Spring Lake Township, Michigan

M-104 Corridor Improvement Authority

Development Plan and Tax Increment Financing Plan

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Spring Lake Township Officials

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- Jim Koster, Treasurer
- H. Carolyn Boersma, Clerk
- Ron Lindquist, Trustee
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- Eric Raha
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## Exhibits

- Exhibit A – District Map
- Exhibit B – Roads and Rights-of-Way
- Exhibit C – Current Land Use Map
- Exhibit D – Current Zoning Map
- Exhibit E – Future Land Use Map
- Exhibit F – Legal Description
- Exhibit G – Downtown Solutions Report
1.0 Introduction

Spring Lake Township has actively pursued ways to create a vibrant commercial corridor along M-104 in the township. For years disinvestment in the commercial corridor in Spring Lake Township has created a need for revitalization. The purpose of this plan is to maintain and upgrade the economic viability of the designated corridor for a period of twenty years. This plan not intended to be renewed.

The Township Board, by determining that it is necessary in the best interest of the public to halt property value deterioration and increase property tax valuation where possible in its business district and to eliminate the causes of deterioration and to promote economic growth, hereby declares its intention to and hereby does create and provide for the operation of the Spring Lake Township M-104 Corridor Improvement Authority, pursuant to Act No.280, 2005, MCL 125.2871 et seq. as amended, of the State of Michigan.

The Township adopted a resolution at a regular meeting of the Township Board on November 12, 2018, approving the creation of the Spring Lake Township M-104 Corridor Improvement Authority (CIA) and providing for the creation of this Corridor Improvement Plan and including a Tax Increment Financing Plan (TIF). The plan is to set forth guidelines for which the township will be able to undergo extensive corridor improvement projects consisting of the addition of water and sewer utilities, M-104/148th Avenue intersection improvements, development of a “gateway” at the eastern entry into the Township, the addition of decorative lighting and banner poles, bike path installation and improvements and traffic and pedestrian safety improvements. The cost of these projects will be financed through tax increment financing and grant funding and therefore requires a descriptive plan of attack.

The plan states that the duration of the development and tax increment financing plan shall be from 2019-2039. The Corridor Improvement Authority will make any existing final debt service payments during the 2037-2038 fiscal year. Therefore, the development and tax increment financing plans will expire on July 1, 2038. The plan will serve as a catalyst for a number of improvements within the commercial corridor.

The authority is under the supervision and control of a board consisting of the Township Supervisor and six (6) additional members appointed by the Spring Lake Township Board. The function of the authority is to propose, finance and implement public improvements and promote economic growth in the Corridor Improvement Authority District.

The Spring Lake Township Corridor Improvement Authority is ultimately responsible for the revitalization of the Corridor Improvement Authority district as it is defined by the Spring Lake Township Board. The need to revitalize the commercial district is clear. A healthy, viable corridor is crucial to the heritage, economic health and civic pride of the entire community for several reasons. A healthy commercial corridor retains and creates
jobs, creates a stronger tax base; long-term revitalization establishes capable businesses that use public services and provide tax revenues for the community. It increases the community’s options for goods and services, whether for basic staples like food, clothing and professional services or for less traditional functions such as housing or entertainment. Finally, a vibrant commercial corridor is a symbol of community caring and a high quality of life, factors that influence corporate decisions to locate to a community. As part of the larger Grand Haven/Spring Lake/Ferrysburg/Fruitport area, Spring Lake Township is closely linked to trends occurring in Ottawa and Muskegon counties. Regional transportation improvements benefit Spring Lake Township by providing improved access to job opportunities and giving Spring Lake Township businesses better access to suppliers, customers, and employees. The new north-south M-231 connection from the intersection of M-104 and I-96 south to M-45 provides contact between communities south of Grand Haven to Spring Lake Township. Improvements in travel times bring people of the region closer together economically and socially.

The Spring Lake Township Master Plan (2008) has been relied on to create this plan. The Master Plan was updated in 2016. A Sub-Area Plan to address the M-104/148th Avenue corridor was adopted in 2017. All the planning documents are available through the Spring Lake Township website (www.springlaketownship.org/ordinances/master-plan) or by contacting the Township Office (616-842-1340).

The limits of the Spring Lake Township Corridor Improvement Authority Development Plan are delineated in Exhibit A.

In order to assist in improving the M-104 corridor in Spring Lake Township, the Spring Lake Township Corridor Improvement Authority has identified the following priorities to establish a vibrant commercial corridor:

- Extend water and sewer utilities along M-104 to 144th Avenue
- Make right-of-way property acquisition as needed for the improvements planned for the M-104 corridor
- Make improvements to the M-104/148th Avenue intersection
- Provide a physical “Gateway” development near the Eastern entry to the Township.
- Update traffic studies in the area to plan for roadway and pedestrian improvements
- Install decorative lighting and provide for the display of banners along the corridor
- Extend the non-motorized pathway through the corridor
• Provide façade improvement grants

• Make pavement marking improvements as necessary

• Make necessary traffic and pedestrian safety improvements throughout the corridor

The Spring Lake Township CIA Development and Tax Increment Financing Plan for 2019—2039 is hereby presented to provide details of the projects that will make the improvements noted above to the M-104 corridor. The following information is provided as required by Act 280 of 2005 MCL 125.2871 et seq. as amended, of the State of Michigan.
2.0 Development Plan

The presentation of the Development Plan follows the statutory requirements of PA 280, specifically MCL 125.2891, Section 21(2)(a) through (r).

PA 280 requires that a development plan contain all of the following:

(a) The designation of boundaries of the development area in relation to highways, streets, streams, or otherwise.

(b) The location and extent of existing streets and other public facilities within the development area, designating the location, character, and extent of categories of public and private land uses then existing and proposed for the development area, including residential, recreational, commercial, industrial, education, and other uses, and including a legal description of the development area.

(c) A description of existing improvements in the development area to be demolished, repaired, or altered, a description of any repairs and alterations, and an estimate of the time required for completion.

(d) The location, extent, character, and estimated cost of the improvements including rehabilitation contemplated for the development area and an estimate of the time required for completion.

(e) A statement of the construction or stages of construction planned, and the estimated time of completion of each stage.

(f) A description of any parts of the development area to be left as open space and the use contemplated for the space.

(g) A description of any portions of the development area that the authority desires to sell, donate, exchange, or lease to or from the municipality and the proposed terms.

(h) A description of desired zoning changes and changes in streets, street levels, intersections, traffic flow modifications, or utilities.

(i) An estimate of the cost of the development, a statement of the proposed method of financing the development, and the ability of the authority to arrange the financing.

(j) Designation of the person or persons, natural or corporate, to whom all or a portion of the development is to be leased, sold, or conveyed in any manner and for whose benefit the project is being undertaken if that information is available to the authority.
(k) The procedures for bidding for the leasing, purchasing, or conveying in any manner of all or a portion of the development upon its completion, if there is no express or implied agreement between the authority and persons, natural or corporate, that all or a portion of the development will be leased, sold, or conveyed in any manner to those persons.

(l) Estimates of the number of persons residing in the development area and the number of families and individuals to be displaced. If occupied residences are designated for acquisition and clearance by the authority, a development plan shall include a survey of the families and individuals to be displaced, including their income and racial composition, a statistical description of the housing supply in the community, including the number of private and public units in existence or under construction, the condition of those units in existence, the number of owner-occupied and renter-occupied units, the annual rate of turnover of the various types of housing and the range of rents and sale prices, an estimate of the total demand for housing in the community, and the estimated capacity of private and public housing available to displaced families and individuals.

(m) A plan for establishing priority for the relocation of persons displaced by the development in any new housing in the development area.

(n) Provisions for the costs of relocating persons displaced by the development and financial assistance and reimbursement of expenses, including litigation expenses and expenses incident to the transfer of title, in accordance with the standards and provisions of the uniform relocation assistance and real property acquisition policies act of 1970, Public Law 91-646, 84 Stat. 1894.

(o) A plan for compliance with 1972 PA 227, MCL 213.321 to 231.332.

(p) The requirement that amendments to an approved development plan or tax increment plan must be submitted by the authority to the governing body for approval or rejection.

(q) A schedule to periodically evaluate the effectiveness of the development plan.

(r) Other material that the authority, local public agency, or governing body considers pertinent.
MCL 125.2891(2)(a) -
The designation of boundaries of the development area in relation to highways, streets, streams, or otherwise.

At the November 12, 2018 regular meeting, after conducting a public hearing, the Township Board adopted an ordinance creating the Corridor Improvement Authority and establishing the boundaries of the development area now identified as the Corridor Improvement District. Attached as Exhibit A is a map which delineates the boundaries of the District in relation to the adjacent highways, streets and streams.
MCL 125.2891(2)(b) -
The location and extent of existing streets and other public facilities within the development area, designating the location, character, and extent of categories of public and private land uses then existing and proposed for the development area, including residential, recreational, commercial, industrial, education, and other uses, and including a legal description of the development area.

Existing Land Uses

The location and extent of existing streets within the District are set forth in Exhibit B. The existing public and private land uses within the District are shown on the current land use plan (Exhibit C) adopted from the Township’s Master Plan. The District is comprised of predominantly commercial and residential uses, including, local convenience retail, restaurants, business and service-oriented uses along with public uses (rights-of-way). There are industrial uses to the east of 148th Avenue east to the township boundary. Exhibit D shows the current zoning of the District, while Exhibit E show the Future Land Use Plan as promoted in the Master Plan.

Public Land Use: The existing public land uses are streets, rights of way, a municipal building and a retail property on M-104 East of 148th Avenue. A listing of the specific public lands follows:

- Streets and rights-of-way: M-104 (the main street through the corridor), 148th Avenue, 144th Avenue, 150th Avenue and Lloyds Bayou Drive.
- Municipal building: The Township owns property on 150th Avenue south of M-104. The Department of Public Works building is operated on this parcel. The address is 16747 150th Avenue; parcel id – 70-03-24-100-033.
- Township-owned retail property: The township owns the property at 14771 Cleveland Street (M-104), parcel id – 70-03-13-400-055. The property and building are currently leased to an auto repair business.

Private Land Use: The district contains commercial, industrial and residential land uses.

- Commercial Use: The uses are extremely varied. Most buildings are older and are in need of façade renovations, ADA compliancy, and energy efficiency upgrades. Many of the commercial areas are in need of site improvements to parking and landscaping. The areas were built without any consideration for pedestrian or bicycle traffic. This also needs to be addressed. The commercial uses include a gas station, a car wash, auto parts stores, vehicle repair facilities, a grocery store, a swimming pool service business, a heating and cooling business,
a liquor store, two restaurants, an antique store, a couple of vacant buildings and a church.

- Residential Use: Single family homes are found intermixed throughout the district. They are located in a number of residential zoning districts designated from medium density to mixed use. All the homes currently are single family homes and the areas are built out.

- Industrial Use: The location of these uses are along the eastern portion of the corridor. The future land use provides for them to remain and encourage the few vacant parcels to be developed.

**Legal Description**

A detailed legal description of the District is attached in Exhibit F.
A description of existing improvements in the development area to be demolished, repaired, or altered, a description of any repairs and alterations, and an estimate of the time required for completion. (MCL 125.2891(2)(c)).

To accomplish the goals established for the District, the Corridor Improvement Authority will detail a variety of projects, both desired on private land, and to be budgeted by the Township. The public development will primarily consist of right-of-way improvements including intersection upgrades, widening of the right-of-way and the addition of sidewalks and pathways throughout the District. The Corridor Improvement Authority will also have a goal to extend water and sewer utilities along M-104. The improvements are planned to be completed by the end of the twenty-year TIF plan.
The location, extent, character, and estimated cost of the improvements including rehabilitation contemplated for the development area and an estimate of the time required for completion. (MCL 125.2891(2)(d)).

Proposed improvements will be effectuated through the planning and implementation of projects designed to accomplish the stated goals for the District. A narrative summary of each proposed project and the location, extent and character of project improvements is presented below. The initial TIF plan revenues have been estimated at a total of $1,320,471 (moderately successful) to $3,952,220 (very successful). The projects will be developed and fine-tuned to not exceed the revenues created. The Corridor Improvement Authority will take advantage of all possible grants to maximize the use of the funding available.

**Streetscape Plan**
Design a streetscape plan for the corridor that includes “green” infrastructure, pedestrian lighting, art, non-motorized facilities, bike racks, banners, improved pedestrian crossings, wayfinding, traffic calming, safety improvements, parking improvements, storm water management, community signage, utility improvements and landscaping improvements. Implement a streetscape design plan for the M-104 Corridor as recommended in the Final Report of the “Sub-Area Planning effort for Spring Lake Township” written by Downtown Solutions LLC (Exhibit G) or other similar work if approved by the Corridor Improvement Authority Board and Township Board.

