found in the light industrial category.

Public and Semi-Public

A number of public and semi-public uses are located throughout Milan. Public uses consist of municipal offices, the post office and public school facilities. Municipal parks also account for a significant portion of public land. Semi-public, or quasi-public, uses consist of mainly religious institutions and schools. Overall, 260 acres of land (14%) are occupied by public and semi-public uses.

Agricultural/Vacant

Although Milan is a mature, developed community, the city possesses a large amount of vacant land which serves as an opportunity for future growth. Approximately 641 acres of agricultural/vacant land exist in the city, which represents 34% of the city's total land area. The 35% increase of vacant land from 2001 to 2009 reflects the addition of the three PA 425 parcels located in the southern portion of the City.

Some vacant lands within the City and the study area may have limited development potential because of the presence of wetlands, surface water and poor soil conditions. According to the Natural Features map (Map 5) and the Existing Land Use map, it appears that the majority of current vacant land has potential for construction. Most remaining wetlands are located adjacent to bodies of water. Because of the extent of these wetlands along the Saline River, the creation of the Saline River Greenway would be the best way for these lands to be utilized. With these areas preserved, development can be focused into other areas of the city.

However, most construction would require sufficient site engineering due to the majority of existing vacant land having poor soils (as discussed previously in this section). Fill materials used in those areas should be monitored closely to avoid the introduction of hazardous or otherwise contaminated materials. This could factor the type and extent of development that can occur on these sites. In addition, all development should attempt to preserve any remaining woodlands.

Table Sixteen. Existing Land Use Categories and Acreage: City of Milan, 2009.*

Category	Description	Acres	%
Single Family Residential	Includes all single family detached dwellings and the developed portion of rural residential parcels (the area included in the dwelling space and associated maintained yard space).	505	27%
Multiple Family Residential	Residential structures containing three or more dwelling units, including flats, triplexes, apartment houses, attached condominiums and similar type dwellings.	47	3%
Commercial	Improved land parcels used predominantly for wholesale services, retail, or commercial services.	53	3%
Light Industrial	Includes light manufacturing, assembly, processing and distribution uses.	49	3%
Heavy Industrial	Improved land parcels used predominantly for manufacturing and assembly operations, material production and processing, and other industrial uses that produce noise, dust, vibration and other impacts that are typically incompatible with less intense land uses.	214	11%
Public & Semi Public Community Facilities	Land parcels, either improved or unimproved, which are held in the public or private interest and exempt for real taxation. Included in this classification are such uses as: public and private schools, churches, cemeteries, parks and recreation areas, government buildings and uses, and utilities, including utility transmission facilities.	260	14%
Agricultural Land	Land used predominantly or wholly as cultivated farmland pasture or woodlands with or without associated farm structures and residences.	641	34%
Vacant	Land plotted for future construction but currently unoccupied	95	5%
Total		1864	100%

*Includes only land area within the City boundaries as of April, 2009.

**Table Seventeen. Existing Land Use Categories and Acreage Differences:
City of Milan, 2001 and 2009.**

Land Use Category	2001 ²	2009 ³	2001 – 2009 ¹
	Acres	Acres	% Change
Single Family Residential	332	505	35%
Multiple Family Residential	46	47	2%
Commercial	44	53	17%
Industrial	268	263	-2%
Public and Semi-Public	199	260	23%
Agricultural/Vacant	476	736	35%
Total¹	1,245	1,864	NA

1: The Land Use Totals do not include road and rail rights-of-way.

2: Includes only land area within the City boundaries as of November, 2001.

3: Includes only land area within the City boundaries as of April, 2009.

Goals and Objectives

Overview

One of the primary elements of any land use plan is the formulation of community goals and objectives. Goal establishment helps to determine the direction that the community seeks to pursue in its future growth and development. Objectives are more specific, “action-oriented” items that are intended to assist in the eventual fulfillment of the stated goals. Both goals and objectives are essential to the success of the planning process, in that they provide a significant portion of the framework within which the plan is developed.

This section of the plan summarizes the efforts undertaken to derive at the stated community goals and objectives for the future physical development of the community. To that end, the goals and objectives identified herein are intended to reflect the land use priorities of the community, give direction to the development and re-development efforts regarding the city’s physical environment, and establish stated policies to assist the Planning Commission, City staff, and other boards and commissions in assessing the impact of their planning decisions.

The stated community goals and objectives have the following purposes:

- To guide the Planning Commission and City Council when considering requests for changes in zoning. Both the Planning Commission and City Council should reference the plan’s goals and objectives when considering zone change requests, to ensure consistency with the policies and intents of the land use plan.
- To guide the City Council and other boards and commissions when considering capital improvements. Again, the goals and objectives stated in the land use plan should be referenced when considering major investments in infrastructure, buildings, services, etc. to ensure consistency with the policies and intents of the land use plan.
- To assist the City in expressing their local expectations and plans for the future growth and development of their city to adjoining townships, municipalities, the counties, and the region.

It is important to note that community goals and objectives are never final or complete. They should regularly be reviewed by the Planning Commission to ensure that the intent and purpose of the goals remain current and valid. In such instances, it may again require the Commission to carefully review current circumstances, existing trends, and community perceptions and preferences.

Community Visioning Session

A community visioning session was held on January 30, 2001 at the Milan Community Activity Center. The purpose of the visioning session was to elicit ideas and comments regarding the assets or strengths of Milan, the limitations or weaknesses of Milan, and the future development strategies for the City of Milan. These ideas and comments combined with an analysis of strategic issues, existing conditions, development trends and discussions with elected and appointed officials form the foundation of the community goals and objectives contained in this plan.

At the visioning session, attendees were presented with an overview of the existing conditions and trends in the City of Milan and the surrounding area, as well as a visual tour of the City of Milan. The attendees were then divided into small groups where they were asked to identify and discuss items they viewed as strengths in the community and items they viewed as weaknesses. Each group was then asked to “vote” for the items they felt most strongly about.

Each group was then asked to prepare a vision and/or strategy for a specific focus area. Each group was asked to brainstorm ideas, prioritize ideas, and to develop a group consensus. A series of questions were presented to each group to stimulate thought regarding this exercise. The questions included; What is the development potential of key parcels?; What constraints impede development or re-development of the site?; What major steps are needed to achieve the identified vision?; and What design considerations should be incorporated into the strategy?

The session concluded with a representative of each group summarizing their discussion and findings and with voting by each attendee to help determine preferred strategies or actions.

The visioning step is a critical step in the process used to develop an effective Master Plan. The

session combined with Planning Commission workshops, serves as the principal tool used to include the general public in the discussion regarding future growth and development of the City of Milan. Even more significant, the intent of conducting the visioning session is to produce a general consensus on the major issues facing the community, to generate enthusiasm and support for the planning process, and eventual adoption of the City's Master Plan. Furthermore, the visioning session is intended to foster support for the eventual steps necessary to implement the plan's recommendations.

Finally, it is intended that the results of the visioning session help to establish an effective mechanism that will help the City of Milan to achieve the following:

- Create a sense of "community" among the participants
- Generate participation and interaction between community leaders and citizens
- Facilitate communication and cooperation among community leaders
- Develop a shared "vision" for the community with realistic expectations
- Develop a consensus for future strategies

The following information provides an overview of those issues identified during the Milan visioning session.

Assets/Strengths

The participants in the visioning session were asked to identify those items that they were most proud of or that represent assets or strengths found in the community. The items considered the most significant assets or strengths in the community were:

- Schools
- Scenic Lake
- Park system
- Small Town - Farming Community

- Proximity to North-South Highway and Close to Urban Area
- Historic Buildings
- Fire Safety and Municipal Services

Weaknesses/Limitations

The participants in the visioning session were asked to identify those items they were most sorry about, or that represent weaknesses or limitations found in the community. The items considered the most significant weaknesses or limitations in the community were:

- Vacant buildings in downtown
- Lack of industrial diversity
- Heavy truck traffic
- Lack of assisted living opportunities
- Lack of retail opportunities
- Lack of good use for lake
- Conflict over growth pressures

Development Strategies

The participants in the visioning session were asked to identify any strategies that they thought might help capitalize on an asset or strength or that may help overcome a limitation or weakness within specific areas of the City or surrounding area. The strategies discussed included the following:

- Attract more retail uses to downtown
- Increase the availability of assisted living facilities
- Provide a truck route around Milan
- Provide new road access from Allen Road to downtown

- Attract a destination restaurant, such as a brewpub
- Attract an eighteen hole golf course
- Provide a pavilion structure for Farmer's Market
- Increase the entertainment options in the City

PA 425 Industrial Area

- Keep area close to US-23
- Build ramp off US-23 if needed to deal with increased truck traffic
- Include commercial uses in the industrial areas

PA 425 Residential Area

- Use open space and cluster housing techniques
- Continue 60' minimum frontage for lots
- Promote affordable housing

Milan Organization for Regional Excellence (MORE)

In March of 2001, MORE held a community-wide visioning session to solicit ideas from area residents regarding future growth and development of the area. Approximately 60 persons attended the session, which included three exercises, including; the growth scenario game, the visual survey exercise, and group discussion of issues. The results of these exercises were included in a report prepared by the Washtenaw County Planning Department.

Though the scope of MORE is beyond the City of Milan, including the four adjoining townships, much of the discussion that occurred at the visioning session is relevant to Milan or has the potential for direct impact on the city. The following information summarizes some of the key points included in the report:

Area Growth Scenario

The results of this scenario indicated a preference for commercial growth and higher density residential growth near the City of Milan and in the vicinity of U.S. 23. It was indicated that the

majority of commercial growth near the City of Milan occur to the north of the City around U.S. 23 and to the south near Plank Road and U.S. 23. It was indicated that the majority of residential growth be to the northwest and west of the city. It was indicated that the preference for industrial uses near the City occur to the east and northeast of the City. The results of the exercise indicated a preference for retaining the majority of the adjoining townships in open space and agricultural land uses.

Visual Survey Exercise

This exercise evaluated a series of development types with the intent of gaining an understanding of the preferences of participants. The types most applicable to Milan included local commercial development, low density residential, research park, high density residential, multiple family residential, planned unit development, and expressway commercial. The results of this exercise were as follows:

Local Commercial

A stated preference for a development pattern that places businesses close to the street, retains strong buffering and landscaping, shares parking spaces, places parking to the rear of the development, and provides sidewalks to accommodate pedestrian movements. Participants found this pattern to be the most desirable for both automobiles and pedestrians and found it to be the most pleasing shopping environment. Figure One is a graphic example prepared by Washtenaw County Planning of the preferred development pattern.

**Figure One:
Local Commercial**

Low Density Residential

A stated preference for a development pattern that clusters the homes on the least sensitive portions of the property and which protects natural features through either protective overlays or through retention as common space.

Source: Washtenaw County Planning

**Figure Two:
Low Density Residential**

Participants found this pattern the most desirable to live in and indicated their willingness to restrict certain activities such as tree removal in areas of significant natural. Figure Two is a graphic example prepared by Washtenaw County Planning of the preferred development pattern.

