

R-3

R10-024

March 1, 2010

RE: STRATEGIC ACTION PLAN UPDATE

RESOLUTION

WHEREAS, the Strategic Plan was adopted by the Adrian City Commission on January 22, 2008 (Resolution R08-014); and

WHEREAS, said Plan included a requirement to update the plan every two years; and

WHEREAS, the City Commission, Planning Commission, department heads, and representatives of city unions and non-union employees were invited to participate in this process.

NOW, THEREFORE, IT IS HEREBY RESOLVED that the attached Strategic Plan Update is hereby approved and accepted by the Adrian City Commission, with appreciation to all those who participated in this process.

On motion by Commissioner _____, seconded by
Commissioner _____, this resolution was
_____ by a _____ vote.

CITY OF ADRIAN STRATEGIC ACTION PLAN

STATEMENT OF VALUES

The City of Adrian, Michigan values:

- Active citizen involvement in determining the direction of City government and the public services it provides;
- Respect for the individual voice and service for the common good;
- A responsive and responsible public service delivery system;
- Positive change, innovation and creativity;
- Well-trained employees committed to excellent customer service;
- Respect for our heritage and cultural diversity.

VISION STATEMENT

The City of Adrian aspires to be a hospitable and pleasant community that nurtures its diverse, natural, historical, cultural and social assets in order to foster a safe, clean, prosperous, attractive place in which to live, work, grow and play.

STATEMENT OF MISSION AND PURPOSE

To provide efficient and effective City services through comprehensive planning based on long-term systematic principles that foster an open, honest, responsive government.

Goal: Strengthen city finances by insuring long-term sustainability

High Priority

1. Explore alternatives to stabilize or replace lost revenues.
 - Review of current fee schedules
 - Consideration of new fees
 - Other taxation alternatives
 - Charging policies
 - Grant writer
 - Advertising sales for city website
 - Water sale policies
 - Refuse millage review
 - District library/consolidation

- Recreation Authority
 - Sell services to other local governments
2. Develop cost-sharing pricing strategies to reflect true costs of services utilized by nonresidents.
 3. Annually perform a debt capacity analysis for proposed debt finance transactions.
 4. Prudently invest idle cash, adhering to the following primary objectives, in priority order:
 - Safety – Safety of principal is the foremost objective of the investment program. Investments shall be undertaken in a manner that seeks to insure the preservation of capital in the overall portfolio.
 - Diversification – The investments will be diversified by security type and institution in order that potential losses on individual securities do not exceed the income generated from the remainder of the portfolio.
 - Liquidity – The investment portfolio shall remain sufficiently liquid to meet all operating requirements that may be reasonably anticipated.
 - Return on Investment – The portfolio shall be designed with the objective of obtaining a rate of return throughout the budgetary and economic cycles, taking into account the investment risk constraints and the cash flow characteristics of the portfolio.

Priority When Resources are Available

5. Develop a process to address departmental contingency plans for budget reductions.
6. Develop Process (Considerations) for Service Reductions
 - Community input
 - Can service be outsourced effectively?
 - Is service cost effective
 - Who (and numbers) is being served (resident – non-resident)
 - General Fund or Utility Fund savings
 - Impact on quality of life
 - Apply “Good to Great” concepts (focus on what we do best)
 - Is service mandatory or discretionary
 - Is consolidation possible
 - Consider across-board reductions by department
 - Benchmark with other communities

- How to determine level of reductions without knowing revenue reductions
7. Considerations for Personnel Savings
 - Health care
 - Furlough days/layoffs
 - Move to hour lunch
 - Holidays
 - Pay
 - Retirement Health Savings Accounts
 - Pension costs
 - Seasonal workers
 - Library consolidation
 - Attempt for consistency among all City employees

Goal: Strengthen and diversify the local economy

High Priority

1. Prepare and implement an economic development plan to provide guidance for action, perhaps incorporating some or all of the following elements:
 - Build on a philosophy of “gardening” as opposed to “hunting” in terms of our approach to economic development (develop and support local entrepreneurs).
 - Incorporate attention to neighborhoods and residential development, as well as downtown and commercial redevelopment, as part of the economic development plan.
 - Explore opportunities for partnerships with other entities.
 - Identify options and make recommendations on use of incentives.
2. Complete Vibrant Small Cities Initiative ((VSCI) Grant projects.
3. Explore opportunities and develop strategy for building partnerships with local colleges to attract business investment and facilitate development.
4. Development and sales of Industrial Park, Witt and Marvin parcels and possible use of Local Development Finance Authority. At a minimum, create signage for development opportunities.

Priority When Resources are Available

5. Review current zoning and sign ordinances for amendments and revisions.
6. Explore development of a fixed route transportation system for the city.