**Zoning**
Recommend amendments to zoning ordinance to re-zone portions of the corridor in concert with the Future Land Use Plan for the Township to expand the mixed-use district. Review all business-related ordinances and make adjustments as necessary.

**Economic Development**
Make improvements to the eastern “gateway” to the Township.
Provide façade grants to property owners similar to the Village of Spring Lake’s Façade improvement program
Install decorative lighting along the M-104 corridor and provide banners to highlight events in the Township.

**Administration and Professional Services**
Administration of the CIA will be undertaken by existing staff. Professional services will need to be utilized on an as-needed basis and can include items, but limited to the following: legal, consulting, planning, engineering, marketing, and more.
A statement of the construction or stages of construction planned, and the estimated time of completion of each stage. (MCL 125.2891(2)(e)).

The implementation of the plan for the improvements to the corridor (previously stated) will be fine-tuned, detailed and set for construction over the twenty (20) years of the TIF. It is expected that actual construction in the district will start after about five years of the collection of TIF revenues to amass funds capable of being leveraged through various grants and loans.
A description of any parts of the development area to be left as open space and the use contemplated for the space. (MCL 125.2891(2)(f)).

Not applicable.
A description of any portions of the development area that the authority desires to sell, donate, exchange, or lease to or from the municipality and the proposed terms. (MCL 125.2891(2)(g)).

There is consideration of acquiring rights-of-way for the construction of a roundabout at M-104 and 148th Avenue. Possible impacted parcels include

70-03-13-400-054
70-03-24-100-082
70-03-24-201-001
70-03-24-201-002
A description of desired zoning changes and changes in streets, street levels, intersections, traffic flow modifications, or utilities. (MCL 125.2891(2)(h)).

The Township exercises zoning authority pursuant to Michigan Zoning Enabling Act, Public Act 110 of 2006, and the Township’s Zoning Ordinance and Map establish and define those zoning districts where specified uses may occur.

Zoning consists of dividing the community into districts or zones and regulating within such districts land use, and heights and area of buildings for the purpose of conserving and promoting the health, safety, and general welfare of the people of the community. Zoning also controls numerous aspects of development within each district, such as intensity and bulk of development, and requirements for parking, landscaping and signage. The zoning ordinance and its administration are the legislative and administrative acts or processes for carrying out the goals and objectives of the Master Land Use Plan. The “Sub-Area Planning Effort for Spring Lake Township (Exhibit G) will be used to further define specific uses and expected changes to the Zoning Map to improve the property uses in the corridor.

The Corridor Improvement Authority will make specific proposals to the Township Board after consideration of improvements such as creating a round-a-bout at M-104 and 148th Avenue, adding bike lanes or a dedicated bike and pedestrian path along the corridor as noted in the report noted above.
An estimate of the cost of the development, a statement of the proposed method of financing the development, and the ability of the authority to arrange the financing. (MCL 125.2891(2)(i)).

The implementation of the projects within the District shall be financed through one or more of the following sources of funding:

- Tax Incremental Financing (TIF)
- Private cooperation throughout the District
- Funding received through grant programs
- Municipal participation
- Bonding for improvements

All financing will require action and approval by the Township Board. The Corridor Improvement Authority Board will make recommendation to the Board for specific projects that require financing.
Designation of the person or persons, natural or corporate, to whom all or a portion of the development is to be leased, sold, or conveyed in any manner and for whose benefit the project is being undertaken if that information is available to the authority. (MCL 125.2891(2)(j)).

Not Applicable.
The procedures for bidding for the leasing, purchasing, or conveying in any manner of all or a portion of the development upon its completion, if there is no express or implied agreement between the authority and persons, natural or corporate, that all or a portion of the development will be leased, sold, or conveyed in any manner to those persons. (MCL 125.2891(2)(k)).

All properties held by the Corridor Improvement Authority will be leased, sold or conveyed at a value determined by the Corridor Improvement Authority Board and the Spring Lake Township Board. The Corridor Improvement Authority will adhere to appropriate bidding procedures as is applicable by the laws of the State of Michigan regarding municipal property sales and purchases.
Estimates of the number of persons residing in the development area and the number of families and individuals to be displaced. If occupied residences are designated for acquisition and clearance by the authority, a development plan shall include a survey of the families and individuals to be displaced, including their income and racial composition, a statistical description of the housing supply in the community, including the number of private and public units in existence or under construction, the condition of those units in existence, the number of owner-occupied and renter-occupied units, the annual rate of turnover of the various types of housing and the range of rents and sale prices, an estimate of the total demand for housing in the community, and the estimated capacity of private and public housing available to displaced families and individuals. (MCL 125.2891(2)(l)).

Based upon the information collected by the Spring Lake Township Corridor Improvement Authority, the approximate number of residents in the development district is 672.

There is no planned displacement of the residents living within the development district. No occupied residential properties are currently designated for acquisition or clearance by the Authority. Acquisition of these properties will be reviewed on a case by case basis and only vacant, foreclosed, marketed, or listed properties will be considered.
A plan for establishing priority for the relocation of persons displaced by the development in any new housing in the development area. (MCL 125.2891(2)(m)).

Not Applicable.
Provisions for the costs of relocating persons displaced by the development and financial assistance and reimbursement of expenses, including litigation expenses and expenses incident to the transfer of title, in accordance with the standards and provisions of the uniform relocation assistance and real property acquisition policies act of 1970, Public Law 91-646, 84 Stat. 1894. (MCL 125.2891(2)(n)).

Not Applicable.
A plan for compliance with 1972 PA 227, MCL 213.321 to 231.332. (MCL 125.2891(2)(o)).

Not Applicable.
The requirement that amendments to an approved development plan or tax increment plan must be submitted by the authority to the governing body for approval or rejection. (MCL 125.2891(2)(p)).

Any amendments to the Development and/or TIF Plan will require a recommendation from the Corridor Improvement Authority to the Township Board and approval by the Township Board. The Authority will follow the guidelines established in Act 280 including public notifications and hearings.
A schedule to periodically evaluate the effectiveness of the development plan. (MCL 125.2891(2)(q)).

An annual review of the Corridor Improvement Plan and TIF Plan will be conducted by the Authority. The Development and TIF Plans will also be reviewed and updated every five years and at request approval of any revisions, and at such intervals require approval of any provisions. Any amendments will comply with Act 280, section 22.
Other material that the authority, local public agency, or governing body considers pertinent. (MCL 125.2891(2)(r)).

Not applicable.
3.0 Tax Increment Financing Plan

The projects detailed within the Development Plan are designed to stimulate private sector investment within the District to achieve a true revitalization of a critical commercial corridor within the Township. Proposed project expenditures are intended to directly stimulate potential commercial development and mixed-use development construction projects. A number of potential funding sources are available to the CIA. The following narrative describes how programming expenditures will be funded.

It is the intention of this Plan to capture the incremental tax revenues generated within the District, and utilized ancillary funding sources such as grant programs, private cooperation, municipal participation, or other funding sources to which the CIA may be eligible for under Section 14 of PA 280 (MCL 125.2884).

Spring Lake Township Corridor Improvement Authority Development Plan - December 2019
Detailed explanation of the tax increment procedure, the maximum amount of bonded indebtedness to be incurred, the duration of the program, and a statement of the estimated impact of tax increment financing on the assessed values of all taxing jurisdictions. (MCL 125.2888).

Tax increment financing (TIF) is a governmental financing mechanism which contributes to economic growth and development by dedicating a portion of the tax base resulting from economic growth and development to certain public facilities and structures or improvements of the type designed and dedicated to public use and thereby facilitates certain projects which create economic growth and development.

The CIA adopts by reference and incorporates the contents of the Development Plan contained herein to be adopted simultaneously with the TIF Plan.

The CIA proposes that all of the taxes levied by taxing units on the captured assessed value of real property within the District be used by the authority to the extent needed from year to year to accomplish the above-stated purpose.

The tax increment financing plan projects a significant long-range benefit for the taxing units involved in the tax base of the Spring Lake Township Corridor Improvement Authority, in exchange for short-range deferral of some tax revenues which would be re-invested in the District to stimulate private investment and business expansion resulting in a healthier commercial tax base.

The taxing units would technically forgo the taxes realized from the future growth in the Corridor Improvement Authority District’s tax base, to the extent needed to pay off any bonds issued or loan payoffs for the Corridor Improvement Authorities projects described earlier in the Development Plan. However, the Corridor Improvement Authority feels very strongly that in reality the taxing units will not realize these tax increases, and they may continue to lose tax base in the Corridor Improvement Authority District if the development plan is not undertaken.

The base tax year is being established as of December 31, 2019. In each subsequent year the township treasurer is required to pay the Authority the Tax Increment revenues as collected, and to pay other taxing jurisdictions based upon any agreements made between the Charter Township of Spring Lake and the other taxing jurisdictions.

The Corridor Improvement Authority Act 280 authorizes several potential sources of funds for the Corridor Improvement Authority may finance its development activities utilizing one or more of these funding options:

(a) Donations to the authority for the performance of its functions.

(b) Money borrowed and to be repaid as authorized by sections 16 and 17 of Act 280.
(c) Revenues from any property, building, or facility owned, leased, licensed, or operated by the authority or under its control, subject to the limitations imposed upon the authority by trusts or other agreements.

(d) Proceeds of a tax increment financing plan established under sections 18 to 20 of Act 280.

(e) Proceeds from a special assessment district created as provided by law.

(f) Money obtained from other sources approved by the governing body of the municipality or otherwise authorized by law for use by the authority or the municipality to finance a development program.

The following comments on the sources of funds will put into perspective the need for considering the tax increment financing plan.

- **Donations:** These funds could be from either individuals or corporations including philanthropic foundations. However, no sources of donations are known to be available to the CIA, particularly in terms of the estimated costs outlined in the development plan.

- **Bond Proceeds:** Although these are provided in the statute as a “source of financing,” they are only a vehicle for borrowing, not an actual source of capital. Whether revenue bonds or tax increment bond are used, their sale requires the availability of another source of funds to repay them as they mature.

  A bond sale may be used for the financing of elements within the development plan. Use of bonding will be determined by the needs of a proposed development inside the boundaries of the development area.

  The Corridor Improvement Authority shall not sell any bonds pursuant to this plan without the approval of the Spring Lake Township Board prior to the issuance of any such bonds.

- **Revenue from Properties:** The Spring Lake Township Corridor Improvement Authority does not currently own any property within the development district. All income from properties acquired during implementation of the development plan will be applied to costs of that implementation. Excess funds will be used to assist in the financing of other elements within this plan.

- **Other Sources:** These might include general revenues of Spring Lake Township approved by the Township Board for use by the CIA. The Township of Spring Lake will continue to actively pursue any and all state and federal grant opportunities that may assist in the financing of the development plan.
Tax Increment Procedure
The tax increment financing procedure is contained with the Corridor Improvement Authority statute. The procedure may be proposed by a Corridor Improvement Authority as a method of financing a Corridor Improvement development plan. It then may be adopted by the Township Board, following consultation with the taxing units involved and a public hearing as required by statute. The essence of the tax increment procedure is as follows:

• The public makes an investment in public improvements, and also potentially in facilities to be leased or sold to private owners, for the purpose of stimulating private investment in a specific corridor (the Corridor Improvement Authority Development District). The investment may be made in response to a declining business climate and commercial tax base, or in response to a stable business climate and tax base which the public wishes to protect and develop.

• A bond issue may be sold to finance the improvements.

• "Initial value" means the taxable value, of all the property within the boundaries of the district area at the time the ordinance establishing the tax increment financing plan is approved, as shown by the most recent assessment roll of the municipality at the time the ordinance is adopted. "Captured value," means the amount in any one year by which the current taxable value of the district, exceeds the initial value. Property for which a commercial facilities exemption certificate an industrial facilities exemption certificate, or a commercial housing facilities exemption certificate, is in effect shall not be considered to be property that is exempt from taxation and they will be included in the overall initial value of the district. Tax dollars accrued from any incremental increase in taxable value, as a result of new development or annual inflationary increases, above the initial value (base year total) will then be captured and used by the CIA for projects in the district.