Research Park

A stated preference for a development pattern that clustered land uses in a park-like setting and protected open space and natural features. Participants found this pattern to be the most desirable from the perspective of the employee and relative

Source: Washtenaw County Planning

to parking and road access. Participants further indicated their support of requiring preservation of open space and natural features. Figure Three is a graphic example prepared by Washtenaw County Planning of the preferred development pattern.

**Figure Three:
Research Park**

High Density Residential

A stated preference for a development pattern that accommodates large lots, curvilinear and connected streets, and buffering along the perimeter of the development. Participants found this pattern to be most pleasing for residents, to have the best road configuration,

Source: Washtenaw County Planning

and to reflect the desired character for the area. Participants also indicated their willingness to require open space in high density developments. Figure Four is a graphic example prepared by Washtenaw County Planning of the preferred development pattern.

**Figure Four:
High Density Residential**

Multiple Family Residential

A stated preference for a development pattern that protects natural features, utilizes smaller buildings, provides for smaller parking lots and garages, and a curvilinear street pattern. Participants found this pattern to be the most desirable relative to parking, road configuration,

Source: Washtenaw County Planning

pedestrian access, and open space arrangement. Further, participants indicated that they would prefer to live in a development utilizing the preferred development pattern. Figure Five is a graphic example prepared by Washtenaw County Planning of the preferred

**Figure Five:
Multiple Family Residential**

development pattern.

Planned Unit Developments

A stated preference for a mix of uses including single family residential, commercial, and open space as well as lot sizes including those greater than one acre and those less than one acre in size.

**Figure Six:
Planned Unit Developments**

Source: Washtenaw County Planning

Participants found this pattern

to be the most desirable for residents and in terms of open space and commercial arrangement. Further, participants indicated that the preferred pattern promotes the pattern they would like to see used in PUD's throughout the region. Figure Six is a graphic example prepared by Washtenaw County Planning of the preferred development pattern.

Expressway Commercial

**Figure Seven:
Expressway Commercial**

A stated preference for a development pattern that limits sign sizes and locations, provides landscaping, and small scale and interesting architectural details and features. Participants found a pattern that allows parking near the business, provides pedestrian access, and that limits the typical pattern of strip development to be the most desirable pattern.

Source: Washtenaw County Planning

Figure Seven is a photograph provided by Washtenaw County Planning that illustrates this preferred development pattern.

Stated Community Goals and Objectives

For the sake of simplicity and to facilitate better understanding of their intent, the stated community goals and objectives are presented under the heading of broad categories such as housing and community facilities and services. It should be noted however, that many of the goals and objectives touch upon more than one category, thus demonstrating their complexity and interrelatedness regarding the preferred future growth and development in the City of Milan.

The following are additional goals and objectives that the City determined. Based on the findings of the Survey and Analysis section of this plan the Goals and Objectives provided are created to accompany the results of the Community Visioning Session. Altogether these findings provide a base from which the future land use map and text were completed.

Housing Development

Goal: The City of Milan will continue to provide quality residential neighborhoods, with a range of housing options for a variety of ages and incomes, along with the public features and services necessary to support strong neighborhoods.

Objectives:

- Provide opportunities to develop a wide and balanced range of housing types that readily have access to community facilities, services, and employment opportunities regardless of age or income.
- Provide opportunities to improve streets, street trees, sidewalks, and other public infrastructure to enhance and strengthen existing neighborhood character.
- Ensure that development of new residential neighborhoods exhibit traditional design characteristics and that they tie into the fabric of the existing neighborhoods.

- Seek to coordinate residential development activities with adjoining townships to ensure compatibility of land uses.

Commercial Development

Goal: The City of Milan will continue to be a destination for commercial activity for residents as well as users from beyond the City's boundaries, through its unique business environments. Commercial development will be directed in a manner that complements the positive image of the community.

Objectives:

- Preserve the integrity and historical character of the Central Business District
- Provide opportunities to strengthen and enhance locally owned businesses located in the Central Business District and in neighborhood commercial areas.
- Provide opportunities to retain and attract appropriately-scaled commercial enterprises near the US-23 interchanges that draw patrons who are traveling on US-23.
- Focus automobile-oriented commercial activities in the vicinity of US-23.
- Establish or continue efforts aimed at increasing the identity of each business district, through urban design measures.
- Seek to coordinate commercial development activities with the adjoining townships to strengthen Milan's position as a commercial center.

Industrial Development

Goal: The City of Milan will continue to enhance its tax and employment base and regional position as a major employment center by providing opportunities to develop quality industrial, research, office, and high-tech facilities.

Objectives:

- Strive for a balance between the economic benefits of industrial development and the types of industry that are compatible with the stated community goals that are consistent with the preferred development pattern.

- Seek opportunities to expand industrial activities that are near existing industrial activities and that would not otherwise impose negative impact on established residential neighborhoods.
- Seek to coordinate industrial development activities with the adjoining townships to ensure that development can be readily served by public utilities and the transportation network and that will be compatible with adjoining land uses.

Community Facilities & Services

Goal: The City of Milan will continue to maintain and enhance its community facilities and services in a manner that meets the needs of residents and businesses and contributes to the overall desirable image of the community.

Objectives:

- Seek to ensure that the City's water supply and distribution system and wastewater collection and treatment systems maintain adequate capacity to serve the residents and businesses located in Milan and ensure that the systems continue to meet or exceed all state and federal standards.
- Evaluate the sufficiency of existing public facilities and the feasibility of rehabilitation, expansion, or replacement where appropriate.

Transportation

Goal: The City of Milan will maintain and enhance the transportation network in a manner that will effectively serve the community's preferred development pattern and provide residents with safe and efficient linkages within the community and to the broader region.

Objectives:

- Establish a truck route that will divert heavy truck and commercial traffic away from the residential areas and central business district.
- Ensure that new developments provide connections (streets, sidewalks, trails, etc.) to the existing community.

- Continue routine maintenance and replacement of streets and sidewalks to ensure that they continue to provide safe and efficient linkages to the remainder of the community.
- Maintain and enhance access management efforts to ensure that development activities do not negatively impact the community's road network.

Community Design and Image

Goal: The City of Milan will continue to be a place of distinct and unique character by focusing on protecting and enhancing existing residential neighborhoods, the Central Business District, and its natural features.

Objectives:

- Increase code enforcement efforts to reduce visual blight in residential and business areas and to encourage a higher level of property maintenance and land use.
- Seek to ensure that the historical development pattern, street pattern, and community character are protected and enhanced as new development or re-development takes place in the community.
- Provide opportunities to improve streets, street trees, sidewalks, and other public infrastructure to enhance and strengthen existing neighborhood character.
- Provide opportunities to improve the design quality of the business areas throughout Milan.
- Seek to increase awareness of the historical resources present in the community and their contribution to the character of the City.
- Continue to increase awareness of the natural features in and around Milan, particularly Ford Lake, and their contribution to the character of the city.

Local Government

Goal: The City of Milan will continue to be a community with an involved and committed citizenry and with an effective and highly professional form of governance. The City will continue to pursue opportunities to coordinate policy decisions and actions with the adjoining townships and with the region.

Strategies:

- Continue to work with adjoining Townships to identify appropriate growth areas that will over time be incorporated into the City boundaries.
- Continue to participate in regional initiatives such as M.O.R.E.
- Coordinate growth and development activities with Washtenaw and Monroe County.

Parks and Recreation

Goal: The City of Milan will continue to maintain and enhance the passive and active recreational opportunities present in the City, with a focus on improved opportunities at existing parks and facilities.

Strategies:

- Seek to provide non-motorized connections to the parks within the City's system, establishing a "central corridor" through the community.
- Provide for the continual development and improvement of existing parks and facilities.
- Continue to monitor the implementation of the current parks and recreation plan and update it as appropriate.

Alternative Analysis

Overview

To arrive at an idea of how the community would like to see the City of Milan change over time. A preferred development pattern with associated policies and strategies needs to be defined. The process employed in this plan to derive at such a preferred pattern includes identification of the resources and constraints present in the community, general discussion of alternative development patterns and the relative merits or limitations of each, and finally agreement on the preferred development pattern. The following information is presented relative to this process:

Resources and Constraints

The Master Plan for the City of Milan should reflect the patterns of existing uses; in addition this plan must recognize the natural and man-made constraints present in the community. Likewise, the City possesses a number of resources, both natural and man-made which are valuable in a variety of ways including their contribution to the unique character of the community. The challenge therefore, is to identify a development pattern that accomplishes the community's stated goals and capitalizes on the resources or opportunities present in the community, all in recognition of the existing constraints.

Resources

Community Neighborhoods

Most of the City's neighborhoods exhibit the characteristics associated with traditional neighborhood design, that is inter-connected streets, sidewalks, street trees, and close proximity to civic amenities and shopping opportunities. The strength of this pattern lies in its physical, aesthetic, and economic value. The elements present in these neighborhoods, all contribute positively to the character and sense of place associated with the City of Milan.

Central Business District

The central business district, though confronted with challenges, such as competition, high maintenance and rehabilitation costs, etc., continues to contribute strongly to Milan's unique character and sense of place. The CBD remains a viable business location for many businesses and plays a pivotal role in attracting patrons from areas surrounding Milan.

Neighborhood Businesses

Milan can boast of a number of viable, locally owned neighborhood based businesses. These businesses remain appropriately scaled in terms of their impact on the surrounding neighborhood and present shopping options within walking distance of many of the established neighborhoods.

US 23

Though there are a number of challenges surrounding the US 23 interchange, such as current geometrics, and the ability to handle future traffic volumes, it represents a significant resource for the City of Milan. Highway 23 provides easy access to Milan for visitors and also provides easy access to the markets of Toledo and Detroit for the residents of Milan.

Ford Lake and Saline River

Ford Lake and to a lesser extent Saline River have historically played a central role in the growth and development of the City of Milan. Until recently, the Lake and River have been viewed as a resource for its ability to either generate power or to dispose of wastes generated by the land uses located close by. Today, both are increasingly recognized for their environmental and aesthetic role as well as their contribution to the unique character of Milan.

Diverse Local Economy

The local economy of Milan, that is the type of employment opportunities present in

Milan has gained significant diversity in recent years. A strong mix of jobs is present in the community ranging from retail jobs to industrial jobs and from service jobs to professional jobs. Recent commercial development near US 23 and industrial development in the Milan Industrial Park are examples of recent development activities that have contributed to this diversity.

Re-Development Opportunities

There exist a few areas that appear to offer opportunities for re-development, improvement, or re-use. These areas include land adjacent to Main Street and the railroad in the western portion of the City. Because the property represents a significant entrance into the beginning of the central business district, it is vital that the quality of the development remains high. This quality includes aesthetics, access management, landscaping, etc.

The area in the vicinity of Wabash Road, Allen Road, and the railroad in the southern portion of the City represents another opportunity for re-development. This area currently contains a mix of uses and building styles. This area serves as a main gateway into the City from the south and is therefore of importance to the perception of the City as a whole. It is vital that the quality of this area remain high. This should include such issues as landscaping, building maintenance, access management, and economically viable use of vacant buildings.