7. Wayfinding Signage System

Goal: Maintain and improve city facilities and infrastructure to meet long-term needs

High Priority

1. Seek funding for those needs identified as high priority in the Capital Improvement Plan (CIP).
2. Explore creation of an internal service fund for maintenance of all city facilities.
3. Disabled accessibility for City Hall

Priority When Resources are Available

4. Develop and implement a public outreach campaign using the CIP to communicate facility needs to residents and build support for long-term action.

Goal: Create and nurture a vibrant and thriving downtown

High Priority

1. Formulate and implement a downtown marketing strategy to attract and retain commercial and residential activities in and near downtown.
2. Aggressively pursue strategies designed to improve the physical appearance of buildings in the downtown, including:
 - Demolition of city property as needed and appropriate
 - Code enforcement for private property to insure continued maintenance.
 - Grant opportunities to fund rehabilitation
3. Coordinate and collaborate with other interested entities to recruit new businesses and retain those in place.
 - Consider creating an incubator facility and program for new downtown businesses
 - Utilize all incentive programs to recruit and retain business
4. Develop, implement and promote a downtown housing strategy; explore use of upper floors for housing and consider partnering with local colleges to develop housing options.

5. Improve communication and information sharing between City Commission, DDA Board, Brownfield Redevelopment Authority and other stakeholders.
6. Develop plan to again address downtown parking, including funding and lot rehabilitation.

Priority When Resources are Available

7. Explore downtown festival activity to draw traffic/population into the downtown area.
8. Explore opportunities for public art.
9. Continuation of the recommendations from the Downtown Blueprint and/or Anderson Study with respect to the riverfront.

Goal: Pursue opportunities for multi-jurisdictional cooperation and collaboration, where appropriate, in securing effective and efficient service delivery

High Priority

1. Encourage and support convening a cooperation summit, bringing local officials together to explore willingness to engage in identifying and implementing opportunities for multi-jurisdictional collaboration and service consolidation.
2. Develop a mechanism or process to facilitate and encourage on-going communication and dialogue among local government officials in the area.

Priority When Resources are Available

3. Explore possible areas of cooperation, including cost studies to identify efficiencies.
 - Service areas; i.e., police, fire, inspections
 - Facilities or infrastructure management or use
4. Prepare and share information with other local officials and the community at large on the benefits of multi-jurisdictional collaboration.

Goal: Preserve and enhance the quality of life services provided by the City

High Priority

1. Explore opportunities for funding from external sources; friends, foundations.
2. Enhance non-motorized transportation (trails, bike paths).
3. Prepare and disseminate information more actively on the comparative cost of living in Adrian, emphasizing costs, services and quality of life with the rest of the county and in the larger region.
4. Create new plan for refuse collection/recycling.
5. Credit card usage expansion.
6. Explore options for future of Bohn Pool; i.e., public survey, collaborate with Christian Family Centre, indoor water park.

Priority When Resources are Available

7. Seek increased county funding to enhance quality of life for all residents in the county; i.e., a recreational authority.
8. Collaborate with and support local cultural organizations.
9. Explore technology enhancements or upgrades for citizens, such as wireless, city website, etc.
10. Aggressive code enforcement for all private properties to ensure property maintenance.
11. Create bike path system on city streets
12. Fixed route transportation system

Goal: Improve Communication to Citizens

- Maple City Focus (or similar format) on website
- E-news
- Increased use of utility mailings
- State of City message
- Regular newspaper columns
- Speakers Bureau for staff

- Regular radio engagement
- “Welcome Wagon” of city services for new businesses
- Regular retention visits to private employers
- Support Adrian festivals/events
- Nixle – Twitter
- Overall improvement of customer service

Goal: Continue planning process

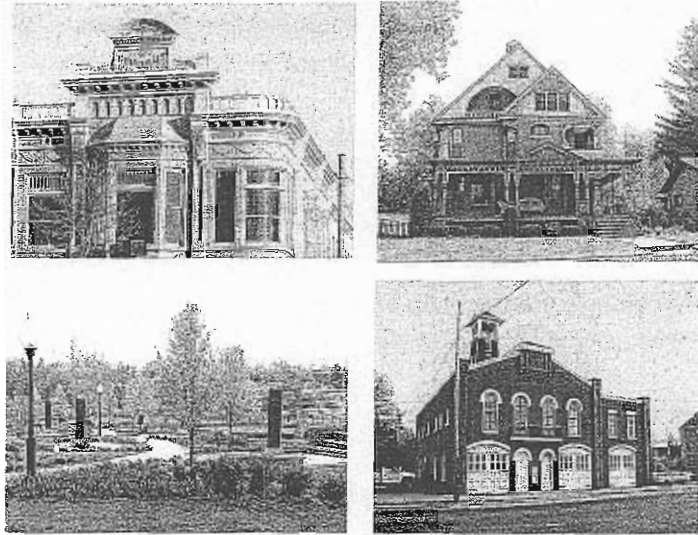
1. Review of current Strategic Plan by City Commission every 6 months, preferably at a pre-meeting.
2. Maintain City Strategic Plan on a biennial basis for the purpose of reviewing progress, incorporating new initiatives and formulating action plans upon which the city budget can be built.