• Taxes generated from the subsequent growth in the tax base of the Corridor Improvement Authority Development District are then used to retire the bonded debt. This tax base growth is called the “Captured Taxable Value” (CTV). Specifically, it is the difference between the State Equalized Value (SEV) of the Corridor Improvement Authority Development District at any point in time, and the SEV of the District in existence at the time of the adoption of corridor improvement authority development plan. Increases in assessed values within a development area which result in the generation of tax increment revenues, can result from any of the following:

  a. Construction of new developments occurring after the date establishing the “initial assessed value”.

  b. Construction through rehabilitation, remodeling, alterations, or additions occurring after the date establishing the “initial assessed value.”
c. Increases in property values which occur for any other reasons, including inflationary growth.

- The taxes which are potentially available for retiring the bonded debt of the Corridor Improvement Authority Development Plan include all the taxes normally levied by all the taxing units on the captured assessed value of the Corridor Improvement Authority Development District.

- The Corridor Improvement Authority may enter into agreements with each of the taxing units to share a portion of the captured taxable value of the District. Any taxes generated by the captured taxable value, beyond the amount needed to meet the cost of the specific development project, are returned proportionately to the taxing units (a requirement of the statute).

- When the specific development/financing plan is accomplished, the captured assessed value is released and the taxing units receive all the taxes levied on it from that point on.

- Since only the growth in tax base (the captured assessed value) in the Corridor Improvement Authority Development District is used to finance the development plan, the taxing units continue to receive their full tax levy on the District tax base in existence at the adoption of the development plan. In addition, any taxes generated by the captured assessed value beyond the amount required by the development plan are returned each year to the taxing units.

The justification of the tax increment financing procedure is based on the expectation that all or a portion of the “captured assessed value” which is created, following implementation of a Corridor Improvement Authority development plan, would not have occurred without the stimulation of the public investment involved in the plan implementation; and therefore, the short-term investment made by the taxing units in the foregoing part of the initial growth in tax revenues is repaid by the long-term benefit of substantially greater taxes realized from a significantly stronger commercial and industrial tax base.

1. Incorporation of the Development Plan
The Development Plan will outline the projects that the TIF will be applied toward. The Development Plan will be incorporated and made a part of the Tax Increment Financing Plan.

2. Maximum Amount of Bond Indebtedness
The CIA, in any one year, will not pledge for annual debt service requirements in excess of 80% of the estimated tax increment revenue to be received from the development area for that given year. The total aggregate amount of borrowing shall not exceed an amount which is 80% of the estimated tax increment revenue that will service the annual principal and interest requirements. The total amount of bonded indebtedness will not
exceed $3,952,220. There may be one or more bond issues to finance all or part of the proposed Development Plan. If not all funds are received from the bond issue, some of the project may be financed from annual revenues on a “pay as you go” basis.

3. **Duration of the Tax Increment Financing Plan**

Initial Assessed Value: The initial assessed value, (the base year Taxable Value from which the “captured assessed value” is calculated), is the 2018 State Equalization Valuation (for property assessed as of December 31, 2019) of the Spring Lake Township Corridor Improvement Authority District, as finally determined by the State Tax Commission.

The duration of the Tax Increment Financing Plan shall be 20 years commencing December 31, 2019. The duration of the overall plan is for a duration of 20 years, ending in 2039. The Township will NOT ask for a renewal of this Tax Increment Financing Authority upon its expiration date.

4. **Estimated impact of the Tax Increment Financing Plan on the assessed values of all taxing jurisdictions in which the development area is located**

It is anticipated that assessed values in the Development Area will increase from its current level with minimal to moderate increases expected at a rate of 5%. In the long term, improvements proposed for the Development Area will provide stability and growth in the Corridor Improvement Authority District and the Township as a whole. This will greatly benefit all taxing jurisdictions. This benefit will result from increases in property valuations surrounding the Development Area; increases in property valuations in the Development Area at the time the tax increment financing plan is completed; and increases in property valuations throughout the entire community, which, to a significant degree, are dependent upon the well-being of the Corridor Improvement Authority District for stability and growth.

The estimates of tax increment revenue are based upon the following:

- An initial assessed valuation of $8,000,000. In accordance with the requirements of Act 280, this is the assessed value established on December 31, 2019.
- A projected State Equalizing Value (S.E.V.), upon completion, of $22,287,701.
- A projected development plan period extending over twenty (20) years commencing December 31, 2019 and ending in December 31, of 2039.
- An annual appreciation in value is 5%.

The actual tax increment revenues available to the CIA will undoubtedly vary from the estimates herein provided.

5. **The use of captured taxable value**

The purpose of this tax increment financing plan is to produce revenues sufficient to pay for projects outlined in the development plan. Any unused funds will revert proportionately back to the taxing jurisdictions. All revenue projections are
estimates only. If any changes to the projections occur, the Authority will reevaluate, reprioritize and/or reallocate revenues based upon that actual captured value. These changes will prioritize based upon those projects that will have the most positive impact on the Corridor Improvement Authority District.

- **General Obligation Bonds**
  Tax increment revenues may be pledged as debt service on one or more series of general obligation bonds issued by the Charter Township of Spring Lake pursuant to Section 125.2890 of Public Act 280.

- **Tax Increment Bonds**
  Tax increment revenues may be pledged as debt service on one or more series of tax increment bonds issued by the CIA pursuant to Section 125.2890 of Public Act 280.

- **Debt Service Reserve**
  For each series of bonds issued, a debt service reserve account may be established pursuant to the requirements of applicable statutes.

- **Pay-As-You-Go**
  To the extent not financed from the proceeds of a bond issue, and as deemed necessary by the CIA, tax increment revenues may be used to finance all or part of any public improvement the CIA may undertake on a pay-as-you-go basis.

- **Reimbursement**
  Tax increment revenues may be used by the CIA to reimburse the Charter Township of Spring Lake for any funds advanced to the CIA for use in financing those public improvements, or any portion thereof, indicated in the Development Plan. To the extent the Charter Township of Spring Lake may be called upon to meet any debt service insufficiencies, as a result of a full or limited faith and credit pledge behind a bond issue, tax increment revenues will be used to reimburse the Charter Township of Spring Lake in the amount of any such advance it has made.

- **Administrative and Operating Costs**
  Tax increment revenues may be used by the CIA to pay administrative and operating costs such as, but not limited to, the employment and compensation of a director, treasurer, secretary, legal counsel and other personnel considered necessary to the CIA; the reimbursement to CIA members of actual and necessary expenses; the administrative costs related to the acquisition and disposal of real property, demolition of structures, site preparation, and relocation of businesses; costs assessed to the CIA by the Charter Township of Spring Lake for handling and auditing the CIA’s funds; and other costs incurred by the CIA in connection with performance of its authorized functions, including, but not limited to, architects, engineers, legal, appraisal, testing and accounting fees.
• **Surplus Funds**
  Funds not required for any of the preceding purposes will be considered surplus and shall be distributed proportionately to all taxing jurisdictions.

6. **Captured taxable value growth in property value resulting from inflation**
The Authority plans to capture the increment on the taxable value growth even if the growth results from inflation.

7. **Tax Increment Financing Plan notification to taxing jurisdictions**
All taxing jurisdictions will be notified according to PA 280. Should any taxing jurisdiction request to meet prior to the public hearing the Authority will accommodate their request.

8. **Reimbursement of excess tax capture to taxing jurisdictions**
It is the intent of the CIA to use all of the captured assessed value generated from within the Corridor Improvement Authority District, including inflationary growth, so long as the capture of that assessed value is necessary to the financing of any public improvements provided for in the Development Plan and undertaken by the CIA. Any revenues not so required in any year will be considered surplus and will be distributed proportionately to all taxing jurisdictions.

9. **Tax Increment Financing reporting**
On an annual basis the Authority will submit a report to the following governmental agencies: Charter Township of Spring Lake, Township Board, Ottawa County Treasurer, Ottawa County Equalization Department, and the State Tax Commission.

The report shall include all of the following:

- The amount of taxes captured by the Authority.
- The amount spent on each project in the TIF Plan.
- The amount of private sector investment received.
- The number of buildings rehabilitated the square footage per building rehabilitated and the amount spent per building.
- The amount of new construction including the dollar amount spent and the square footage added.
- The number of new businesses locating in the District.
- The amount of new jobs created, and
- The increase/decrease in the taxable value.
- Any financial information that the County is required to report in its financial statements or to the Michigan Department of Treasury.
10. Termination of the Tax Increment Financing Plan
The Township of Spring Lake Township Board may abolish the Tax Increment Financing Plan in the manner provided by law, if it finds that the purposes of which it was created were accomplished. The Tax Increment Financing Plan cannot be abolished before all principal and interest has been paid on any outstanding bond issues or loans.
EXHIBIT A
CORRIDOR IMPROVEMENT DISTRICT BOUNDARIES MAP
EXHIBIT E
FUTURE LAND USE MAP
Corridor Improvement Authority Area Description