Another area positioned for re-development or re-use is the area located adjacent to the US 23 and Plank Road interchanges. Due to the volume of traffic using US 23 and the associated demand for automobile related goods and services, this area which currently includes a mix of industrial uses, residential uses and vacant land could be re-developed to accommodate such uses. Similar development is currently occurring at the US 23 interchange located in the northern portion of the City. Because this area is both a significant gateway into the City and also highly visible from US 23, it is quite important that the quality of development remain high. Once again, this includes such issues as building design, landscaping, sign controls, access management, and positive transition

between highway related business activities and less intensive land uses.

A number of areas within the central business district that offer re-development opportunities include the building that formerly housed The Danube restaurant. This building which has in the past been operated as a restaurant and a boarding house catering to the likes of Henry Ford, offers a unique opportunity for redevelopment in the heart of the central business district. Other re-development areas include the areas located directly behind the buildings fronting on Main Street. This area which includes an alley, parking lots, and the rear facades of the businesses offers an opportunity to strengthen the visual appearance of the area and to improve the connectivity to the central business district.

Finally, the area near the central business district bounded by Tolan, Hurd, and Ferman Streets. This area is currently a mix of land uses and suffers from a lack of consistent appearance and purpose.

Development Potential

There exist areas both within the City and along its boundaries that offer opportunities for new development. These areas include:

The area west and southwest of the high school on Redman Road totaling 288 acres. This land was brought into the City through a P.A. 425 agreement with Milan Township. The property has been rezoned to a residential planned unit development. The conceptual site plan was approved in October of 2004 with the southern 188 acres receiving final site plan approval in September of 2005. At this time, the property is being farmed and all possible development ceased due to the economic downturn in 2007.

Several areas in the adjoining townships represent development opportunities including the areas north and south of Arkona at Platt Road. These areas are generally vacant and free of any known environmental constraints. Because these areas are located in York Township, adjacent to the current City boundaries, they represent an opportunity for the

Township and the City to develop an agreeable method by which public services could be extended, development could occur, and the boundaries of the City could be expanded.

The area surrounding the new high school location and along the southern limits of the City represent similar opportunities, though they are both located in Milan Township. Again, both areas could be developed for urban land uses including residential, industrial, or commercial and could be served by public utilities. As in York Township, the City and the Township should seek an agreement as to how development will occur and eventually how the City boundaries will expand.

Other Resources

Other resources of importance include the Milan School District, the Milan Parks and Recreation system, the Ford Heritage Trail, M.O.R.E. and the surrounding areas of farmland and open space. Each of these resources contributes to the viability of the City of Milan in a variety of ways, including employment opportunities, opportunities to attract visitors, and increased quality of life.

Constraints

Truck Traffic in Central Business District

The movement of heavy traffic through the residential portions of the City and the central business district has been a constraint in the City for some time. Truck movements are an integral part of the economic success of Milan, though they should occur without negatively impacting existing neighborhoods and business districts. A practical and reasonable alternative for truck movements in the Milan area needs to be addressed.

Quality of Entrances into Milan

In general, there exists a distinct and pleasant entrance into the City of Milan. A few notable exceptions do exist that need attention to help maintain the aesthetic qualities present in the City and to help bolster its unique sense of place. In particular the entrance

into the central business district from the west should be looked at in further detail. Likewise, the entrance into the city from the south needs similar attention.

Current Size of Central Business District

There exists no clear direction as to the potential expansion of the central business district. While it is true that the majority of business development will continue to occur near US 23, certain uses including office activities and locally owned retail businesses will continue to find the central business district desirable. Due to the small physical size of the central business district this will continue to place pressure on adjoining areas to convert to non-residential uses. This is evident currently along portions of Main Street and Tolan Street. Determining what the ultimate size of the central business district is to be and if it is to expand, where that expansion will occur, and how the transition from residential uses to non-residential uses is best handled, are of critical importance in addressing this issue.

Summary:

- Strong neighborhoods and business districts are significant assets to the community and should be protected and enhanced
- Easy and dependable access to and within the City of Milan is important to the overall quality of life and its economic success and should be protected and enhanced
- The Saline River and Ford Lake are increasingly seen as a valuable asset in the community and should be protected and enhanced
- Several re-development and development areas exist within the City of Milan and should be further evaluated and pursued, where possible
- Strategic, regionally agreeable expansion of the City limits should continue to be pursued to facilitate continued growth and development of the Milan area and continued expansion of the City
- A continued focus on the aesthetic qualities found in Milan and present at the gateways into Milan is necessary
- A clear direction of how the central business district should change over time is needed

Development Alternatives

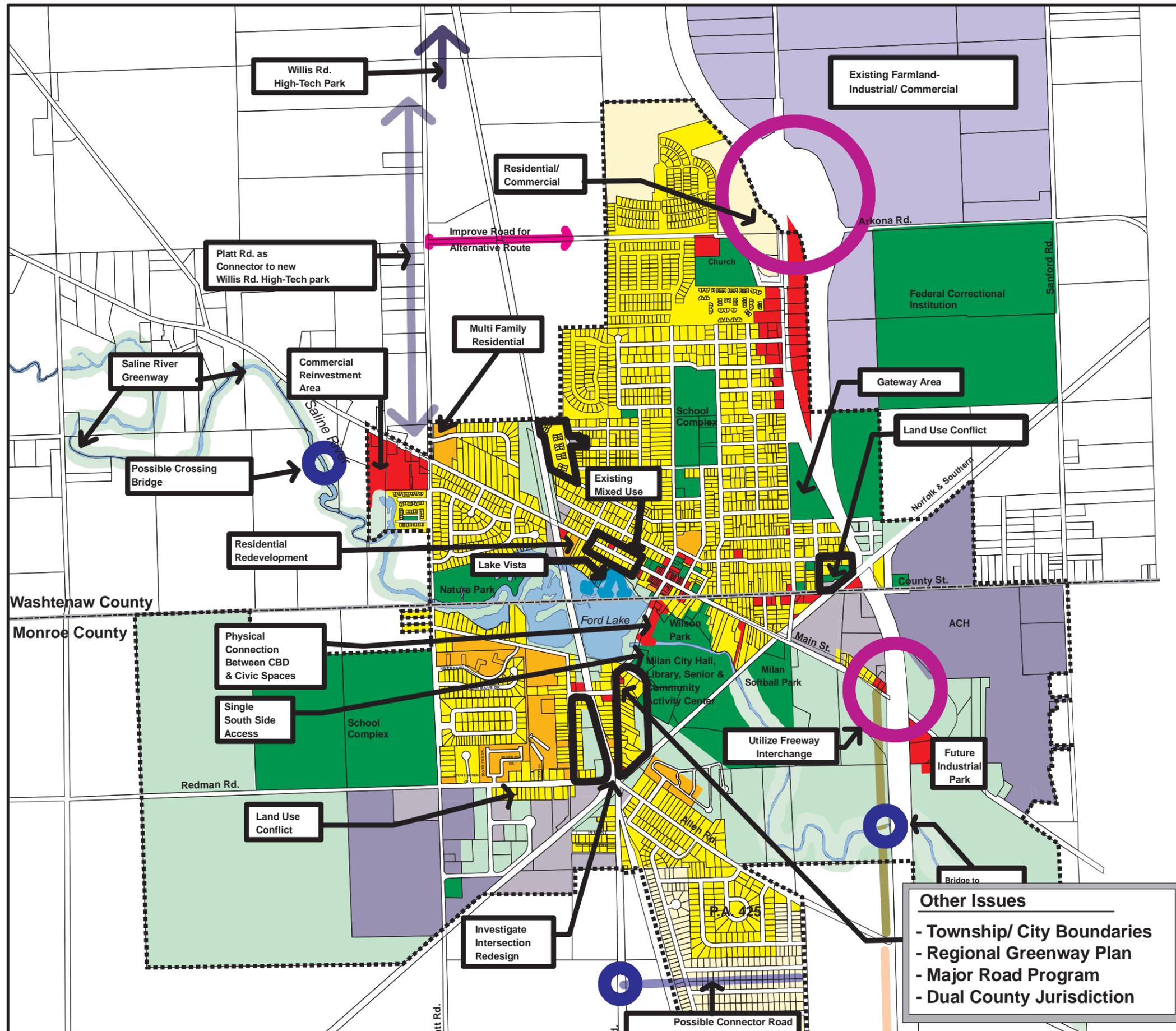
For the purposes of this Master Plan, three alternative development scenarios were identified and analyzed. These included a focus on expanded city boundaries for strictly residential uses, a focus on expanded city boundaries for strictly non-residential uses, and a focus on re-development within the current city boundaries.

The three alternatives were presented to the community for discussion of the merits and limitations associated with each. The result of these discussions was a preferred development pattern. It is this preferred development pattern that is reflected in the future land use map and accompanying text contained later in this plan. Furthermore, discussions were held regarding the form or style of development that could take place within any development or re-development areas. This discussion included an explanation of difference between the suburban development model, consisting of cul-de-sacs, large concentrations of single use areas, strip commercial areas, and franchise architecture and the traditional neighborhood model, consisting of inter-connected streets, mixed uses, establishment and enhancement of business districts, and unique architecture.

The following is a brief description of each of the development alternatives that were considered and a more detailed explanation of the differences between the suburban model of development and the traditional neighborhood model. For each, the merits and limitations are described and analyzed. The section concludes with an overview of the preferred development pattern and form.

CITY OF MILAN MASTER PLAN

Map 7: Resources and Constraints



Legend

- Milan Boundary
- County Boundary
- Parcels
- River Buffer Area
- Water
- Existing Land Use
- Single Family
- Multiple Family
- Neighborhood Commercial
- Heavy Commercial
- Public/Inst.
- AG/Open Space
- Light Industrial
- Heavy Industrial
- Vacant

- #### Other Issues
- Township/ City Boundaries
 - Regional Greenway Plan
 - Major Road Program
 - Dual County Jurisdiction



Original Source Credit: McKenna Associates
 Carlisle/Wortman Associates, Inc.
 Community Planners & Landscape Architects
 Plot Gen.: June 16, 2009



Focus on Expansion of City Boundaries for Residential Growth

This development scenario is one in which the city takes an aggressive approach to expanded residential growth outside of its current boundaries and subsequently expanding the city limits. The scenario would necessitate strategic extension of public facilities and services including sewer and water. This scenario also requires cooperation between the city and the adjoining townships.

Evaluation

This development scenario, like any has positive and negative consequences for Milan and the surrounding area. Positive impacts of the scenario may include:

- Increased housing opportunities for current and future residents of the Milan area
- Increased revenue for public services and facilities
- Increased customer base for businesses located in Milan
- Helps adjoining townships in protecting areas of open space by concentrating growth adjacent to Milan
- Increased assurance that future development would be in the best interest of the entire Milan area

Negative impacts of this scenario may include the following:

- Potential for increased traffic congestion on area roads
- Increased demands placed on area services and facilities located in Milan and the surrounding area, such as water and sewer utilities, police and fire, schools, libraries, and parks
- Potential for loss of tax revenues for adjoining townships

Focus on Expansion of City Boundaries for Non-Residential Growth

This development scenario is one in which the City takes an aggressive approach to expanded non-residential growth outside of its current boundaries and subsequently expanding the city limits. The scenario would necessitate strategic extension of public facilities and services including sewer and water. This scenario also requires cooperation between the City and the adjoining townships.