PART OF SECTIONS 13, 14 AND 24, TOWN 8 NORTH, RANGE 16 WEST, SPRING LAKE TOWNSHIP, OTTAWA COUNTY, MICHIGAN, BEGINNING AT THE NORTHEAST CORNER OF SECTION 24, THENCE S01°02'W 1326 FEET, MORE OR LESS, ALONG THE EAST LINE OF SAID SECTION 24 TO THE NORTH EIGHTH LINE OF SAID SECTION 24; THENCE N88°24'W 843 FEET, MORE OR LESS ALONG SAID NORTH EIGHTH LINE; THENCE N00°59'E 761 FEET, MORE OR LESS; THENCE N88°10'W 495 FEET, MORE OR LESS TO THE EAST EIGHTH LINE; THENCE S00°59'W 763 FEET, MORE OR LESS, ALONG SAID EAST EIGHTH LINE; THENCE N88°24'W 938 FEET, MORE OR LESS ALONG THE NORTH EIGHTH LINE OF SAID SECTION 24; THENCE N00°57'E 195 FEET, MORE OR LESS; THENCE N88°23'W 72 FEET, MORE OR LESS; THENCE N00°47'E 710 FEET, MORE OR LESS; THENCE N88°23'W 326 FEET, MORE OR LESS, TO THE NORTH-SOUTH QUARTER LINE OF SAID SECTION 24 AND THE CENTERLINE OF 148TH AVENUE; THENCE S00°57'W 283 FEET, MORE OR LESS, ALONG SAID LINE; THENCE N88°23'W 460 FEET, MORE OR LESS; THENCE N00°57'E 285 FEET, MORE OR LESS; THENCE N88°23'W 589 FEET, MORE OR LESS TO THE WEST RIGHT OF WAY LINE OF 150TH AVENUE; THENCE S01°04'W 105 FEET, MORE OR LESS, ALONG SAID WEST RIGHT OF WAY LINE; THENCE N88°23'W 279 FEET, MORE OR LESS; THENCE S01°08'W 55 FEET, MORE OR LESS; THENCE N88°23'W 151 FEET, MORE OR LESS TO THE EAST LINE OF NORTHWOOD FARMS; THENCE N01°05'5'E 362 FEET, MORE OR LESS, ALONG SAID EAST LINE; THENCE NORTHERLY AND WESTERLY ALONG THE NORTHERLY LINE OF NORTHWOOD FARMS THE FOLLOWING FIVE (5) COURSES; N88°23'W 81 FEET, MORE OR LESS; N00°27'E 32 FEET, MORE OR LESS; N88°23'W 180 FEET, MORE OR LESS; N01°05'E 6 FEET, MORE OR LESS; N88°22'W 222 FEET, MORE OR LESS, TO THE EAST LINE OF FOREST GROVE SUBDIVISION; THENCE N01°13'E 180 FEET, MORE OR LESS, ALONG SAID EAST LINE TO THE NORTH LINE OF SAID SECTION 24; THENCE N88°23'W 691 FEET, MORE OR LESS, ALONG SAID NORTH LINE TO THE NORTHWEST CORNER OF SAID SECTION 24 (ALSO BEING THE SOUTHEAST CORNER OF SECTION 14, TOWN 8 NORTH, RANGE 16 WEST); THENCE N01°11'E 163 FEET, MORE OR LESS, ALONG THE EAST LINE OF SAID SECTION 14; THENCE N88°40'W 278 FEET, MORE OR LESS; THENCE N05°30'E 41 FEET, MORE OR LESS; THENCE N84°30'W 72 FEET, MORE OR LESS; THENCE N04°49'E 97 FEET, MORE OR LESS; THENCE N85°11'W 60 FEET, MORE OR LESS; THENCE N00°00'E 22 FEET, MORE OR LESS; THENCE N85°20'W 58 FEET, MORE OR LESS; THENCE N04°41'E 42 FEET, MORE OR LESS; THENCE
N85°13'W 60 FEET, MORE OR LESS; THENCE N04°42'E 49 FEET, MORE OR LESS; THENCE N85°37'W 59 FEET, MORE OR LESS; THENCE S04°30'W 40 FEET, MORE OR LESS; THENCE N84°14'W 75 FEET, MORE OR LESS, TO THE EAST LINE OF KRUGER STREET; THENCE N05°53'E 70 FEET, MORE OR LESS; THENCE N87°43'W 98 FEET, MORE OR LESS; THENCE S01°35'W 15 FEET, MORE OR LESS; THENCE N39°39'W 43 FEET, MORE OR LESS; THENCE N56°04'W 67 FEET, MORE OR LESS; THENCE N63°42'W 46 FEET, MORE OR LESS, TO THE SHORE OF LOYD'S BAYOU; THENCE SOUTHERLY, WESTERLY, NORTHERLY, SOUTHWESTERLY AND WESTERLY ALONG THE SHORE OF LOYD'S BAYOU TO THE EAST LINE OF LOT 24 OF ROSELAND SUBDIVISION AND ITS SOUTHERLY EXTENSION; THENCE N01°28'E 76 FEET, MORE OR LESS, ALONG SAID EAST LINE; THENCE N88°40'W 300 FEET, MORE OR LESS, ALONG THE NORTH LINE OF LOT 24; THENCE N01°21'E 844 FEET, MORE OR LESS ALONG THE EAST LINE OF ROSELAND SUBDIVISION TO THE SOUTHERLY RIGHT OF WAY LINE OF M-104 (CLEVELAND STREET); THENCE S88°49'E 257 FEET, MORE OR LESS, ALONG SAID SOUTHERLY RIGHT OF WAY LINE; THENCE N01°04'E 499 FEET, MORE OR LESS; THENCE S87°55'E 10 FEET, MORE OR LESS; THENCE N01°03'E 23 FEET, MORE OR LESS; THENCE S88°33'E 315 FEET, MORE OR LESS; THENCE N01°03'E 240 FEET, MORE OR LESS; THENCE S88°59'E 27 FEET, MORE OR LESS; THENCE N01°03'E 82 FEET, MORE OR LESS; THENCE S88°57'E 249 FEET, MORE OR LESS; THENCE N01°06'E 66 FEET, MORE OR LESS; THENCE S86°56'E 1779 FEET, MORE OR LESS, ALONG A LINE WHICH IS 50 FEET SOUTH OF AND PARALLEL WITH THE SOUTH LINE OF THE NORTH BANK TRAIL (FORMER G.T.R.R.) TO THE EAST LINE OF SECTION 14; THENCE CONTINUING ALONG SAID LINE S87°15'E 1325 FEET, MORE OR LESS, TO THE WEST EIGHTH LINE OF SECTION 13, TOWN 8 NORTH, RANGE 16 WEST; THENCE S01°07'W 447 FEET, MORE OR LESS, ALONG SAID WEST EIGHTH LINE; THENCE S87°07'E 920 FEET, MORE OR LESS; THENCE S01°08'W 604 FEET, MORE OR LESS; THENCE S87°22'E 407 FEET, MORE OR LESS TO THE NORTH-SOUTH QUARTER LINE OF SECTION 13 AND THE CENTERLINE OF 148TH AVENUE; THENCE S01°08'W 7 FEET, MORE OR LESS, ALONG SAID CENTERLINE; THENCE S88°55'E 396 FEET, MORE OR LESS; THENCE N01°08'E 200 FEET, MORE OR LESS; THENCE S88°55'E 200 FEET, MORE OR LESS; THENCE NO0°16'W 855 FEET, MORE OR LESS; THENCE N87°26'W 575 FEET, MORE OR LESS, ALONG A LINE WHICH IS 50 FEET SOUTH OF AND PARALLEL WITH THE SOUTH LINE OF THE NORTH BANK TRAIL TO THE NORTH-SOUTH QUARTER LINE OF SAID SECTION 13 ALSO BEING THE CENTERLINE OF 148TH AVENUE; THENCE N01°08'E 150 FEET, MORE OR LESS, ALONG SAID NORTH-SOUTH QUARTER LINE; THENCE S87°26'E 2666 FEET, MORE OR LESS, ALONG THE NORTH LINE OF THE NORTH BANK TRAIL (FORMER G.T.R.R.) TO THE EAST LINE OF SAID SECTION 13;
THENCE S00°44'W 150 FEET, MORE OR LESS, ALONG SAID EAST LINE; THENCE N87°26'W 669 FEET, MORE OR LESS, ALONG A LINE WHICH IS 50 FEET SOUTH OF AND PARALLEL WITH THE SOUTH LINE OF THE NORTH BANK TRAIL (FORMER G.T.R.R.); THENCE S00°44'W 1100 FEET, MORE OR LESS; THENCE S87°27'E 669 FEET, MORE OR LESS, TO SAID EAST LINE; THENCE S00°44'W 585 FEET ALONG SAID EAST LINE TO THE POINT OF BEGINNING. THIS DESCRIPTION IS INTENDED TO INCLUDE ONLY WHOLE PARCELS OF RECORD AS OF THE 2018 TAX ROLL. CONTAINS 342 ACRES MORE OR LESS.
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INTRODUCTION

Request for Proposals. Last year, a Request for Proposal (RFP) for the Sub-Area Plan for Spring Lake Township/Commercial District on M104 was fashioned from Spring Lake Township’s Master Plan. The RFP was advertised and a proposal chosen. See EXHIBIT 1: Review of Community Documents, in the Appendix. The RFP stated:

Request: Spring Lake Township is requesting proposals for a sub-area planning effort focused at the key intersection of M104, a state two lane highway, and 148th Ave, a primary county road. This area has been identified as a gateway into Spring Lake Township and to the lakeshore area in general. Currently, one corner is residential, one corner has a convenience store specializing in microbrew supplies, as well as wine, beer and liquor, and two of the four corners are vacant. East and west of this intersection is existing strip commercial development ranging from a used car dealership, salvage yard, restaurants and light industrial around the perimeter. North of the intersection are two densely populated manufactured home developments, the North Bank Trail (a partially completed regional bike path from Grand Haven to Grand Rapids), and areas south of the intersection include proposed residential developments and the Spring Lake High School. 148th Ave is also improved with a separated bike path from the Village of Fruitport to the High School.

Explore Concepts. The Township desires to explore the following concepts with numerous stakeholders at this intersection and the surrounding area:
1. High quality building form including possibly a form based hybrid ordinance.
2. An intersection that is an attractive year-round gateway to the lakeshore.
3. An intersection and development form that is bicycle and pedestrian friendly.
4. Building and landscaping forms that helps to reduce vehicle speeds on M104.
5. Consideration and possible creation of a Corridor Improvement Authority.
6. General improvements to ensure safe and functional transportation in this area.

At left is an aerial photo, taken in 2014, of the M104/148th Avenue intersection in Spring Lake Township.

Black lines are public right-of-way (ROW) boundaries. Orange lines are parcel boundaries. Blue lines are water mains.

Source: Ottawa County.
Major issues, references and discussion points for this planning effort can be listed, as follows:

- Community documents: *Master Plan & Zoning Ordinance*
- Stakeholders
- Land use goals & site planning
- Gateway
- Architectural & Design Standards
- Traffic & street reconfiguration concepts for all users within the public right-of-way
- Financing public improvements: State Act 280 of 2005 (Corridor Improvement Authority)

Throughout meetings with various community stakeholders, several guiding principles and key planning concepts have been introduced and discussed. Following are graphic depictions of some of these issues:

At right: This graph shows the relationship of vehicular speed and traffic volume per lane per hour. Maximum volume occurs at 25-30 mph: 2,000 hourly vehicles per lane. Compare this with current 50 mph speeds through the intersection: about 700 hourly vehicles per lane. The reason for this differential: higher speeds require more space, more road width, more lanes, greater lane width, etc. Slower speeds allow more ROW space for more users, e.g., bike lanes, shorter pedestrian crossing distances, etc. Source: Walter Kulash, P.E., *Highway Capacity Manual*. 
In the past 30 years or so, highway departments and transportation officials at all levels (i.e., national, state, regional, local), gently nudged by non-motorized users of the ROW, have been evolving to revise published street design values to accommodate slower motorist speeds and non-motorized users in the ROW. Various organizations formed to become advocates for policy changes at all levels, e.g., Smart Growth America, Complete Streets Coalition, and Strong Towns.

Much of this policy evolution is based on safety concerns, as well as the negative impacts of “too-wide, too-fast” highway speeds on adjacent land uses, such as the situation of a highway also serving as a main street in a traditional downtown. Both adjacent land uses and safety concerns are relevant to this Sub-Area Plan for Spring Lake Township/ Commercial District on M104. After all, streets are infrastructure to serve land uses and all ROW users, and not the other way around. The street tail should not wag the land use dog. Ultimately, all highway departments are dependent upon tax revenue derived from land uses, whether healthy or sick.

Source: A Policy on Geometric Design of Highways and Streets (“Green Book”), American Association of State Highway & Transportation Officials (AASHTO)

At left: This graph shows vehicular stopping distances for various speeds. Two factors are involved: “sight” reaction time and stopping distance after the foot begins to apply the brakes. Most noteworthy, here: stopping sight distance increases exponentially as speed increases. Relevant recent speed studies include by the National Transportation Safety Board (NTSB).

Source: A Policy on Geometric Design of Highways and Streets (“Green Book”), American Association of State Highway & Transportation Officials (AASHTO)

At right: This cartoon depicts some of the tension and issues between outdated/evolving policies of highway departments, on the one hand, and local land use “stakeholders” on the other hand.

REVIEW OF COMMUNITY DOCUMENTS & RECENT DATA

Relevant portions of Spring Lake Township’s Master Plan & Zoning Ordinance are excerpted and summarized by Downtown Solutions for this planning project in EXHIBIT 1: Review of Community Documents, in the Appendix. “Access Management” policies, which regulate driveways (or curb cuts) that intersect public streets, are of particular concern when intersecting high speed roads such as M104. Access management policies are adopted from MDOT and contained in the Zoning Ordinance. This Review of Community Documents was created at the beginning of this planning effort and distributed to all identified stakeholders and at all meetings.

Traffic Volume Data.
Street design and intersection design are based primarily upon peak hour traffic volume and crash data, as well data forecasts. Daily traffic counts, by MDOT or Ottawa County Road Commission, are not available for street segments adjacent to the M104/148th Avenue intersection. However, daily traffic counts for nearby M104 street segments, both east and west directions, are available as late as 2013, as follows:

- M104 at Fruitport Road (Wed, 6-11-13): daily volume of 19,389; peak hour (5-6 pm) volume of 1,505.
- M104 at Fruitport Road (Tue, 4-6-10): daily volume of 14,812; peak hour (5-6 pm) volume of 1,189.
- M104 at 130th Avenue (Tue, 4-6-10): daily volume of 10,328; peak hour (5-6 pm) volume of 879.
- M104 at 130th Avenue (Wed, 9-10-08): daily volume of 12,884; peak hour (5-6 pm) volume of 1,167.

The first noted count, above (M104 at Fruitport, 6-11-13), was collected in summer, which has different traffic patterns than the rest of the year. For more typical annual traffic patterns, the most recent counts are the second and third noted counts, above, taken in April 2010, which show volumes well within street design capacity.

Intersection traffic counts (i.e., all turning movements), by MDOT or Ottawa County Road Commission, are not available for the M104/148th Avenue intersection. However, Downtown Solutions collected intersection counts (all turning movements) on 5-16-17 from 4-6 pm. As locals likely are aware, at this intersection, peak hour volumes are dominated by westbound and eastbound through traffic. With relatively few turning movements from M104 onto 148th Avenue, right turn lanes on M104 encourage faster speeds and are unnecessary, especially at lower speeds. Again, total intersection counts are well within rules of thumb for intersection design capacity. See EXHIBIT 2: Intersection at M104 & 148th Ave: Total Intersection Movements, 4-6 pm, Tues., May 16, 2017 (source: Downtown Solutions LLC).

Traffic Crash Data.
Crash data for the M104/148th Avenue intersection, as reported by Ottawa County, shows 21 crashes from 2012 to 2016: zero fatalities, 5 injuries, and 16 crashes resulting in “property damage only.” From this summary, there appeared to be no significant trends over this 5-year period, although this crash data did not note injury severity. See EXHIBIT 3: Standard Crash Report, Intersection of Cleveland & 148th St., 2012-2016 (source: Ottawa County).