Evaluation

This development scenario, like any has positive and negative consequences for Milan and the surrounding area. Positive impacts of the scenario may include:

- Increased employment opportunities for area residents
- Increased revenue for public services and facilities
- Helps adjoining townships in protecting areas of open space by concentrating growth adjacent to Milan
- Increased assurance that future development would be in the best interest of the entire Milan area

Negative impacts of this scenario may include the following:

- Potential for increased traffic congestion on area roads
- Increased demands placed on area services and facilities located in Milan and the surrounding area, such as water and sewer service, police and fire, and similar
- Potential for conflict between incompatible land uses
- Potential for loss of tax revenues for adjoining townships

Focus on Re-development Within Current City Boundaries

This development scenario is one in which the City takes an aggressive approach to development and re-development within its current boundaries. The scenario may necessitate strategic capital investments by the City in targeted areas. This scenario may also require action by a variety of private and public entities relative to incentives and actions.

Evaluation

This development scenario, like any has positive and negative consequences for Milan and the surrounding area. Positive impacts of the scenario may include:

- Increased housing opportunities for current and future residents of the Milan area
- Increased revenue for public services and facilities
- Increased customer base for businesses located in Milan
- Increased employment opportunities for area residents
- Increased assurance that future development would be in the best interest of the City of Milan

Negative impacts of this scenario may include the following:

- Potential for increase traffic congestion on City roads
- Increased demands placed on area services and facilities located in Milan, including schools, libraries, parks, sewer, and water
- Potential for opposition to increased intensity of development and introduction of new land uses into established neighborhoods and business districts
- Less influence on amount and type of growth occurring along the periphery of the city

Preferred Development Pattern

As is clearly evident, the alternative development scenarios share many of the same consequences, both positive and negative, though to differing degrees. Also evident, is the fact that no single alternative offers what is readily recognized as the “correct” scenario, rather a combination of each of the scenarios appear to offer the most benefit to the city and the adjoining townships. Indeed, upon thorough review and analysis of existing conditions, the strategic issues present in the community, identification of the goals and objectives of the community, identification and analysis of the resources and constraints present in the community, and an understanding of potential future development scenarios, the community has developed a preferred development pattern that combines elements of each of the previously discussed scenarios.

The following provides a brief overview of the preferred development pattern, its intent and the actions and policies that may be considered by the City. The Future Land Use Plan portion of this plan expands upon this discussion and presents the preferred development pattern in a graphic format.

Combined Focus of Expanded City Boundaries With a Focus on Residential Development and Limited Non-Residential Development and With a Focus on Development and Re-Development Opportunities Within City

This development pattern seeks to capitalize upon the numerous resources or opportunities that are present both within the City of Milan and along its periphery. This pattern recognizes the value of re-investing in the business districts and neighborhoods of the City and in working closely with the adjoining townships to ensure that new growth and expanded City boundaries

are of high quality and to the mutual benefit of the city as well as the townships.

This development pattern supports actions and investments by the City that results in the development or re-development of the following areas:

- Vacant land with lake frontage within the Main Street downtown area.
- Vacant land adjacent to US-23. This includes land accessed off of Ideal Street east of the expressway.
- Vacant land in the southwest corner of the City off of Redman Road and Squires Drive.
- Vacant and plotted lands off of Allen Road, Kevin Way/Richard Way and Ohio Street in the southern areas of the City.
- Vacant land south of Main Street in the southwest corner of the City.

Furthermore, this development pattern supports actions and investments by the City that results in the development of the following areas located beyond its current boundaries. Development on these parcels would create a square approximately 2 ½ miles in each direction and would include:

- East of US-23: all land south of Plank Road.
 - All parcels between US-23 and Sanford Road and between County Street (Milan-Oakville Road) and Arkona Road.
 - All parcels between US-23 and Carpenter Road south of Willow Road.
 - Four large parcels east of Carpenter Road fronting on Arkona Road and Sanford Road.
 -
- West of US-23:
 - All parcels west of the current City boundary to Petersburg Road between Sherman Road and Arkona Road (with an additional 17 parcels north of Arkona Road).
 - All parcels south of the City extending to Sherman Road.

Land Use Development That Is Consistent With Traditional Neighborhood Development Guidelines

Development, both new and re-development, is expected to occur in a manner that reinforces the traditional development characteristics present in the community. These characteristics include sidewalks, a grid or interconnected street pattern, street trees, modest lot sizes, a diversity of architectural styles, etc. Furthermore, development and re-development activities should occur in a manner that is sensitive to the specific site characteristics and to surrounding land uses. Specific guidelines, requirements, standards, and incentives should be established that will assist in ensuring that traditional development patterns and site characteristics are respected and that adjoining land uses are complimented.

This will become particularly important on all of the vacant parcels discussed above. The majority of these parcels are of a substantial size. Therefore the City must take care in ensuring that development on these parcels follows the principals of traditional development. This will guarantee that existing and future development is compatible and will preserve the existing traditional character of the City.

Future Land Use Plan

Overview

The Master Plan is intended to assist decision makers in ensuring that the future use of land and investments made by the community are consistent with the stated goals of the community and in the best interest of the community as a whole. The future land use plan that follows this overview responds to this intent in two ways; the first is identification of geographic areas where certain types of land uses are considered appropriate. This is defined through the future land use map and is based upon the stated preferred development pattern as viewed by the Planning Commission. The second component is how the proposed land uses will be arranged on a specific piece of property. This is largely accomplished through the discussion regarding land use design guidelines that follow the future land use map, and is also based upon the stated preferred development pattern.

Both the future land use map and the land use design guidelines are based on an understanding of the strategic issues present in the City of Milan as studied by the Planning Commission through:

- The identification and analysis of the existing conditions present in the community,
- The recognition of the opportunities and constraints present in the community, and
- An understanding of the stated community goals and objectives.

The future land use map is intended to represent a development guide to the build-out of the City of Milan. In order for the community to protect its character and maintain its economic viability it is necessary to define the location and type of land uses that are desired. If not realized as proposed, other uses could undermine the fundamental goals set for the community. By identifying the extent and type of appropriate future development, tools and techniques can be employed by the City to ensure that land uses developed or re-developed in the future will be done in a manner consistent with the goals and objectives of the Master Plan.

This Master Plan is a guide for evaluating future development within the City of Milan and within its periphery. The evaluation will assist in determining whether a proposed development is consistent with the goals and objectives that the community has established. All capital investments and future changes to the zoning ordinance text and maps of the community should be evaluated for conformance to the goals, objectives, and preferred development patterns established in this Master Plan.

Future Land Use Designations

The future land use plan is comprised of eight (8) land use categories that either delineates areas of the city for particular types of land uses or that identify specific recommended upgrades, expansions or improvements. The following section describes the items that are characteristic to the development expected within these designations:

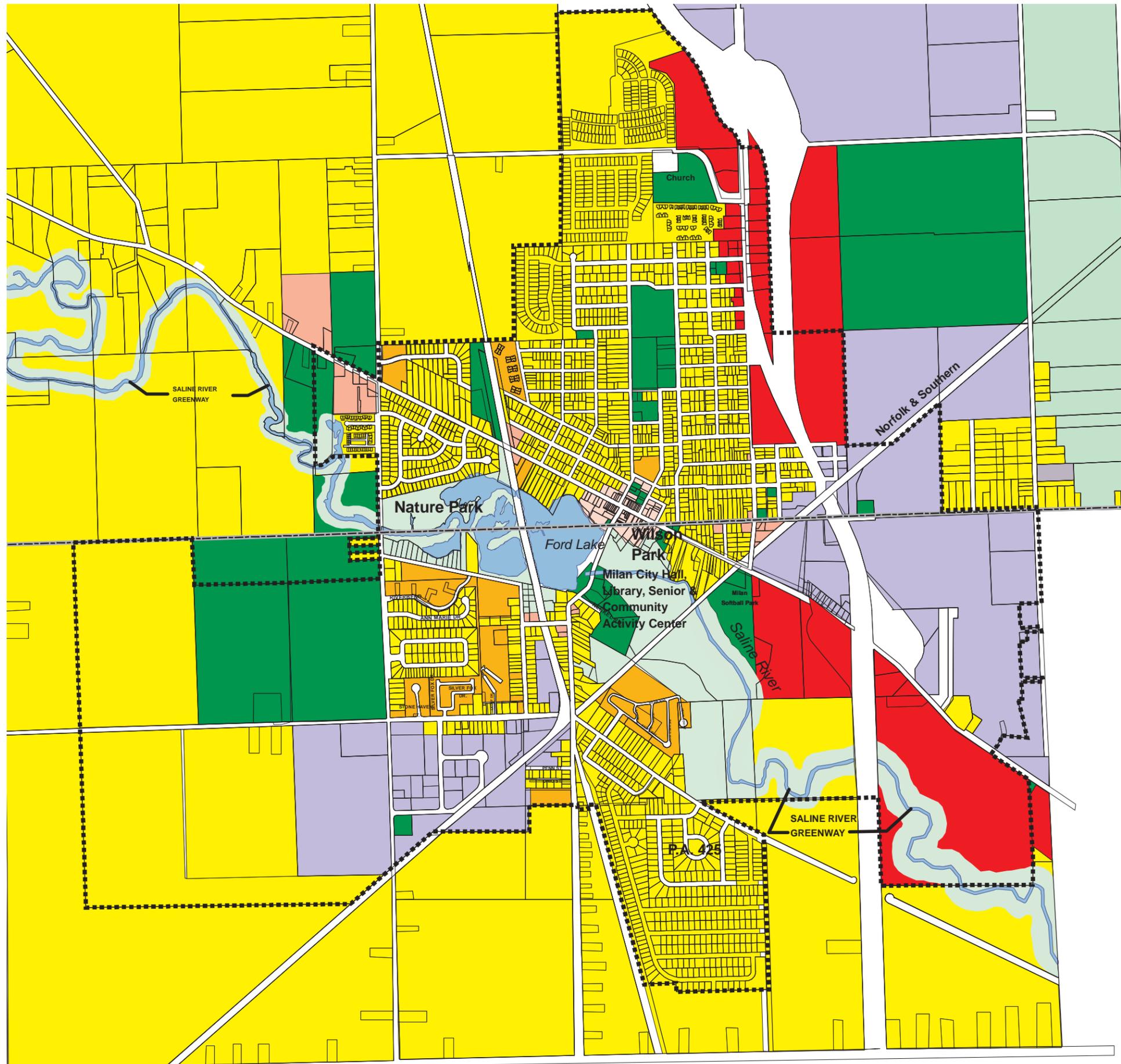
- Single Family Residential Land Use
- Multiple Family Residential Land Use
- Central Business District
- Neighborhood Business District
- Highway Commercial District
- Industrial Land Use
- Public/Semi-Public Land Use
- Park/Open Space Land Use

The purpose of this section is to assist in clarifying how property should be developed and how specific land uses should be arranged within the City of Milan. Both residential and non-residential uses are expected to be designed in a manner that is consistent with the development characteristics that presently exist in the City. Development and re-development must be sensitive to specific site characteristics and to existing land uses.

Clear requirements, guidelines, standards and incentives, when tempered with flexibility for the creative and innovative designer or developer, are the methods to ensure quality and consistency of development. The following sections clarify the guidelines for the various portions of the Milan area.

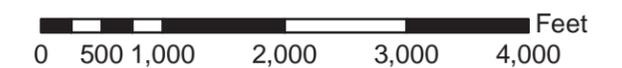
CITY OF MILAN MASTER PLAN

Map 8: Future Land Use



Legend

- Milan Boundary
- County Boundary
- Parcels
- Water
- River Buffer
- Single Family
- Multiple Family
- Central Business
- Neighborhood Business
- Highway Business District
- Recreation
- Public
- Industrial



Carlisle/Wortman Associates, Inc.
Community Planners & Landscape Architects
Plot Gen.: August 2009



Residential Land Use

Residential areas within the Future Land Use Plan will strive to preserve the small-town and historic qualities of Milan. The City should encourage neighborhoods that promote walk-ability and a range of housing types, sizes and styles.

Expansion of the boundaries of the City of Milan can significantly influence open space in the neighboring region. As contiguous areas are studied for inclusion into the City, future land use decisions should be sensitive to the reduction and the urbanization effect. Employment of Planned Development, cluster development options and traditional zoning regulatory tools should be employed and/or encouraged by the City for preservation of open land. The City has furthered the use of P.A. 425 land transfer agreements with adjacent communities. Based upon the area under consideration in a boundary adjustment, significant new residential projects as well as large areas for commercial and industrial development could be provided through these agreements.

Because of the potential size of proposed projects, strong cooperation with the Milan School Board is needed to ensure that school facility needs are met during expansion.

Based upon these policies, the Future Land Use Plan has designated the following residential categories:

Single Family Residential

Single family residential uses will constitute the largest amount of both residential types and general uses throughout the entire City. Land areas contiguous to the existing city boundary are anticipated for single family residential uses. These large parcels, currently under single ownership, are potential projects large enough to become new neighborhoods within the City.

For new residential units, traditional-style homes on average-sized lots, with sidewalks, street trees and limited setbacks will be encouraged to promote the character that the City wishes to preserve.

The provision of land planned for single family residential constitutes the greatest amount of acreage on the future land use map, as well as the greatest increase. Provision of this acreage is based on projected population increases and the goals and objectives of this plan. In total, land planned for single family use increased to nearly 577 acres within current city boundaries, a 42% increase from existing single family residential. This includes buildout of land currently plotted for single family use but vacant, as well as many other vacant and agricultural lands. As mentioned previously, the future land use map also plans for the lands on the City's periphery. Single family residential accounts for the greatest provision of planned uses on these peripheral lands of the City as well. An additional 2,503 acres have been projected contiguous to the City, increasing the potential single family residential land within this plan to 3,080 acres.

It is imperative that growth in these planned areas be in accordance with the standards set forth in this master plan and current and future zoning ordinances. The expansion of single family residential should occur in a structured manner, reflecting the traditional character and standards found today in Milan and requested by the residents of the City and region. To ensure that growth respects and furthers the qualities of the City, these neighborhoods would be: walkable, safe and attractive for residents, adjacent to existing residential neighborhoods and/or uses, and within a short distance from the City's schools and Downtown.

Multiple Family Residential

The increase in multiple family residential units is based on the need to provide proportionate affordable housing opportunities for existing and new residents. Senior housing should be included within the mix of new multiple family housing, based on the existing deficiency of such and public comment.

Multiple family residential properties will continue to be found in a range of areas within the City. This will provide for the different needs of City residents, creating an efficient balance of the different residential categories. Multiple family residential also will be employed as a transitional use, buffering single-family residential from higher intensity residential, commercial and industrial uses.

Two family residential uses have not been a significant factor in the development of the City. Two family residences may be created in areas of the City, particularly in areas of in-fill as transitional uses between single family and multiple family construction. However, the character of the surrounding neighborhood must remain intact.

The Future Land Use Plan has not designated additional land for mobile homes. If additional mobile home sites are needed in the future, the City must ensure that this housing is consistent with the character of Milan through site and home design guidelines, provided within the Zoning Ordinance.

An additional 28 acres of multiple family residential have been provided beyond that currently found within the City, a 37% increase. This should be sufficient in providing for the future multiple-family needs of the City. Because of the availability of acreage within the City for multiple-family residential, no additional land outside of the current City boundaries has been planned for multiple-family residential.

Commercial Land Use

Commercial and other nonresidential activities have always been important in the City. Commerce, keyed to the regional transportation network of roads and railroads, was the major reason for individuals to come together in organizing the settlement that would become Milan. Commercial and industrial uses have continued to evolve, providing services, goods and employment to the residents of the City and of the region. This evolution continues today, and provides a challenge to the City of Milan to ensure that each key point of commerce is preserved and furthered in a positive manner.

Central Business District

The City of Milan offers a traditional downtown shopping environment, neighborhood shopping areas and a still developing highway-oriented suburban shopping environment along US-23. The challenge confronting the City of Milan is to balance the long term health of its traditional downtown and neighborhood business districts with the emerging highway commercial development. This section offers an analysis of the Downtown (Central Business District (CBD)).

For over a half-century, Americans have witnessed a gradual transformation of the retail environment. Traditional downtown shopping districts have given way to suburban shopping centers. Many communities are saddled by discarded department stores that became victims of those “big box” regional retailers that demanded more space and sought a larger, more varied market than could be conveniently found in traditional downtown areas. Milan’s small downtown area does not bare the scars of a closed major anchor, nor does it have the size for a large single user to dominate the area. Milan’s historical commercial center must continue within its established boundaries on the strength of its integrity as a place.

Although the above mentioned trends are still evident, many classic small downtown areas have captured the retailer’s imagination and the shopper’s pocketbook. Michigan communities like Chelsea, Brighton, Dexter, Williamston and to a greater extent, Birmingham and Northville, have blossomed in recent years.

The downtown area that centers on Wabash and Main Street has functioned as the Central Business District for both the City and the neighboring area for over a century. It is a historic area that is rich in architectural design. The Downtown must continue to focus on maintaining its sense of place while valuing its identity and history. Development in the area must be pedestrian friendly, while recognizing that vehicular access must be tolerated for economic success.

Current property owners seek tenants from the office or service sector rather than retail. However, the potential remains for retail uses. The benefits that are offered by Milan's compact downtown district include convenience, pedestrian orientation, interesting architecture, a sense of place and a central location.

Following discussion and study by the Planning Commission, it is not recommended to expand the boundaries of the existing Downtown and related parking areas in consideration of the future land use designation. Expansion may be perceived as a threat to the strength of the surrounding residential neighborhood. However, this concern does not entirely exclude expansion. The City may entertain innovative proposals that could improve the Downtown's vitality while expanding the current land area designated for the Downtown. Such a proposal shall be comprehensively reviewed. It would be approved only if it is found not to be detrimental to surrounding land uses. Any expansion of the district will be subject to discussion and public input through the rezoning process. If a proposal comes forward for the expansion of office or commercial uses to surrounding residential buildings, conversion of the existing homes should meet the following standards:

- Preserve the structure
- Preserve the character of the residential neighborhood
- Maintain lighting, signs and landscaping that preserves a residential appearance and scale that does not compromise neighboring residential properties
- If a building must be eliminated, replace it with a "Downtown Building" (see below)

Future land use issues in the Downtown will revolve around redevelopment and vitality. Continuing public involvement will be required along with cooperation from private property owners. Some items that should be considered to improve the Downtown are:

- Preserve classic Downtown buildings and ensure the integrity of the Downtown
- Improve sidewalks, coordinate walls, screening and landscaping of parking lots
- Improve the rear of buildings
- Reroute truck traffic
- Increase access to rear entry ways
- Restore and improve building facades

- Increase usage of building second floors
- Maintain existing public improvements
- Maximize mix of office and retail uses
- Create additional awareness of the Downtown through increased sponsoring of special events within the Downtown, such as festivals, sidewalk sales, farmers' and craft markets, and other civic events
- Promote a pedestrian-friendly environment.
- Provide a people-oriented focal point

Preservation of a Downtown Place

The Downtown's most important assets are its classic and architecturally distinctive buildings. The buildings define this small downtown area. These buildings have irreplaceable features that form a unique and interesting environment, creating a "small town atmosphere" and a sense of place. Every effort should be made to preserve them, which means encouraging re-use and renovation instead of fostering tear-down and new development.

Although office uses are predominant in the Downtown, more emphasis needs to be placed on retail and residential occupancy to capitalize on the sense of place that the Downtown creates. Retail uses tend to compliment office uses. A more intensive retail use of the buildings would improve the overall economic vitality of the area. Equally important, residential units should be continually provided and improved within the second floors of the buildings in the Downtown. Adaptation and renovation of additional second floors for both residential and non-residential uses should be encouraged.

Most of the buildings in the Downtown are generally in good condition. Some buildings maintain a false siding that obscures the original facade, but many buildings retain their original facades. More importantly, a continuous street wall of building facades has been maintained on both sides of East and West Main contiguous to the Wabash intersection. This presents an inviting and interesting pedestrian environment, one to value and protect.

The DDA and the City have been instrumental in implementing streetscape improvements, such as decorative street lights, linkages of parking to buildings, street improvements, tree plantings, walls, and other amenities. Private and public investments have maintained a Downtown that, in spite of its compactness, remains classic in its urban design.

The City will strive to protect the unique and irreplaceable character of the Downtown. There will be pressures to expand or redevelop buildings in the near future. Care should be taken in the review of changes or additions to the district. Some elements common to a traditional “Downtown Building” should be used in the review of any future developments. A “Downtown Building”:

- Defines the street and sidewalk by being built to the front lot line
- Is at least two stories (single story buildings create an unsettling gap in the street wall)
- Includes a front street entrance
- Has a large amount of windows on the ground floor, thus creating a strong relationship between pedestrians on the sidewalk and the space inside the building
- Provides windows on the stories above the ground floor, which provides a sense of scale and provides a rhythm to the street wall
- Is constructed of traditional materials such as brick and stone
- Locates signs on the space above the front door and ground floor windows, but below the second floor line
- Has a cornice at or near the top of the facade that “caps” the building
- Is part of a continuous street wall of individual buildings built to the side lot lines

These are the basic elements of a building that give the design of the Downtown its integrity. Beyond these basic elements, variety is achieved in the building details such as architectural ornaments, the size and shape of windows, brick detailing and patina, sign design, awnings, etc. Such variety creates a visually richer and more interesting environment. As long as the basic elements are present in each building, the Downtown will have a cohesive character that contributes to an inviting environment.

Neighborhood Business Districts

Neighborhood Commercial has been designated for commercial areas located at the Main and Platt Road intersection, in the periphery of the Dexter Street and County Street intersection and in specific areas of Wabash Road. These districts reflect the current standards of the existing C-3 Zoning District and the standards discussed for the Central Business District do not necessarily apply. However, it is recommended that future development in these areas complement the Downtown standards, whenever possible, to further the character of the downtown throughout the City.