Traffic & Demographic Projections.
There are no recent traffic projections for M104 at/near 148th Avenue. However, demographic population projections exist for Ottawa County municipalities, including Spring Lake Township (estimated population of 12,438 in 2016). These projections are for modest Township population growth rates (5.2%) over the 2010-2020 decade, and modest growth rates for the 20-year period from 2010-2030. These growth projections contrast greatly with the Township’s historic growth spurts in prior decades: 20% from 1980-1990; 29% from 1990-2000; and 13% from 2000-2010. See EXHIBIT 4: Population & Growth Rates in Ottawa County, 2016 (source: Ottawa County website).

Traffic Signal Timing Improvements. MDOT has already indicated that traffic signal timing can be improved (for example, see discussion on page 9, section 5f), subject to study in Fall 2017. Further signal timing improvements are likely, and should always be considered when studying street reconfiguration.
Stakeholder Interviews. See EXHIBIT 5: Summary of Stakeholder Interviews (source: Downtown Solutions LLC).

- Most (10 of 15) preferred “dense mixed use commercial development” over “suburban strip commercial.”
- “What uses would fit best at this intersection?” Top three responses: retail (8 of 15), restaurants (4 of 15), residential (3 of 15).
- Most (11 of 15) were favorable/open to roundabouts.
- Most (10 of 15) expressed concern that traffic was too fast on M104. A notable quote from a stakeholder (both property owner and business owner): “It’s a drag strip to the beach.”

At left: This vehicle-to-vehicle-to-building crash, perfectly captured by the local newspaper photographer, was the result of the inevitable impatience that results when Driver A waits for opposing westbound traffic to clear before making a left turn. This common situation is made dangerous by equally common physical circumstances: both drivers are on a busy arterial highway which also serves as the main street for a business district; westbound Driver B is transitioning from a higher speed zone (50+ mph) to a lower speed zone (35-45 mph) into the business district where Driver A awaits an opportunity “gap” for her left-turn movement. However, left-turn gaps are more difficult to “thread” in a stream of 50 mph traffic than in 30 mph traffic. Driver A, underestimating the speed of oncoming Driver B, cannot safely thread the gap to complete her left turn. Driver B, travelling at 50+ mph, cannot safely stop nor avoid crashing into something. In this case, Driver B crashes first into Driver A, then glances into the corner building’s store window. What principles are at play, here? First, traffic speed is excessive, both approaching and in the business district. Second, the street’s design fails to slow approaching traffic. Third, although this street’s volume only needs 5 travel lanes, its 7 travel lanes (with no curb parking) promotes speeding. Finally, stopping-sight distance at 55 mph is 500 feet, the length of a long city block. This photo was critical to the business district’s decision to petition the city and highway department to reconfigure the street for fewer traffic lanes, added curb parking, and slower traffic. Eventually, the reconfiguration sought by the community was successfully implemented and funded by the highway department.

Above: This is a photo of a typical police car in my home town when I was growing up. Besides “police”, the largest lettering is “SPEED KILLS,” then emblazoned on each and every police car. What happened to that tremendously sage safety statement and common sense advice?
**Stakeholders’ Meeting.** Community stakeholders were invited, by Township staff, to an informal meeting on 6-15-17 at the Barber School. About 25 people were in attendance. The agenda, moderated by *Downtown Solutions* consultant, Keith Tianen, included:

- Review of community documents (including a written summary of the Township’s *Master Plan and Zoning Ordinance*);
- Project updates, including meetings to date, a written summary of stakeholder interviews, and review of recently collected traffic counts;
- Review of development objectives as described in the *Master Plan and Zoning Ordinance* to achieve a special intersection and development standard, e.g., “creation of pedestrian-oriented mixed-use commercial node”, “high quality building form”, “...an attractive year-round gateway to the lakeshore”; “... is bicycle and pedestrian friendly”; and “... helps to reduce vehicle speeds on M104”;
- Presentation of a street reconfiguration concept that meets community goals;
- Discussion of how new public infrastructure could be viably financed through a *Corridor Improvement Authority* (as authorized by Michigan Public Act 280 of 2005) and tax increment financing.

Full discussions transpired, especially on the last two items, above: a street reconfiguration concept sketch; and how tax increment financing would work to finance new public improvements in the MU district, such as sidewalks, street lighting, curb parking, etc. Similar discussions took place during two meetings with the Township Planning Commission on 5-17-17 and 9-20-17.

BELOW are details from two sketches representing the *current* street configuration on M104 near 148th Avenue, and a *better* configuration concept for the same M104 segment. This detail focuses on only two of several positive aspects: (1) ROW space efficiency to accommodate more users, such as pedestrians and bicyclists; and (2) a street configuration infrastructure to support greater land use efficiency, i.e., more buildings, more jobs, more tax revenue, etc.
Why “better”?

Better for Pedestrians
- Sidewalks
- Reduced street crossing distance in “danger zone” (traffic lanes) by over half, from 72-feet to 33-feet, and less delay.
- Improved safety by adding 2 islands that separate traffic lanes from curb parking.
- Overall improved safety because motorists have greatly reduced sight-stopping distance.

Better for Bicyclists
- Protected/shared bike lanes on M104.
- Dedicated bike lanes (5-foot width) on 148th Avenue (see sketch below).
- Reduced conflicts with high-speed motorists.
- Easier/safer street crossing with less delay.
- Signal timing improvements to reduce peak PM school motorist delay for NB left-turn movements.

Better for Motorists
- Improved left-turn movements (slower speed = greater gaps) with less delay for all directions.
- Improved access to businesses fronting M104 via slower speed and convenient pull-in angle curb parking.
- Increased safety: quicker/shorter motorist sight-stopping distance.
- Left-turn inserts at intersection, instead of dangerous (and unnecessary) continuous left-turn lane.
- Reduced speed does NOT equal more delay.
- Accommodates 100% existing traffic.

Better for Township
- Consistent with, and supportive of, the Township’s Master Plan and Zoning Ordinance.
- More efficient use of land; greater building lot coverage.
- More business activity, jobs, etc.
- Greater taxable property values and increased tax revenue.
- Better opportunities for a community “gateway” (see sketch, page 8).

PUTTING IT ALL TOGETHER: Achieving the Master Plan

Land Use Goals & Building Placement Regulations are summarized, below:
- Mixed-use Commercial (MU) District or mixed-use commercial “node”; high-density office and residential uses on upper floors; walkable non-motorized connections; etc.
- Retail frontage, on/near ROW line, greatly supported by protected pull-in angle parking along M104.
- Assure high quality building form with a form-based hybrid zoning ordinance.
- Provide special opportunities and context for a gateway to the community (see sketch, page 8).
- Reduced off-street parking requirement (because of curb parking & required shared parking).
Gateway
1. Plentiful design opportunities at expanded corners of main intersection.
2. Slower vehicular traffic provides increased visual access and parking access to the MU “gateway” district.
3. Reconfiguration design concept for multiple users (e.g., ped-friendly, bicyclist-friendly) expands the community’s welcome statement to visitors when entering the MU district.

Proposed Concept for a Better Street Reconfiguration & Multi-Modal Level of Service (MMLOS)
Below is a reconfiguration concept sketch, followed by discussion points in support of the street reconfiguration concept proposed for the Township’s MU district, then followed by a land use analysis.

1. How the Township’s land use policies are defined (for private & public land): mixed-use commercial node; buildings located near/on the property line; parking lots in the rear of buildings; outdoor cafes and event areas; upper story office and residential units; pedestrian scale streetscape; pedestrian-oriented etc. (from Master Plan). Complete Streets is another kind of general policy which defines policy components for street infrastructure in support of the aforementioned private land use policies. Many states (including Michigan), and over 100 Michigan municipalities (including Holland, Zeeland, Grand Haven, and Grand Rapids) have adopted various Complete Streets resolutions, ordinances, and policies.
2. How the Township’s land use policies are measured (for private and public land):
   (a) **Zoning** ordinance for private land: increased density; increased lot coverage; greater building height; etc.
   (b) **MMLOS** measures “level of service” for all user modes (pedestrians, bicyclists, motorists) in the **public right-of-
       way (ROW)**: street crossing distance, delay, safety, convenience, etc.
3. **Major objectives for intersection area within ROW at M104 & 148th Ave:** **infrastructural support** of new land use
   goals and building placement regulations; attractive **gateway** to the community.
4. **Two applicable intersection design concepts:** conventional signalized; and one-lane roundabout (see p. 10). Each
   provides significant opportunities for a new attractive gateway to the community, as described in the **Master Plan**.
5. **Reconfigured street design concept improves features for pedestrians, bicyclists and motorists:**
   (a) **Design speed** on M104 reduced from 50+ mph to 25 mph.
   (b) Accommodates 100% of current traffic and anticipated future traffic.
   (c) **Improved block layout plan**: new shorter blocks divided by north-south streets; rear east-west alleys connect to
       148th Avenue; prohibited mid-block driveways; etc.
   (d) **Improved circulation for pedestrians**: sidewalks; greatly reduced ped crossing distance from 72-feet to 33-feet
       in M104 “danger zone”; improved safety by greatly reducing motorists’ sight-stopping distance; etc.
   (e) **Improved circulation for motorists**: improved access to commercial uses; reduced delay for left-turn
       movements; left-turn inserts; new street patterns (e.g., new north-south streets connected to new rear alleys
       intersecting with 148th Street; prohibition of mid-block driveways on M104; curb parking lane; etc.); etc.
   (f) **Improved circulation for bicyclists**: protected bicycle lane (shared with parking circulation lane); dedicated 5-
       foot bike lanes on 148th Avenue (instead of pictured angled parking); connection to other bicycle paths along
       M104 & 148th Street; etc.
   (g) **Improved access management** for vehicles, due to prohibition of mid-block driveways on M104; no need for
       continuous left-turn lane; short left-turn lane inserts; off-street parking directed to rear of blocks.
   (h) **Protected pull-in diagonal curb parking and protected bicycle lane** is shared with parking circulation lane.
   (i) **Corner turning radii** of no less than 25 feet.
   (j) **Improved signal timing**. During stakeholder interviews, one stakeholder, who has several children enrolled in
       Spring Lake High School (on 148th Avenue, south of M104), described how northbound (NB) afternoon traffic,
       from the school, experiences severe delays for left-turn movements at the M104 signal. Subsequently,
       Downtown Solutions contacted LeighAnn Mikesell, Manager at MDOT’s Muskegon office, and asked about the
       possibility of changing this signal’s timing to add a new peak hour for seasonal school traffic, which could
       decrease delays for NB left-turn afternoon (about 2:30-3:30) traffic exiting the school on 148th Avenue. Ms.
       Mikesell said that adding such a signal timing change is possible, but would depend "... upon actual counts
       while school is in session to be able to properly study the operation of this signal" and that "MDOT will plan to
       gather count data a short time after school starts and traffic settles into normal patterns." So, it’s expected that
       MDOT will collect traffic counts in the fall of 2017, and will use that information to consider signal timing
       changes to reduce NB traffic delays during school afternoon peak periods at this intersection.

<table>
<thead>
<tr>
<th>BLOCK</th>
<th>BLOCK DIMENSIONS</th>
<th>BLOCK AREA (SF)</th>
<th>BUILDING FOOTPRINT (SF)</th>
<th>BLDG LOT COVERAGE (%)</th>
<th>GROSS FLOOR AREA (SF)</th>
<th>CURB</th>
<th>LOT *</th>
<th>TOTAL</th>
<th>PARKING</th>
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<tbody>
<tr>
<td>NW</td>
<td>500’ x 250’</td>
<td>125,000</td>
<td>57,937</td>
<td>46%</td>
<td>134,600</td>
<td>76</td>
<td>143</td>
<td>219</td>
<td>1.6</td>
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<tr>
<td>NE</td>
<td>340’ x 160’</td>
<td>54,400</td>
<td>26,386</td>
<td>49%</td>
<td>68,310</td>
<td>39</td>
<td>64</td>
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<tr>
<td>SW</td>
<td>500’ x 275’</td>
<td>137,500</td>
<td>70,140</td>
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<td>140,660</td>
<td>83</td>
<td>150</td>
<td>233</td>
<td>1.7</td>
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<tr>
<td>SE</td>
<td>300’ x 280’</td>
<td>84,000</td>
<td>44,860</td>
<td>53%</td>
<td>112,980</td>
<td>54</td>
<td>106</td>
<td>160</td>
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<tr>
<td><strong>TOTAL</strong></td>
<td><strong>401,460</strong></td>
<td><strong>199,323</strong></td>
<td><strong>50%</strong></td>
<td><strong>456,550</strong></td>
<td><strong>252</strong></td>
<td><strong>463</strong></td>
<td><strong>715</strong></td>
<td><strong>1.6</strong></td>
<td></td>
</tr>
</tbody>
</table>

**Note:** Parking lot supply is derived from conservative ratio of 350 sf per space (10’ x 20’ + 150 sf circulation).
**Land Use Analysis.** The above table, an analysis of the proposed concept sketch shown on page 8, represents a maximum build-out example at the M104/148th Avenue district per the Township’s *Master Plan* and mixed-use commercial zoning ordinance. As such, its land use analysis is summarized as follows:

- About 9 acres divided into 4 blocks, with a building lot coverage of 50%;
- Gross floor area, 456,000 SF, represents 2-story buildings, except 3-story buildings at corners (see EXHIBIT 6);
- Parking supply, although conservatively estimated for lots, results in a ratio of 1.6 parking spaces per 1,000 SF of gross floor area. A higher parking ratio (2.0-2.5) is more desirable and could be achieved by reducing GFA.

**Corridor Improvement Authority & Tax Increment Financing (TIF)** are recommended and described, below:

- Create a Corridor Improvement Authority (CIA) under P.A. 280 of 2005 (see EXHIBIT 7: Corridor Improvement Authority (PA 280 of 2005) summarized by Michigan Economic Development Corporation, 2014).
- Create a CIA “Development Plan” with public improvements for: street reconfiguration; gateway; sidewalks; street lighting; landscaping; new block/circulation plan; etc.
- Finance the Development Plan by creating a “Tax Increment Financing Plan” and applying for MDOT grant funds.
- Tax increment financing has a good track record and is popular in Michigan, which has over 1,000 TIF districts.
- TIF is not a new tax. Instead, TIF revenues are captured when taxable values exceed base year values.

**How Tax Increment Financing (TIF) works: an example**

| CURRENT PROPERTY MILLAGES (approx.) | Township (non-school) | 5.1 (8%) |
| COUNTY (non-school) | 5.7 (8%) |
| OTHER | 54.3 (84%) |
| TOTAL | 65.1 (100%) |

| TAXABLE VALUE IN DISTRICT (example) | Base Year (2018) | $1 million |
| Year Five (2023) | $21 million |
| Difference/increase in Year 5 | $20 million |

| CAPTURED TIF REVENUE | Township + County (non-school) | 10.8 mils |
| TAXABLE VALUE, YEAR 5 | $20 million |
| Captured revenue in Year 5 | $216,000 |

**Other related issues:**

- **SITE PLAN CONSTRAINTS** and management Issues: (a) Utility easement in SW quadrant limits build-out; (b) Rear property lot line in NE and NW quadrants constrain build-out due to a stream’s steep grade differential.

- **ROUNDBOOUT.** The Township included a question about roundabouts in its survey of stakeholders, most of whom were favorable/open to roundabouts. Generally, from comparative intersections and experience, it appears likely that a *one-lane, low-speed* roundabout is *feasible* at the intersection of M104 & 148th Avenue. By “feasible,” the following achievements (in support of the *Master Plan*) are likely given proper design: it will accommodate at least 100% of current peak hour traffic without significant added delay, and more likely less delay, for motorists; it will increase safely for all users within the ROW, especially peds and bicyclists, but motorists as well; it will result in a significant decrease in crashes and decrease in severity of crashes; and, it will fit within, or nearly within, the existing ROW (including sidewalks). Additionally, a low-speed, one-lane roundabout would provide a design opportunity for
a major community gateway, which is a major goal for Spring Lake Township’s MU (Mixed-Use Commercial) District.

(One model of a one-lane roundabout creating a beautiful “gateway” design opportunity for welcoming visitors to downtown, as well as redefining the community’s symbol – marlin sport fishing – is found in Stuart, FL.) A two-lane roundabout is both infeasible and unwanted: “infeasible” because it would not fit within the existing ROW; “unwanted” because it does not satisfy Master Plan goals (e.g., walkable, slower traffic speed), and because it would fatally compromise proposed design elements for protected curb parking and safe/convenient motorist access to curb parking in front of businesses, a key component for independent retailers.

**NEXT STEPS**

1. **TRAFFIC/SIGNAL IMPROVEMENTS.** Follow-up with MDOT regarding signal timing improvements to reduce NB left-turn movement delays for Spring Lake High School motorist afternoon peak period traffic. See above: page 9, 5(f).

2. **CORRIDOR IMPROVEMENT AUTHORITY.** Part of this planning effort’s objective is to evaluate and recommend whether a Corridor Improvement Authority (State of Michigan Public Act 280 of 2005) be utilized to advance the goals of the Township’s Master Plan in the M104/148th Avenue intersection area. Taking into account: extensive community input during the Township’s most recent master planning process; the current planning effort’s stakeholder interviews; and several follow-up meetings with stakeholders and Township officials, it is recommended that this state law be pursued for Spring Lake Township. This state law would allow the Township to create a Corridor Improvement Authority and to utilize the state’s tax increment financing tool. This recommendation is made for the Township’s current Master Plan goals, per the Mixed-Use Commercial (MU) District zoning ordinance regulations, to finance public infrastructural needs conceptualized in this report. In pursuing this recommendation, the Township Commission should create a Corridor Improvement Authority per this general outline:
   - (a) Adopt a resolution declaring intent;
   - (b) Follow publishing, posting, mailing requirements;
   - (c) Hold a public hearing on establishing the authority and authority district boundaries;
   - (d) Adopt an ordinance establishing the authority and designating boundaries;
   - (e) File and publish the ordinance;
   - (f) Appoint members to the authority’s board.

3. **DEVELOPMENT PLAN & TAX INCREMENT FINANCING PLAN.** Subsequent to creating a Corridor Improvement Authority, the Township should create a development plan and tax increment financing plan for the district. As part of the Development Plan, the Township should approve a street reconfiguration concept for the district.

4. **AMEND ZONING ORDINANCE** per Master Plan (Chapter 4, pp. 52, 57; Chapter 7, p. 78), regarding architectural & design standards, lot size, building placement, building height, etc. (see **EXHIBIT 6**).

**EXHIBITS**

EXHIBIT 1: Review of Community Documents (source: Downtown Solutions LLC).

EXHIBIT 2: Intersection at M104 & 148th Ave: Total Intersection Movements, 4-6 pm, Tues., May 16, 2017 (source: Downtown Solutions LLC).


EXHIBIT 4: Population & Growth Rates in Ottawa County, 2016 (source: Ottawa County website).

EXHIBIT 5: Summary of Stakeholder Interviews (source: Downtown Solutions LLC).

EXHIBIT 6: Zoning Ordinance Recommendations for Mixed-Use Commercial District (MU) – by Downtown Solutions LLC.

Chapter 4: Directions for Community Building (p. 44)

Direction 4: Using Commercial Development to Create Place (p. 52)

Commercial node at 148th Street & M104 (10-14 acres): “… gateway... design guidelines... walkable... not suburban strip center... variety of uses... upper story residential.... Implementation of the commercial node concept will require a change in zoning and possibly the creation of a zoning overlay district to provide land development and building design guidelines. Similarly, if gas stations are allowed they should be smaller in scale, without larger convenient stores and located on interior lots (not corners) no larger than 16-20,000 SF. The commercial nodes can become the cornerstone for mixed-use walkable neighborhoods.... would include higher density residential (5-7 dwellings per acre) developments supplemented with parks, community facilities, such as schools, and commercial areas.... more of a collection of independent developments constructed under a consistent set of land and building regulations. The use of an overlay zoning district coupled with a settlement-specific pattern book is recommended.... will establish a definable place.... pedestrian oriented... reflecting the scale and diversity associated with downtown areas. Buildings... located near the property line with parking... in the rear or along the side of buildings, outdoor cafes and event areas, upper story office and residential units, and pedestrian scale streetscapes.”

Summary – Community Building Recommendations (p. 57)

4 - Commercial Development to Create Place
- Establish commercial nodes at 148th/M104 and 174th/Hickory.
- Create design and land development guidelines for commercial nodes.
- Establish a commercial overlay district at each of these locations to guide development.
- Use the commercial nodes as gateways to larger neighborhoods and the Township.
- Encourage mixed-use development within the identified commercial nodes.

Chapter 5: Community Framework (p. 58)

Introduction: “… the result of community visioning... and Steering Committee that developed creative planning strategies .... acts to provide specific goals and highlight planning principles.... themes and strategies were reviewed, revised and prioritized by the Master Plan Steering Committee over a period of several months. How is a Framework Plan different than a Future Land Use Plan? “… focuses more on specific goals and projects than... on actual change in land use.... introduces ... community building envisioned by residents and Steering Committee.... maintain ... unique identity as a coastal community... quality housing and neighborhoods... while preserving natural resources.... to encourage new development which carefully integrates natural resource and open space preservation, Smart Growth principles, such as walkability, higher density residential development, mixed uses, more compact commercial development, and connections for both vehicular and pedestrian traffic.”

Surrounding “settlements... with supporting public facilities such as schools and parks... within an acceptable walking distance... and subdivisions would be would be linked together with connecting streets and pathways.”

Commercial Nodes versus Sprawl (p. 59)

“... create the type of commercial and mixed-use development... desired by Township residents..... located near dense residential areas... serve day-to-day needs of residents.... higher residential density will be required to make these compact commercial areas viable.... and upper story ... loft apartments or condominiums. This strategy: using commercial development nodes to significantly reduce commercial sprawl along M-104 and 174th Street and aggregate commercial development into integrated and definable sites resulting in a net neutral
build-out along these corridors. Future benefits ... include a reduction in traffic congestion, more efficient traffic movement, less negative air quality impact, and enhanced opportunities for walkable and non-motorized connections.

Another feature... the ability to create a gateway into the community.... When planned ... with... residential development, these commercial districts become activity centers, places to entertain... festivals and farmers markets, and potential mass transit nodes.”

Map: Community Framework Plan: M104/148th is depicted as a “commercial node”.

Chapter 6: Future Land Use Plan (p. 68)
Map: Future Land Use: M104/148th intersection area is depicted as “Commercial – Pedestrian”.

Chapter 7: Action Plan (p. 77)
Action #4 (of 10 actions): “Creation of pedestrian-oriented mixed-use commercial areas at two predominant intersection locations in the Township.”

Action Program (p. 78)
Strategies and Goals: new residential areas; walkability; New Urbanism & Smart Growth.

<table>
<thead>
<tr>
<th>Actions required to facilitate change</th>
<th>Responsible Party</th>
</tr>
</thead>
<tbody>
<tr>
<td>Zoning Code Revision allowing for Commercial Mixed-Use Development</td>
<td>Planning Commission</td>
</tr>
<tr>
<td>Rezone intersections for Commercial Mixed-Use</td>
<td>Planning Commission</td>
</tr>
<tr>
<td>Incorporate into Code Specific Dimensional Standards &amp; Guidelines</td>
<td>Planning Commission</td>
</tr>
<tr>
<td>Establish Site &amp; Landscaping Standards</td>
<td>Planning Commission</td>
</tr>
<tr>
<td>Adopt M-104 Access Management Overlay Ordinance</td>
<td>Township Board</td>
</tr>
<tr>
<td>Develop Access Management Program for 174th Corridor</td>
<td>Township Board</td>
</tr>
</tbody>
</table>

Corridor Improvement Authority: Public Act 280 of 2005 (p. 84)
M-104 Intergovernmental Corridor Design Guidelines (p. 85)

ZONING ORDINANCE (effective 4-30-10; updated 12-20-16)

Article 4 (District Standards), Section 413: **Mixed-Use Commercial District, MU** (p. 4-26)

A. Intent: Accessible to variety of neighborhoods; may attract local consumers and regional draw; provides for safe, walkable areas, outdoor seating, attractive landscaping, modest lighting/signage; parking lots sited for minimum prominence; maximize commercial delineation of commercial street wall.