Highway Business District

Automobile-oriented uses will continue to develop in the Dexter Street Corridor. The freeway exit couples with the high visibility to US-23, creating a commercial district at the community's gateway that is highway oriented. This area provides commercial activity for residents of Milan and outlying areas. However, the commercial uses in this area must complement rather than compete with other commercial areas of the City. Expansion of highway-related uses along Dexter could have detrimental effects on other areas of the City, its businesses and character if care is not taken to preserve the niche of each commercial district. Standards should be followed to ensure that this highly visible district presents an attractive gateway to the City. These standards should reflect that:

- The rear of buildings along the freeway be treated as a second front, helping to minimize negative visual impacts
- Traffic access must be sufficiently managed to prevent turning conflicts
- Landscaping must soften parking areas and seas of asphalt
- Lighting must be shielded on an individual site basis
- Signs must be to scale and controlled
- Storm water areas should be coordinated between sites and considered for their potential aesthetic value

- Commercial building design standards should be established with specific requirements for materials, building lighting, canopies, building orientations and required common open space areas.

Industrial Land Use

The land used for industrial use is projected to expand by nearly 60%. Current and expanded industrial use will provide employment for the region and increased support to Milan's tax base. The additional acreage is based on the available parcels appropriate for industrial use within the City, as well as lands outside of the current City boundaries.

The City will continue to be proactive in positioning itself for industrial development. Significant acreage and services required for industrial uses will continue to be provided. The majority of industrial land uses will continue to be located within the city's industrial parks. This includes substantial industrial areas planned both in the southern portion of the city, adjacent to Redman and Platt Roads, and in the eastern portion of the city, adjacent to railroad and US-23 rights-of-way. In addition, lands east of the current City boundaries and adjacent to US-23 have been planned for industrial use. These areas would be most appropriate for industrial uses due to the available transportation infrastructure, the vacant/agricultural aspects of these and adjacent lands and the ease of providing the City services that industrial uses require (due to the proximity of these areas to existing City and industrial lands).

Additional land for industrial usage may be considered in the future. This is due to the positive aspects that industrial uses have, including tax base and jobs. Milan is in a geographical position to take advantage of industrial growth, including the US-23 interchanges which link the City to the region, as well as the industrial growth that has occurred or is projected to occur in surrounding communities. However, consideration for industrial (and commercial use as well, due to the similar cause and effects that each category has) growth beyond that projected in this plan must be based fully on the following before conversion to industrial usage can be permitted: applicability of the additional land, negative aspects (if any) that usage of the parcel as industrial

may have, market potential and all other aspects. It is imperative that industrial uses be designed with sufficient buffering and landscaping, appropriate access for vehicles, particularly truck and service vehicles and parking management and management of storm water, particularly when adjacent to residential and other non-industrial uses. Specific guidelines, requirements, standards, and incentives should be established that will assist the city in ensuring that these issues are addressed in a positive manner. Industrial facilities must not be detrimental to adjacent neighborhoods and must promote public consistency with the overall character of the City.

Other: Public Uses and Open Space

Public / Semi-Public

Land reserved for public/semi-public uses includes active and passive parks, land reserved for expansion or construction of government facilities and general open space. The new high school, constructed in 2003, is the largest increase in Public/Semi-Public land use foreseen in the near future.

Public/semi-public uses have been planned for 320 acres in the Future Land Use plan. The addition of the Prison would account for most of the 242 acres outside of the current City limits that are included in this plan.

Recreation/Open Space

Parks and recreation needs are currently being met in most categories and areas of the City. Additional park space will be provided in areas of future expansion. Additional facilities and upgrades should be provided where applicable based on the recommendations of the *Parks and Recreation Plan*. This plan, updated on a five year cycle, studies the needs and requirements for recreation in great detail. The most current plan completed has been incorporated by reference in this document.

The acreage planned for recreation/open space uses is planned for 1759 acres. This figure is substantially higher than existing figures due to the inclusion of the proposed Saline River greenway. This project is an expansion of the current trail system within Wilson Park. The greenway development would be an effective tool in linking the Downtown, the City's neighborhoods and its surrounding communities.

The City should review needs as additional lands are added to the City and include the dedication of park or recreational land when working with developers or proprietors in undeveloped areas or vacant land added as boundary adjustments.

Circulation Policies

Methods of eliminating transportation deficiencies have and will continue to be investigated within Milan. The City will utilize the recommendations of this Comprehensive Master Plan.

The creation of alternate truck routes that can function as a by-pass network for the Downtown should continue to be investigated by the City:

- Construction of a new road parallel to US-23 south of the Plank Road exit and connecting Allen Road would allow for a bypass to the southern sections of the City and open up the area for development.
- Improving and paving Arkona Road from Dexter Street to Platt Road will provide substantial relief to Main Street, especially as development occurs to the north of the City on the Willis Road Corridor.

In order to provide access for properties west of the City and south of the Saline River, a new road, including a river crossing, should be studied.

All future developments, residential and non-residential, will be encouraged to limit the number of access drives onto City roads and streets and should be encouraged (or required, if so warranted by the Zoning Ordinance) to share driveways. This is of particular concern on Main Street, on Plank Road and on Dexter Street, streets with the greatest potential for increased traffic flows and related conflicts.

.....Implementation Strategies

Overview

Implementation strategies are an integral component of any master plan. They determine how the Plan's guidelines and recommendations are to be put into practice and become reality. To implement the goals and objectives provided in this plan and to achieve the preferred development pattern, it will be necessary for leadership of Milan to be forward thinking and committed. The following strategies may be used as individual efforts or combined with others to achieve the desired results. The key is to define those strategies that will best implement the master plan at any given time, under specific circumstances and to then proceed with those strategies.

Public Policy and Administrative Action

Public Information and Education. A successful master plan must educate the citizens of the community on both the goals for the community and the individual regulatory and incentive measures that are needed to actually implement the plan and realize the stated goals. An informed and involved citizenry can then offer its support and assistance in working toward the community they desire to have in the future.

An example of appropriate public information and education is in educating the public of the importance of continuing the traditional development pattern currently found in Milan. Through such efforts, the public is far more likely to initiate and support efforts aimed at maintaining sidewalks and street trees, and in supporting regulations that promote traditional neighborhood characteristics. Offering information to the public, concerning the benefits of traditional neighborhood development and the ways that such development helps contribute to the city's character and property values, gives citizens the opportunity to make informed decisions regarding new incentives, regulations, or standards.

The following information outlines examples of programs that can be undertaken to help inform the public about important land use goals and implementation techniques:

- A condensed version of the future land use plan, highlighting the goals of the plan
- Informational brochures on various topics important to the city
- Programs in the school system concerning land use issues
- Regular informational sessions conducted by the Planning Commission and City Council
- Cable TV outreach on land use issues

Continued Cooperation Between Local Units of Government. The City will want to continue to cooperate with adjacent communities to promote a proper system of growth. The City and its surrounding communities should regularly communicate and share plans to maximize the benefits for their citizens.

Continuous Planning. Community planning is a dynamic process that does not end with the completion of the Master Plan. Urban areas experience constant change and planning involves identifying and responding to change. In order to sustain the planning process and generate positive results, maintain momentum, and respond to change, the Master Plan should be reviewed and updated on a regular basis, at least every five years.

In addition to the Master Plan, more detailed plans for specific areas and issues such as road corridors, the downtown, neighborhood redevelopment, and architectural design, have been identified as useful tools in achieving the community's goals.

Fiscal Impact Analysis. Fiscal impact analysis provides a projection of direct, current, public costs and revenues associated with a proposed development. It describes and quantifies public costs (police, fire, public works, transportation, and educational facilities) that are incurred by the development, as well as the revenues generated from property taxes, user charges, intergovernmental transfers, and other fees.

Establishing Priorities. The Master Plan contains a multitude of recommendations. There is insufficient staff or volunteer support to implement all of the recommendations in a carefully planned, deliberate manner. Consequently, a process for establishing priorities must be established as soon as the Master Plan is adopted. Participants involved in setting priorities should include City staff, the Planning Commission, and other officials who should be involved

in implementation of the Plan. As a matter of policy, Master Plan priorities should be reviewed on a periodic basis to evaluate progress and re-evaluate priorities. An annual review is recommended.

Design Standards. A specific information and education tool is a site and architectural design standards manual. The purpose of the manual is to describe the type of new development, as well as appropriate redevelopment objectives, desired in the City. The benefit of a design standards manual is that it can be used to communicate concepts and ideas that the City may not consider appropriate for the zoning ordinance. The manual should be distributed to developers and property owners to guide them in the preparation of site and architectural plans.

A more forceful method in implementing design standards is to incorporate them within the zoning ordinance. The appropriate method of upgrading design standards is a question of policy that should be determined by the Planning Commission, City Council, and the City staff, with input from members of the business community and other community leaders.

Land Use Controls

One of the most influential strategies that can be used to implement a master plan is the system of regulatory measures established by the community to guide future development and land use. These regulations include the zoning ordinance, land division controls, and development standards. However, simply creating and using such regulations is not sufficient to actually implement the master plan. The ordinances must contain specific procedures and techniques that are created to achieve the objectives and eventually the goals of the future land use plan.

The future land use categories in the master plan provide the foundation for evaluating future zoning change requests. Zoning actions that are consistent with the future land use map usually receive deferential and favorable review, if challenged. The master plan should always be the principal source of information in the evaluation of zoning change requests.

All ordinances currently in place should be critically evaluated by the city to determine if they effectively implement the objectives of the master plan in their related areas. The following

sections in particular should be evaluated to ensure they achieve the desired objectives of the individual land use categories:

- The permitted land uses and uses permitted after special or conditional approval of the zoning ordinance

Definitions of both land uses and regulated elements

- Site plan review procedures (to ensure adequate information is submitted)
- Regulations and requirements concerning landscaping, parking, and signage within the zoning ordinance

The following is a brief discussion of the regulations and standards that the City employs to guide future development and land use.

Subdivision Regulations. The City's Subdivision Regulations outline the procedures and standards used in exercising the City's authority to review and approve proposed subdivisions, pursuant to the Subdivision Control Act of 1967/Land Division Act (Michigan Public Act 288 of 1967, as amended). Subdivision control ordinances typically require the appropriate design of lots and blocks, subdivision access, and such necessary internal improvements as streets, drainage, and water and sewer facilities.

The Subdivision Control Act places restrictions on the power of a municipality to approve or reject plats, indicating that a rejection may not be based on any requirement other than those included in Section 105 of the Act. Nevertheless, many legal experts believe that the Act gives municipalities much greater authority than they have typically exercised. The City's Subdivision Regulations should be thoroughly reviewed and revised to exercise the City's full scope of authority in regulating subdivision design. For example, the City should examine the possibility of including requirements or incentives for sidewalks, open space, street trees, etc.

Condominium Regulations. During the past decade, condominium developments have become a popular alternative to subdivisions as a way of developing land, in part due to changes in the State's condominium regulations. The Condominium Act (Michigan Public Act 59 of 1978) was significantly modified in 1982 to permit condominium ownership of land. Developers often

prefer site condominium development because the approval process can be much shorter than the platting process required for land subdivision. For this reason, the City should be prepared for a growing number of condominium proposals.

The Condominium Act requires condominiums to comply with local ordinances. The City zoning ordinance does contain condominium regulations. These regulations should be maintained and updated concurrently with the standards of the City's subdivision regulations in order to ensure an acceptable level of quality in condominium developments.

Zoning Regulations. Zoning is the primary regulatory tool used by the City to implement the Master Plan. According to Section 1(3) of the City and Village Zoning Act (Michigan Public Act 207 of 1921), “the land development regulations and districts authorized by this act shall be made in accordance with a plan designed to promote and accomplish the objectives of this act.”

Zoning Procedures:

- *Rezoning to Implement the Master Plan.* The land use classifications on the Future Land Use Map provide the basis for evaluating future rezoning requests. Zoning actions that are consistent with the Future Land Use Map usually receive favorable judicial review if challenged. The Master Plan should be the principal source of information in the evaluation of all rezoning requests. The City should be pro-active in initiating appropriate zoning changes where there are areas inconsistent with the Future Land Use Map.
- *Performance Standards.* Rather than simply regulate development on the basis of dimensional standards, many communities are establishing performance standards to regulate development based on the permissible effects or impacts of a proposed use. Performance standards should be used to supplement conventional zoning standards for the purposes of regulating noise, dust, vibration, odor, glare and heat, safety hazards, and environmental impacts such as water pollution.

Performance standards can be particularly useful in achieving environmental and

resource protection goals. If based on a strong body of research, standards can be developed that relate to critical natural resource and environmental areas such as floodplains, wetlands, and groundwater recharge areas. Milan's Zoning Ordinance currently provides for performance standards. However, the review of the ordinance in relation to this plan and current conditions, as encouraged above, should include a review of the performance standards to determine if revisions or additions to the requirements are necessary.

- *Incentive Zoning.* Incentive zoning allows a developer to exceed the dimensional limitations in the zoning ordinance if the developer agrees to fulfill conditions in the ordinance. Incentive zoning should be considered to promote innovative land planning techniques identified in the Master Plan. For example, a possible increase in density can be used as an incentive for residential development that include usable open space.

- *Planned Development.* Planned development involves the use of special zoning requirements and review procedures that provide design and regulatory flexibility, so as to encourage innovation in land use planning and design. Planned developments should achieve a higher quality of development than might otherwise be possible, and applied judiciously are an effective zoning technique to achieve development in accordance with the goals and objectives of the Master Plan.

Planned development can be used to encourage rural open space (or cluster) subdivisions and to facilitate redevelopment in and around the Central Business District. Planned development usually includes an incentive component and an ability to negotiate certain items in light of this incentive. An example of planned development includes the ~~proposed~~ residential and commercial development on the Act 425 site north of Arkona Road. Additional planned developments should be considered in the future to ensure that growth occurs in a productive fashion and in a manner suitable to the existing character of the City.

- *Setback and Other Standards.* It is important to review required setbacks and other

dimensional standards to be certain that they promote the desired type of development. For example, in order to maintain the integrity of the downtown as recommended in the Master Plan, an ordinance requirement that new buildings in the CBD have the same front and side setbacks as existing buildings should be considered.

- *Overlay Zoning.* Overlay zoning allows the City to impose a new set of regulations on a special area within an existing zoning district. In an area where an overlay zoning is established, the property is placed simultaneously in the two zones, and the property may be developed only under the applicable conditions and requirements of both zones. Thus, the overlay zoning has been used in other communities to address special conditions and features, such as historic areas, wetlands, and environmentally sensitive areas, without disrupting the underlying zoning plan. This would be particularly useful in Milan in permitting mixed-use developments.

Capital Improvements Program

To evaluate, prioritize and structure financing of public improvement projects, the City should continue to draft and annually update a capital improvement program. Such a program provides a basis for systematic Planning Commission review of proposed improvements related to the Master Plan and creates an opportunity to coordinate timing, location and financing of those projects. To that end, three objectives can be achieved: (1) financial analysis can minimize the impact of improvement projects on the local tax rate; (2) project scheduling can occur, given an advance picture of future need and development activities; and (3) the Planning Commission can demonstrate its coordinating role in serving other elements of local government in formulating project recommendations.

Generally, the capital improvement process includes the following steps:

- Inventory of potential projects as related to the Master Plan, including preliminary cost estimation and initial prioritization.

- Evaluation of projects proposed, in addition to those in the Plan, by various sponsors and City departments.
- Financial analysis of the proposed projects in terms of the available versus required community revenues.
- Project scheduling for six years.
- Recommendation of first-year projects to the City Council.
- Formal approval of the capital improvement budget.

Because capital improvement programming is a fundamental policy, the City Council should establish spending levels and select the improvement projects for implementation during the budget process. The role of the Planning Commission is primarily to coordinate material submitted by others and to work with financial officials in assembling facts for decision by the Council, after a review and recommendation based on this Plan.

The City currently employs the use of a Capital Improvements Program. The latest budget for the program, entitled *Five Year Capital Improvements Plan, 2009-2013*, is provided in the appendix of this plan. Streetscape improvements, facility and infrastructure construction or renovation and similar are all currently included as part of the capital improvement program for the City. In addition to these needs, the City has been able to utilize capital programming to influence land development decisions. Proper coordination of utility extensions and other capital improvements with its planning and growth management qualities has allowed the City to control the direction and pace of development.

Capital programming can be viewed as more than just an administrative task and could be used throughout the City for many improvements. Using the Master Plan to identify the location and development desired and the Capital Improvements Program to schedule the provision of services, the City can inform developers when development of a particular parcel will be encouraged and the type of development that will be allowed.

The following is another example of capital improvement planning. Opportunities for employing capital improvement planning for such are described in greater detail below.

Land Acquisition

Land acquisition is an important supplement to land use regulations as means of managing growth and protecting natural resources. Land acquisition can be used to control the use of a specific acquired parcel, or it can be used to influence the general growth of the City. Local land acquisition programs are generally funded either by local property taxes (such as a dedicated millage or general fund revenues) or by grant programs. For example, the City could use grant programs sponsored by the Michigan Department of Natural Resources to acquire additional land along the Saline River for a Greenway and/or a nature preserve.

There are several approaches to acquiring interest in land to advance the goals of the Master Plan. Generally, the City can take direct action to acquire property interest or it can rely on private voluntary land protection efforts.

- *Direct Action by the City.* If the City takes direct action, it can acquire property in fee simple or it can acquire a partial interest through acquisition of easements. Fee simple acquisition provides the greatest level of control over the use of the parcel, but it is also the most expensive method of acquisition. In addition to acquisition costs, fee simple acquisition removes property from tax rolls, resulting in a decrease in property tax revenue.

- *Easements* are distinct property rights that may be sold separately from other rights to the City. Easements are effective for preserving sensitive lands, providing public access along rivers or greenways, and allowing property owners to obtain income, estate, and property tax benefits for land stewardship while they continue to live on their land.

There are two Michigan statutes that address the issue of conservation easements. The Farmland and Open Space Preservation Act (Public Act 116 of 1974) provides for dedication of an easement to a public entity, such as the State or local governing body. The Conservation and Historic Preservation Easement Act

(Public Act 197 of 1980) gives a third party, such as a land trust, the right to enforce an easement. This act assumes that the easement will be perpetual.

Private Voluntary Land Protection Efforts. Instead of taking direct action, the City can encourage and rely on private voluntary land protection efforts. Other than acquisition at full market value, private tools available to preserve land and include:

- Donation of land or bargain sale (acquisition at below market value).
- Options to buy (often used to secure a parcel of land while funding is being obtained).
- Rights-of-first refusal (used to tie up a parcel without having to purchase it immediately).
- Leases (temporary control without the expense of acquisition).
- Pre-acquisition by a land trust (the land trust serves as the intermediary for the public agency, such as the City).
- Conservation investment (essentially a real estate syndication for the purpose of resource protection).

Special Purpose Districts

Certain recommendations in the Master Plan can be accomplished using a targeted approach through creation of special districts. Special purpose districts that may be applicable in the City of Milan include the following:

Local Development Financing Act.

Michigan Public Act 281 of 1986, as amended, provides for the establishment of a local development finance authority (LDFA) to undertake economic development activities to promote manufacturing of goods or materials, agricultural processing, or high technology activity. A typical LDFA project might involve construction of roads and utilities deemed necessary for a

specific manufacturing or high technology development project. LDFA activities are most frequently financed through tax increment financing or through issuance of revenue bonds that are retired using tax increment revenue.

Downtown Development Authority (DDA)

Michigan P.A. 197 of 1975, as amended allows for the creation of a Downtown Development Authority (DDA). A DDA is a non-profit development corporation within a defined business district of the City that exists for the purpose of promoting a desirable environment for businesses and residents and implementing economic revitalization projects. Projects can be implemented by the DDA through a variety of financing techniques, including bond issues, tax increment financing, and public and private contributions. The City of Milan currently has an active DDA that collects a special millage within the Central Business District. The DDA sponsors promotional activities, ~~funds a director~~, and makes small incentive grants available for building facade improvements in the Downtown area. The official DDA plan can be updated to include new projects and expand current activities according to procedures in the Act.

Tax Increment Financing Authority (TIFA)

Michigan P. A. 450 of 1980, as amended, allowed for the creation of a Tax Increment Financing Authority (TIFA). A TIFA has many of the same powers as a DDA, however, the district area is created under different regulations. In Milan, the TIFA district is significantly larger than the DDA. In 1987, State law was amended to prohibit the creation of a new Authority. The City of Milan established a TIFA on July 22, 1985. The Milan TIFA Board created and implemented an aggressive development plan that included funding for: Civic Center development, Industrial Park development and improvement, Downtown parking and streetscape improvements, parks and recreation development, and the Dexter corridor improvement project. Although the Milan TIFA is currently dormant, it is possible to amend the original development plan, create a new base year, and provide funding for public improvements through tax increment financing.

Neighborhood Area Improvements Act.

Michigan Public Act 208 of 1949 authorizes municipalities to designate neighborhood areas for the purpose of planning and carrying out local public improvements for the prevention of blight in such areas. The Act calls for preparation of neighborhood betterment plans by the Planning

Commission. The Act also provides methods of financing improvements within the neighborhood, including special assessment districts and issuance of neighborhood improvement bonds. This act might prove useful in revitalizing older neighborhoods.

Michigan State Housing Development Authority (MSHDA)

Property Improvement Program. This program offers low-interest home improvement loans to single-family Michigan homeowners with annual household incomes up to \$65,000 (\$74,750 in certain area). The property must be located in Michigan and it must be the owner's permanent year-round residence. Interest rates are based on household income and loans are thru MSHDA-approved Participating Lender or Community Agents.

Rehabilitation Act

Act 344 of the Public Acts of 1945 is the basic Michigan rehabilitation statute. It provides powers and procedures for local governments to acquire, assemble, and finance the redevelopment of blighted areas for general rehabilitation purposes.

Certified Local Governments (CLGs) / Historic Preservation Fund

The Certified Local Government Program was established to enhance local government preservation efforts by increasing public interest and involvement in preservation activities. To become certified, a government must have a local historic district commission with design review control over established or planned locally designated historic districts. While certification does not guarantee funding, it may increase the likelihood of receiving a Historic Preservation Grant.