B. District Standards
   • Permitted Uses: includes multi-family dwellings, eating/drinking; personal service; retail (limited); site condominium; professional office (second/third story only); residential (above retail or office use).
   • Special Land Uses: includes mixed-use (per Sec. 930); drive-thru (per Sec. 916); PUD (per Sec. 938); retail (per Sec. 941).
   • Permitted Uses requiring Administrative Approval: live/work

Table 402.B: Schedule of Zoning District Regulations (p. 4-7 for MU district)
   • Minimum lot size: 3,500 SF per multi-family dwelling unit; 15,000 SF per other uses.
   • Minimum lot width: 100’ for multi-family units; 100’ for other uses.
   • Maximum lot coverage: 80%
   • Minimum setback, front: 20’ for multi-family; BTZ (build-to-zone) for other uses.
   • Minimum setback, side: 30’ for MF; 0’ for other uses.
   • Minimum setback, rear: 35’
   • Maximum building height: 45’ / 3.5 stories.
   • Minimum living area per dwelling: 720 SF.
Article 9 (Special Land Uses), Section 930: **Mixed Use Development** (p. 9-14) - paraphrased

- A. Creative design in development of lands
- B. Creative building design
- C. High-quality, distinctive architecture, avoids conventional
- D. Beneficial traffic pattern
- E. Compatible with adjacent land uses, natural environment
- F. Consistent with policies in Master Plan
- G. Consolidate & maximize open space
- H. Not constitute a nuisance. Planning Commission reserves right to limit hours of operation.
- I. Unique commercial & residential use alternatives
- J. Pedestrian-oriented
- K. Density calculations

**REQUEST FOR PROPOSAL: Sub-Area Plan for Spring Lake Township/Commercial District on M104**

**Request:** Spring Lake Township is requesting proposals for a sub-area planning effort focused at the key intersection of M104, a state two lane highway, and 148th Ave, a primary county road. This area has been identified as a gateway into Spring Lake Township and to the lakeshore area in general. Currently, one corner is residential, one corner has a convenience store specializing in microbrew supplies, as well as wine, beer and liquor, and two of the four corners are vacant. East and west of this intersection is existing strip commercial development ranging from a used car dealership, salvage yard, restaurants and light industrial around the perimeter. North of the intersection are two densely populated manufactured home developments, the North Bank Trail (a partially completed regional bike path from Grand Haven to Grand Rapids), and areas south of the intersection include proposed residential developments and the Spring Lake High School. 148th Ave is also improved with a separated bike path from the Village of Fruitport to the High School.

**Explore Concepts.** The Township desires to explore the following concepts with numerous stakeholders at this intersection and the surrounding area:

- 7. High quality building form including possibly a form based hybrid ordinance.
- 8. An intersection that is an attractive year-round gateway to the lakeshore.
- 9. An intersection and development form that is bicycle and pedestrian friendly.
- 10. Building and landscaping forms that helps to reduce vehicle speeds on M104.
- 11. Consideration and possible creation of a Corridor Improvement Authority.
- 12. General improvements to ensure safe and functional transportation in this area.

**Expected Outcomes:**

1. Facilitate meetings and a formal community engagement process with staff, local officials, property owners, MDOT, Ottawa County Road Comm., and volunteers to explore and craft new draft ordinances related to the subject intersection and surrounding area. This may include new parking, landscaping and architectural standards, as well as multi-modal transportation requirements through the creation a new zoning district and/or form based code.

2. Conduct interviews with stakeholders to educate and inform them on what a Corridor Improvement Authority is as well presenting an opinion on whether or not Corridor Improvement Authority is viable and supported for Spring Lake Township.

3. Develop renderings or site plans of the corridor intersection area to help illustrated the desired outcome.

4. Presentation of findings and documents at a Planning Commission and Township Board meeting. This could possibly be a joint or a community meeting.
### INTERSECTION AT M-104 (CLEVELAND ST.) & 148th AVE.

**Sub-Area Plan for Spring Lake Twp./Commercial District on M-104**  
by Downtown Solutions LLC

**Total Intersection Movements, 4:00-6:00 pm, Tues., May 16, 2017**

<table>
<thead>
<tr>
<th>DIRECTION</th>
<th>MOVEMENT</th>
<th>TIME</th>
<th>PEAK HOUR</th>
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<tr>
<td></td>
<td></td>
<td>4:00-4:15</td>
<td>4:15-4:30</td>
</tr>
<tr>
<td>NORTH</td>
<td>Left</td>
<td>16</td>
<td>7</td>
</tr>
<tr>
<td></td>
<td>Thru</td>
<td>20</td>
<td>12</td>
</tr>
<tr>
<td></td>
<td>Right</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td>Total NB</td>
<td>40</td>
<td>24</td>
</tr>
<tr>
<td>EAST</td>
<td>Left</td>
<td>28</td>
<td>21</td>
</tr>
<tr>
<td></td>
<td>Thru</td>
<td>119</td>
<td>144</td>
</tr>
<tr>
<td></td>
<td>Right</td>
<td>18</td>
<td>9</td>
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<td>Total EB</td>
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<tr>
<td></td>
<td>Thru</td>
<td>13</td>
<td>11</td>
</tr>
<tr>
<td></td>
<td>Right</td>
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<td>8</td>
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<td>Thru</td>
<td>112</td>
<td>144</td>
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<td>Total</td>
<td>391</td>
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# Standard Crash Report - Intersection By Year

**Intersection of Cleveland & 148th Ave., 2012-2016**

## Year: 2012

<table>
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<tr>
<th>PR No.</th>
<th>Date</th>
<th>Time</th>
<th>Severity</th>
<th>Location</th>
<th>Crash Type</th>
<th>Relationship To Road</th>
<th>Environmental Condition</th>
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<td>733407</td>
<td>01/17/2012</td>
<td>11AM</td>
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<td>Backing</td>
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<tr>
<td>733407</td>
<td>03/24/2012</td>
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<tr>
<td>754007</td>
<td>09/23/2012</td>
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<td>50' W</td>
<td>Rear End Straight</td>
<td>On Road</td>
<td>Clear Daylight Day</td>
</tr>
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</table>

Total crashes for 2012: 4 (0 Fatal, 2 Injuries, and 2 PDO)

## Year: 2013

<table>
<thead>
<tr>
<th>PR No.</th>
<th>Date</th>
<th>Time</th>
<th>Severity</th>
<th>Location</th>
<th>Crash Type</th>
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<tbody>
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<td>733407</td>
<td>12/31/2013</td>
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<td>Snow Daylight Wet</td>
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<tr>
<td>754007</td>
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<td>25' W</td>
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<td>Cloudy Daylight Day</td>
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<tr>
<td>754007</td>
<td>07/05/2013</td>
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<td>10' W</td>
<td>Rear End Straight</td>
<td>On Road</td>
<td>Clear Daylight Day</td>
</tr>
</tbody>
</table>

Total crashes for 2013: 3 (0 Fatal, 0 Injuries, and 3 PDO)

## Year: 2014

<table>
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<th>Environmental Condition</th>
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<td>10'E</td>
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<td>Cloudy Daylight Dry</td>
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</table>

Total crashes for 2014: 5 (0 Fatal, 2 Injuries, and 3 PDO)

## Year: 2015

<table>
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<th>PR No.</th>
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<tr>
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<td>NOCEN</td>
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<td>Angle Turn</td>
<td>On Road</td>
<td>Snow Daylight Icy</td>
</tr>
<tr>
<td>754007</td>
<td>09/15/2015</td>
<td>9PM</td>
<td>NOCEN</td>
<td>15'E</td>
<td>Angle Turn</td>
<td>On Road</td>
<td>Clear Daylight Dry</td>
</tr>
<tr>
<td>754007</td>
<td>03/15/2015</td>
<td>9PM</td>
<td>NOCEN</td>
<td>25'E</td>
<td>Rear End Straight</td>
<td>On Road</td>
<td>Cloudy Daylight Day</td>
</tr>
<tr>
<td>754007</td>
<td>07/15/2015</td>
<td>9PM</td>
<td>NOCEN</td>
<td>100'E</td>
<td>Angle Driveway</td>
<td>On Road</td>
<td>Cloudy Daylight Day</td>
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Total crashes for 2015: 6 (0 Fatal, 1 Injuries, and 4 PDO)

## Year: 2016

<table>
<thead>
<tr>
<th>PR No.</th>
<th>Date</th>
<th>Time</th>
<th>Severity</th>
<th>Location</th>
<th>Crash Type</th>
<th>Relationship To Road</th>
<th>Environmental Condition</th>
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<tr>
<td>733407</td>
<td>12/25/2016</td>
<td>9PM</td>
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<td>9PM</td>
<td>NOCEN</td>
<td>50'E</td>
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<tr>
<td>754007</td>
<td>10/30/2016</td>
<td>9PM</td>
<td>NOCEN</td>
<td>60'E</td>
<td>Rear End Straight</td>
<td>On Road</td>
<td>Clear Daylight Day</td>
</tr>
<tr>
<td>754007</td>
<td>01/13/2016</td>
<td>9PM</td>
<td>NOCEN</td>
<td>100'E</td>
<td>Rear End Straight</td>
<td>On Road</td>
<td>Clear Daylight Day</td>
</tr>
</tbody>
</table>

Total crashes for 2016: 4 (0 Fatal, 0 Injuries, and 4 PDO)

Total crashes for Intersection: 21 (0 Fatal, 5 Injuries, and 16 PDO)

* PDO = Property Damage Only *
### West Michigan Shoreline Regional Development Commission
#### Demographic Projections

**Population Forecast 2015 to 2040**

<table>
<thead>
<tr>
<th>Northern Ottawa County</th>
<th>Actual Census Figures</th>
<th>Census Estimate</th>
<th>Forecasted Population</th>
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<tbody>
<tr>
<td>Total Population</td>
<td>46,314</td>
<td>45,392</td>
<td>45,995</td>
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Population projections are developed at the County level. As a result of this, in-county migration from urban to non-urban areas may be understated.

The projections are based on past population trends of the county.

<table>
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<tr>
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<td>16,744</td>
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<td>5,988</td>
<td>6,944</td>
<td>8,421</td>
<td>9,737</td>
<td>10,415</td>
<td>11,090</td>
<td>11,859</td>
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<td>14,300</td>
<td>14,701</td>
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<td>16,002</td>
<td>16,578</td>
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**Cities**

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<tbody>
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<td>Ferrysburg</td>
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<td>2,919</td>
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<td>2,892</td>
<td>2,957</td>
<td>3,067</td>
<td>3,265</td>
<td>3,475</td>
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<tr>
<td>Grand Haven</td>
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<td>11,859</td>
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**Village**

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<td>2,662</td>
<td>2,794</td>
<td>2,861</td>
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*Village population included in Township figures*

Sources: Census Bureau, Internal Revenue Service and U.S. Department of Health and Human Services

Forecast by the West Michigan Shoreline Regional Development Commission

June 2014
QUESTIONNAIRE RESPONSES for STAKEHOLDER INTERVIEWS, June 8-12, 2017

Sub-area planning effort for Spring Lake Township/Commercial District on M104

Keith Tianen, Downtown Solutions LLC

Stakeholders were identified and scheduled by Spring Lake Township staff. Fifteen interviews were conducted by Keith Tianen of Downtown Solutions LLC: 13 face-to-face interviews on 6-8-17 and 2 phone interviews on 6-12-17. All interview discussions lasted at least a half-hour. For all interviewees, the Township master plan was briefly described. For those not familiar with the master plan, or who did not receive a written summary in advance, a written summary was given (which included the zoning ordinance and request for proposals). All, or nearly all, stakeholders were unfamiliar with the Corridor Improvement Authority (Michigan Public Act 280 of 2005); all were given a verbal summary, as well as a written summary by MEDC.

Following is a description of the stakeholder types who were interviewed:

- Most are nearby business owners, including two business owners at/near the intersection, and four real estate developers and/or builders.
- Most are nearby property owners, including property owners at all four corners of the intersection.
- Nearly all are Township residents.
- Three are current or former members of the Township Planning Commission.
- One is an elected Township official.
- Most were aware, to a lesser or greater degree, of the Township master plan provisions at/near this intersection, and a few were aware of relevant zoning ordinance provisions.

Seven questions, written by Township staff, were asked of each stakeholder. Below are stakeholder responses for each question, as well as tabulations for some responses.

1. **Question**: SLT is envisioning this intersection as an attractive gateway to the lakeshore. What does that mean to you? What improvements would you like to see there?

   **Responses**: Good for residents and tourists. A spruce-up is needed to avoid losing business to nearby commercial districts, e.g., Grand Haven.... Twp needs something to demark this intersection; school traffic demands better signal timing to favor north-south peak school traffic.... Great idea; drivers will slow down & see businesses; now, M104 is a dragstrip to the beach.... Means start of downtown area. Improvements at intersection & a corridor extending to Village. Either reduce speed or change zoning, i.e., increase the front setback.... Improvements: dedicated left-turn arrow (many accidents), slower speed, better street lighting.... I’m opposed to zero lot line for new building frontage. I want out..... Like: idea of gateway & slower speeds; nice/special/careful landscaping.... Improvements: slower traffic, conservative landscaping, ped-friendly, bicycle-friendly.... Start at 144th Ave & expand eastward; envision a longer improvement corridor.... I really like a gateway at this spot.... I like the master plan objectives. Gateway concept is a worthy challenge to slow traffic, welcome visitors, presentation of entering something different. Improvements desired per master plan.... Frequent issue: we can’t get through Spring Lake on M104, not at 148th Ave.