Participation in the CLG program permits local units of governments to apply for and employ a number of Historic Preservation Fund grants for education, research, restoration or nomination of historic resources eligible for the National Register of Historic Places. The funds, received annually from the National Park Service of the U.S. Department of the Interior, are administered by the Michigan's State Historic Preservation Office (SHPO), Michigan Historical Center. The Historic Preservation Fund is the source of a 60-40 matching grant-in-aid program. The federal funds provided through the grant must be matched by the grant recipient with private funds, local

government funds, in-kind services, state funds, certain federal funds (limitations apply), donated services and/or donated equipment or material. To become certified, a municipality must have a local historic district ordinance, a historic district commission and a program to identify historic resources.

Main Street National Trust for Historic Preservation

The National Main Street Center is part of the National Trust for Historic Preservation. It created the Main Street Approach to downtown revitalization, and promotes the use of the approach for communities to revitalize their traditional commercial areas. Main Street serves as the nation's clearinghouse for information, technical assistance, research and advocacy on preservation-based commercial district revitalization.

Participation in the Main Street Program would require the City to work with the National Main Street Center, participants currently within the program within the state and others to educate members of the City's governing bodies and the public. The program has a number of recommendations for participation in the program, including downtown festivals highlighting the program, completion of a business inventory, coverage within local media outlets, etc. The program also recommends that the City join the National Main Street Network to begin learning from other communities' experiences in Main Street revitalization.

HUD Section 202/8

This is a federally sponsored program that provides mortgage financing and rent subsidies for the construction and maintenance of elderly housing. Only non-profit, private organizations (such as churches, unions, fraternal and other non-profit organizations) are eligible sponsors, but local governments usually cooperate in the assembly of land, applications, public improvements and supportive actions. Such projects are tax exempt, but the State rebates an equivalent amount to local tax jurisdictions.

Shared Credit Rating Program - Michigan

Municipal Bond Authority (MMBA)

This program created under Act 227 of 1985 offers municipalities the opportunity to take

advantage of the State's improved credit rating. Because the MMBA is authorized to issue bonds to make loans to Michigan municipalities through the purchase of municipal obligations, the Authority allows municipalities to borrow funds for their capital and operating needs without going to the expense or trouble of entering the bond market on their own. Many small communities are at a disadvantage when issuing debt in the bond market because they frequently have no bond ratings and potential investors know little about their finances or economy. In addition, some communities tend to borrow infrequently, in small amounts. Because such debt issues are not particularly attractive to the financial markets, borrowing costs for such communities can be high.

The Authority sells tax-exempt bonds in the national municipal bond market. Proceeds from the sale are used to make loans to eligible Michigan communities by purchasing their bonds. In essence, the MMBA "bundles" smaller local debt issues into a larger, more attractive bond issue and then offers it to the national market. By consolidating numerous local bond issues, local units will save on printing costs, rating agency fees, and credit enhancements. As participating communities make principal and interest payments to the Authority to repay their debt, the Authority uses these payments to repay the Authority's bond.

Financing Tools

Successful implementation of the Master Plan will depend on the ability of the City to secure necessary financing. Besides the general fund, the following sources of revenue are available to the City:

- *Dedicated Millage.* Special millage can be used to generate revenue for a specific purpose.
- *Special Assessments.* Special assessments are compulsory contributions collected from the owners of property benefitted by specific public improvements, such as paving and drainage improvements, to defray the costs of such improvements. Special assessments are apportioned according to the assumed benefits to the property affected.

- *Bond Programs.* Bonds are one of the principal sources of financing used by communities to pay for capital improvements. General obligation bonds are issued for specific community projects and are paid off by the general public with property tax revenues. Revenue bonds are issued for construction of projects that generate revenue. The bonds are then retired using income generated by the project (for example, water and sewer service charges).

- *Tax Increment Financing.* Tax increment financing is authorized by the Downtown Development Authority Act and the Local Development Finance Authority Act. When a tax increment finance district is established, the state equalized value of all properties in the district is recorded. Every year thereafter, the property tax revenue generated by any increase in the total state equalized value is “captured” by the DDA, LDFA, or activation of the existing TIFA to finance improvements set forth in the development plan for the specific Authority. Often revenue bonds are issued to finance the improvements, and the tax increment revenues are used to repay the bonds.

Legislation approved in 1995 reduced property taxes, thereby reducing the effectiveness of tax increment financing as a means of financing public infrastructure improvements.

- *Grants.* Public grants from various agencies are available for specific municipal projects. Grant acquisition will be important to the City in the future for many projects, particularly if the City decides to further the recommendation of additional non-motorized trail opportunities or natural area preservation along the Saline River and throughout the City. The following is a brief description of grant opportunities for these projects.

Two Michigan Department of Natural Resource Grants are available at this time.

- Michigan Natural Resources Trust Fund (MNRTF) grants are available for land acquisition and park development. Established criteria for the grant includes protection and use of significant natural resources, use of inland waters and project need.

- Land and Water Conservation Fund (LWCF) grants are available for the development of lands and facilities for outdoor recreation. Criteria for this fund includes the need for proposal, the capability of the applicant and site and project quality.

Transportation Enhancement Act (TEA-21) grants are available for improvements to the City's transportation system, including motorized and non-motorized systems. This federal program provides funding for all types of transportation-related projects, and has been used throughout Michigan by communities to further a range of improvements.

Another public source grant available for the City's use are Community Development Block Grants (CDBG). MSHDA administers these federally-funded grants to smaller communities and counties, enabling them to upgrade homes owned by lower income people and carry out other housing activities. Many localities leverage these block grants with MSHDA's home improvement loans. Priority is given to projects involving manufacturing businesses and projects that result in the creation of new jobs. This funding is available to communities of under 50,000 in population.

Private sources for grants also exist. Foundations and utility companies are a common source for private grants for municipal projects. These grants are usually special purpose and limited to specific geographic areas.

Appendices

- **Capital Improvements Plan**
- **Resolution of Master Plan Approval**

**CITY OF MILAN
MICHIGAN**

**FIVE YEAR
CAPITAL IMPROVEMENTS
PLAN**

2009-2013

**CITY OF MILAN, MICHIGAN
CAPITAL IMPROVEMENTS
PLAN 2009 - 2013**

YEAR 2009-10

YEAR	DEPARTMENT	PROJECT	COST	PROPOSED FUNDING SOURCE
2009-2010	GF: City Hall	Roof Repair	\$ 10,000	General Fund
2009-2010	GF: Parks & Rec	Roof Repair	\$ 10,000	General Fund
2009-2010	GF: City Hall	Computer Workstation Replacement	\$ 7,400	General Fund
2009-2010	GF: Police	In Car Camera	\$ 5,400	General Fund
2009-2010	Major Streets Water	County Street Remove & Replace	\$ 650,000	Major Streets Small Urban Grant Water Fund
2009-2010	Major Streets	Sidewalk Replacement	\$ 10,000	Major Street Fund
2009-2010	Major Streets	Big Red Drive Traffic Signal	\$ 10,000	
2009-2010	Local Streets	Sidewalk Replacement	\$ 10,000	Local Street Fund
2009-2010	Water	*Water Tower Rehabilitation	\$ 227,000	Water
2009-2010	Water	Valve Replacement Program	\$ 20,000	Water
2009-2010	Sewer	WWTP AC Unit	\$ 20,000	Sewer
2009-2010	Motorpool	Police Cruiser	\$ 25,000	Motor Pool Fund
2009-2010	Motorpool	Dump Truck	\$ 60,000	Motor Pool Fund
TOTAL FOR FISCAL YEAR			\$ 1,064,800	

**MULTI YEAR FUNDING REQUEST*

**CITY OF MILAN, MICHIGAN
CAPITAL IMPROVEMENTS
PLAN 2009 - 2013**

YEAR 2010-11

YEAR	DEPARTMENT	PROJECT	COST	PROPOSED FUNDING SOURCE
2010-2011	GF: City Hall	*Dam Wall Repair	\$ 550,000	General Fund
2010-2011	GF: Parks & Rec	Community House Roof Repair	\$ 10,000	General Fund
2010-2011	GF: City Hall	Computer Workstation Replacement	\$ 5,000	General Fund
2010-2011	GF: Police	In Car Camera	\$ 5,400	General Fund
2010-2011	Major Streets	Sidewalk Replacement	\$ 10,000	Major Street Fund
2010-2011	Major Streets	Marvin Street Rehabilitation	\$ 300,000	Major Streets ARRA Funding
2010-2011	Local Streets	Sidewalk Replacement	\$ 10,000	Local Street Fund
2010-2011	Local Streets Water	West Main Sub Remove & Replace	\$ 3,100,000	USDA Rural Infrastructure Local Streets Fund Water Fund
2010-2011	Water	Valve Replacement Program	\$ 20,000	Water
2010-2011	Motorpool	Police Cruiser	\$ 25,000	Motor Pool Fund
TOTAL FOR FISCAL YEAR			<u>\$ 4,035,400</u>	

**MULTI YEAR FUNDING REQUEST*

**CITY OF MILAN, MICHIGAN
CAPITAL IMPROVEMENTS
PLAN 2009 - 2013**

YEAR 2011-12

YEAR	DEPARTMENT	PROJECT	COST	PROPOSED FUNDING SOURCE
2011-2012	Major Streets Water	North St. Remove & Replace	\$ 650,000	Major Streets Fund MDOT Small Urban Water Fund
2011-2012	Major Streets	Sidewalk Replacement	\$ 10,000	Major Street Fund
2011-2012	Local Streets	Sidewalk Replacement	\$ 10,000	Local Street Fund
2011-2012	Water	Replace Filters at WTP	\$ 100,000	Water Fund
2011-2012	Water	Valve Replacement Program	\$ 20,000	Water
2011-2012	Motorpool	Admin Car	\$ 20,000	Motor Pool Fund
2011-2012	Motorpool	*Sweeper	\$ 200,000	Motor Pool Fund
TOTAL FOR FISCAL YEAR			<u>\$ 1,010,000</u>	

**MULTI YEAR FUNDING REQUEST*

**CITY OF MILAN, MICHIGAN
CAPITAL IMPROVEMENTS
PLAN 2009 - 2013**

YEAR 2012-13

YEAR	DEPARTMENT	PROJECT	COST	PROPOSED FUNDING SOURCE
2012-2013	GF: Parks and Rec	Ford Lake Promenade	\$ 750,000	Grant Funded
2012-2013	Local Streets	*Gay, Ferman, Hurd, 2nd, Ann	\$ 2,500,000	Local Streets Fund
	Water	Rehabilitation		Water Fund
2012-2013	Major Streets	Sidewalk Replacement	\$ 10,000	Major Street Fund
2012-2013	Local Streets	Sidewalk Replacement	\$ 10,000	Local Street Fund
2012-2013	Water	Valve Replacement Program	\$ 20,000	Water
TOTAL FOR FISCAL YEAR			<u>\$ 3,290,000</u>	

**MULTI YEAR FUNDING REQUEST*