2. **Question**: Is traffic speed a safety issue to you in this area?

   Most (10 of 15) expressed their concern that traffic was too fast.

   **Responses**: Yes, particularly for master plan goals.... Not to me, except for N-S left-turn movements risking a crash.... Yes.... No.... Yes, it’s dangerous.... Yes, I want slower traffic. I see many accidents, the last one only 2 weeks ago (involving 2 cars).... 55 mph is too fast.... 55 mph is too fast.... Yes, 100%.... Yes, this issue is getting there more & more for me. From 148th westward, slower traffic is needed, down to even 35 mph.
3. **Question**: Would you like to see dense mixed use commercial development at this location or suburban strip commercial?

Dense mixed use commercial development was preferred by most (10 of 15); 2 had no preference (of which one deferred to the Twp). **Responses**: Yes, it’s where building industry is going and is good for the community…. Locally-oriented businesses.

Suburban strip commercial was a minority preference (by 3 of 15). **Responses**: Probably suburban, but it depends on the Twp’s plan.

4. **Question**: What uses do you think would fit best at this intersection?

The top three “best fit” land uses mentioned: retail (8 of 15), restaurants (4 of 15), residential (3 of 15). **Responses**: Retail, restaurants, hotel with fine dining, walkways, mixed uses, all are good…. M104 needs bike lanes at edge of ROW…. Not assisted living, multi-family dwelling or daycare…. Retail, jobs, increased tax revenue…. Restaurant, day care, coffee shop, gas station…. Upper floor residential, ground floor retail, mixed uses…. Smaller businesses that are locally oriented, mixed uses, sports bar….Smaller local businesses, mixed uses…. Mixed uses like first floor small shops and second floor offices; a gas station for strip development…. “Cool” retail, perhaps Trader Joe’s type.

5. **Question**: Do you understand how land use and road design affect traffic speed?

Note: nobody answered “no” to this question. **Responses**: Yes, it’s good to slow traffic speed and better for land uses…. Yes, for 35-55 mph traffic…. Yes, now better…. Yes: high-density & visible ped traffic requires slower speeds…. I hope access from M104 is limited or not permitted.

6. **Question**: What are your thoughts on round-a-bouts?

Most (11 of 15) were favorable/open. **Responses**: Good way to slow/pace traffic…. Open, not opposed, nice…. I like roundabouts; it’s efficient, a good way to manage traffic, and presents easier access to the primary road (i.e., left-turn movement onto the primary road)…. Traffic flows better…. Positive, not opposed…. I like them, they do a great job, but education is needed.

Some (4 of 15) were opposed/doubtful. **Responses**: Over-rated but open to debate; concern about ped safety & cultural norms…. Not happening; it would increase delay. Maybe open to education from safety perspective…. Skeptical, cautious.

7. **Question**: When thinking about commercial or mixed use development, what features do you like the most? Are there local examples that interest you? What concerns do you have?

**Responses**: Favor mixed uses & people staying in community and spending money; keep safe for slower traffic; this is needed in SLT. Traffic will be a community issue. SLT lacks commercial & dining…. Difficult to envision, but would be pretty neat. Nice for community, good idea…. Like when it’s done right & looks really good. Concern is vacancies…. Like: new mom& pop businesses, restaurants, nice bar. Concern: a gas station…. Opposed to mixed use development as defined by Twp…. Like: local shops (not national chains), mixed uses, verticality of building mass…. Like: local family oriented businesses like Two Tonys. Concerns: traffic congestion?…. I want a draw for people, like Two Tonys…. Like mixed use development, but concerned about roundabout & attractiveness standard…. Concerns are: monotonous building façade, lack of architectural flair. Perhaps staggered front walls would help…. No concerns, except tacky development like strip mall with chains. I like gathering places, e.g., Saugatuck, Pentwater, Harbor Springs…. My most important concern is effective zoning & design control for whatever development design standard the Twp wants.
LOT SIZE. Reduce current minimum, for non-MF dwellings, of 15,000 SF to 2,500 SF. In part, this is in response to repeated stakeholders’ preferences for “mom & pop” retail and non-chain retail businesses.

BUILDING PLACEMENT. Reduce current minimum lot width, for non-MF dwellings, from 100’ to 25’. In part, this is in response to repeated stakeholders’ preferences for “mom & pop” retail and non-chain retail businesses. Add: maximum front yard building setback of 10-feet. Add: front yard building setback may be increased, by Planning Commission, to accommodate below-grade utilities.

BUILDING HEIGHT. Allow greatest building height (45’/3.5 stories) for mixed-use buildings and for buildings on prominent corners (all 4 corners at the M104/148th Ave intersection). Add: minimum building height of two stories.

DRIVEWAYS. Prohibit mid-block driveways on M104. This presumes the dedication of new side streets intersecting M104 (and connecting rear service streets parallel with M104), wherein new blocks are at least 300’ in length along M104.

PARKING LOTS. Prohibit off-street parking lots that front M104. Prohibit off-street parking within 60 feet of any building façade on an M104 frontage line.

OFF-STREET PARKING REQUIREMENTS
If significant public parking is consistently developed and distributed throughout the district, the current off-street parking requirement should be tailored for this district per ratios of parking to ground floor commercial area, such as:
• For uses within 300 feet of public parking lot: none;
• For uses more than 300 feet from public parking lot: at the Township Planning Commission’s discretion, require owner/applicant either to provide the required parking deficiency (2.5 spaces per 1000 SF retail use, 3.0 spaces per 1000 SF office/service use, 5.0 spaces per 1000 SF for restaurant with seating) or to make payment into a Corridor Improvement Authority public parking development fund at the rate of $1,500 per required deficient parking space.

ARCHITECTURAL & DESIGN STANDARDS. Compliance with this section shall be verified through site plan review and physical observance. The Township Board, by way of site plan review, will approve, modify, or not approve any variation. All buildings shall be subject to the following physical requirements:

1. **Exterior Finish.** The exterior finish material on all façades that face a frontage line on M104, or intersecting side street, shall be limited to the following: glass, brick, cut stone, cast stone, coarsely textured stucco, or molded polymer panels (i.e., Fypon). Exterior finish applications of wood, vinyl, or E.I.F.S. may only be permitted subject to Township Board review and approval, if deemed to enhance a building.

2. **Building Walls** visible from M104 shall be broken up with varying building materials and detailing, windows, and architectural accents. Walls facing an M104 frontage line shall include windows and architectural features customarily found on the front of a commercial building, such as awnings, cornice work, edge detailing, or decorative finish materials.

3. **Entrance.** At least one storefront or building entrance shall be directly accessible from a public sidewalk.

4. **Windows & Glass**
   (a) Retail storefronts (which include front, side, and rear façades if they abut a public street) must have transparent window and door areas, equal to at least 70 percent of that portion of the façade measured between two and eight feet from grade.
   (b) In cases where a non-retail building is located on a corner, one of the façades of the building must have transparent window and door areas, equal to at least 70 percent of that portion of the façade measured between two and eight feet from grade.
(c) Other commercial uses and office uses must have transparent window and door areas of at least 25 percent of the total area of the ground floor façade. Additionally, in cases where these uses are on corner lots, at least one of the façades shall be in accordance with subsection (4) above and the other façade shall comply with the requirements of this specific provision.

(d) Glass shall be clear or lightly tinted only. Mirrored glass is not permitted.

5. **Special Architectural Features** may be considered in lieu of, or for adjustments to, the ground floor façade window and door transparency requirements set forth in subsections (4) above which must be reviewed and approved by the Township Board. Any new building, or building addition, of significant size or bulk shall provide distinct and prominent architectural features which reflect the importance of the building’s location and which may create a visual landmark. Such distinct and prominent features may include:

(a) Historic detailing;
(b) Appropriate use of masonry brick;
(c) Use of pillars and arches;
(d) Use of vernacular architecture (design influenced by local tradition);
(e) A building façade design that provides texture, rhythm, and ornamentation to a wall;
(f) Use of natural colors that are harmonious with the natural and manmade environment using non-vernacular color as accents;
(g) Use of architectural styles associated with events significant in Spring Lake Township’s history.

6. **Roofs**

(a) Mechanical equipment located on roof tops or elevated above grade shall be screened or shielded to prevent viewing from public rights-of-way and public parking lots. Screening, shielding and/or mechanical equipment shall not exceed 60 inches in height and shall be located within the rear two-thirds of the building. Mechanical equipment located on/at grade shall also be screened.

(b) Flat roofs (of less than a one to 12 slope) shall be encouraged on new buildings, as follows: (a) Where a new building is sited on a lot where at least one side yard is zero feet; and (b) Where such zero foot side yard abuts a right-of-way or property line, and (c) The roof shall slope away from the property frontage line and drain in the rear of the property.

(c) Pitched roofs may not shed snow or water onto a right-of-way nor onto an adjacent property without the approval of the Township Board.

(d) Mansard roofs are prohibited.

7. **Gutters**. External gutters and gutter systems along M104 frontage lines are prohibited.

8. **Balconies, Railings, and Porch Structures** are permitted and shall be constructed of metal, wood, cast concrete, or stone.

9. **Awnings**. Façades may be supplemented by awnings, which add color and visual interest to an entry or display window, and give shade and shelter. They may also provide a location for shop logos or signs. Awnings shall be made of quality materials, such as heavy canvas, that will not fade or tear easily. When awnings are used on both upper and lower façades, they should be of compatible color, material and design with the building to which they are attached. Prohibited awning types are: rigid plastic formed awnings (typically cubed or curved, with or without internal lighting); stock unpainted metal awnings; and mansard style canopy awnings. Storefront awnings shall be a minimum of eight feet above sidewalk grade and shall not extend above the second floor windowsill.

10. **Business Signage** should be pedestrian-oriented. More of a variety of signs (wall, projecting, icon, awning, sandwich board) should be permitted. Each business should be allowed 2 or 3 types of signs.

11. **Flower Boxes** shall be allowed on a public sidewalk without permit, provided that the planter containers be placed at the storefront entry and/or under storefront display windows and encroach upon the sidewalk no more than two feet from the building.

12. **Outdoor Displays**. Appropriate temporary outdoor displays for retail shops are allowed on a storefront’s private property abutting the sidewalk. Permits are not required for appropriate store merchandise displays on a storefront’s private property, provided that display coverage does not interfere with any storefront entry.
CORRIDOR IMPROVEMENT AUTHORITY

The Corridor Improvement Authority (CIA), Public Act 280 of 2005, is designed to assist communities with funding improvements in commercial corridors outside of their main commercial or downtown areas.

WHO IS ELIGIBLE?
Any city, village or township may establish an authority.

HOW DOES IT WORK?
The provisions of the CIA generally mirror those of the Downtown Development Authority (DDA) Act, Public Act 197 of 1975. The authority would be created and operated in a similar manner to a DDA. Once created, a Corridor Improvement Authority may hire a director, establish a tax increment financing plan, levy special assessments and issue revenue bonds and notes.

A corridor, as defined as a development area, must comply with the following criteria:
1. The corridor must have at least 51% of existing first floor space classified as commercial.
2. The corridor must have been in existence for the past 30 years.
3. The corridor must be adjacent or is within 500 feet of a road classified as an arterial or collector according to the Federal Highway Administration.
4. The corridor must contain at least 10 contiguous parcels or at least five contiguous acres.
5. The corridor must be zoned to allow for mixed-use and high density residential.
6. The corridor must presently be served by municipal water or sewer.
7. The municipality must also agree to expedite the local permitting and inspection process in the development area and to modify its master plan to provide for walkable non-motorized connections, including sidewalks and streetscapes throughout the area.

OTHER IMPORTANT NOTES
While this program is similar in nature to a Downtown Development Authority, differences between a DDA and Corridor Improvement Authority include:

- More than one authority is permitted within a municipality.
- A Corridor Improvement Authority cannot levy an ad valorem tax.
- A Corridor Improvement Authority may enter into interlocal agreements with adjoining municipalities.

SUPPORTING STATUTE
Public Act 280 of 2005—Corridor Improvement Authority

CONTACT INFORMATION
For more information contact the Michigan Economic Development Corporation™ Customer Contact Center at 517.373.9808.