CITY OF ADRIAN COMPREHENSIVE PLAN

Prepared by
City of Adrian Planning Commission
2006

Assisted by
Birchler Arroyo Associates, Inc.
Planning Communities & Transportation Systems
www.birchlearroyo.com





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1. INTRODUCTION

The City of Adrian's Comprehensive Plan represents an opportunity to set the course for new development and redevelopment of the City through the establishment of goals, objectives, strategies, and plans. Because it is comprehensive, the plan provides for future land use, housing, transportation, and community development and other community features in a coordinated fashion. It portrays a clear statement of community goals and objectives, establishes a vision of the future, and includes plans to achieve the vision. If followed carefully, the Comprehensive Plan will have a lasting impact on the built and natural environment. Decisions made when the Plan is developed will likely be implemented over many years.

The Comprehensive Plan is long-range in its view and intended to guide development in the City over a period of 10 to 20 years. The information and concepts presented in the Comprehensive Plan are used to guide local decisions on public and private uses of land and the provision of public facilities and services. A sound Comprehensive Plan promotes a land use pattern that is consistent with a community's goals.

WHY DO WE PREPARE A COMPREHENSIVE PLAN?

The Municipal Planning Act of 1931 states that the planning commission shall "make, adopt, amend, extend, add to, or carry out a municipal plan as provided in this act." In addition, the City and Village Zoning Act of 1921 requires that the zoning ordinance be in accordance with an adopted plan designed to promote and accomplish the following objectives:

- Meet the needs of residents for food, fiber, energy and other natural resources, places of residence, recreation, industry, trade, service, and other uses of land.
- Insure that uses of land be situated in appropriate locations and relationships.
- Limit the overcrowding of land and congestion of population, transportation systems, and other public facilities.
- Facilitate provision for a system of transportation, sewage disposal, water supply, recreation, and other public improvements.
- Promote public health, safety and general welfare.

RELATIONSHIP BETWEEN THE COMPREHENSIVE PLAN AND ZONING ORDINANCE

Zoning is a regulatory mechanism for controlling the classification and regulation of land use. It has the force of law. The Zoning Ordinance controls land uses based on today's conditions.

The Comprehensive Plan is not an ordinance, it does not change the zoning of anyone's property, and it does not have the force of law. It is a set of policies, strategies and plans to enhance and improve a community over a long planning horizon. While the Zoning Ordinance and Zoning Map regulate current and proposed land use, the Comprehensive Plan and its maps and policy statements are intended to guide land use decision-making for 10-20 years. The Comprehensive Plan is a community's "vision", while the zoning ordinance governs the path to that vision. **State law requires that the zoning ordinance be based on a plan.** Therefore, the Comprehensive Plan forms the basis upon which zoning decisions are made. With a valid Comprehensive Plan in place, zoning decisions consistent with the plan and ordinance are presumed by the courts to be valid.



Comprehensive Plan
= Guide



Zoning Ordinance
= Law

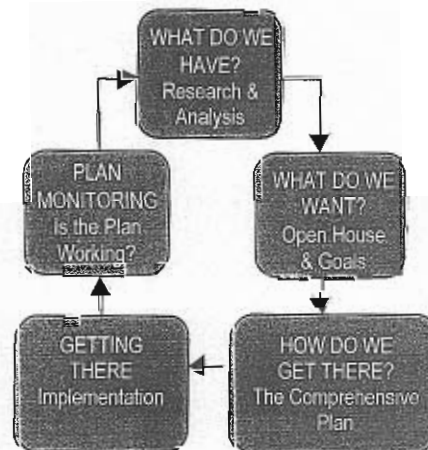
THE PLANNING PROCESS

The Comprehensive Plan process began with an inventory and analysis of existing conditions. In this case, the Planning Commission was able to draw upon the Adrian Downtown Blueprint 2003 for background data and analysis. The Planning Commission also reviewed the City's regional setting, development history, existing land use, natural resources and features, and population characteristics. Problems, opportunities, and community assets were identified. The complete findings of the existing conditions analysis are provided in the Appendix of this document.

Upon completion of the existing conditions analysis, the Planning Commission reached out to the public for input through a *Community Open House* and *Visioning Session*. Representatives from a variety of interests within the community came together on October 12, 2004 to discuss planning issues in the City.

Using public opinion from the Open House and Visioning and the experience of City officials, goals and objectives were formulated to guide the "Plan" elements of the Comprehensive Plan.

Finally, the Planning Commission developed a plan for Land Use, Thoroughfares, Housing, and Downtown Adrian. In addition, the Comprehensive Plan includes recommendations regarding Economic Development, Brownfield Redevelopment, and Natural Features Protection. Recommendations for plan implementation are included in each of the Plan chapters. The Future Land Use Plan Map shows generalized land use and does not indicate

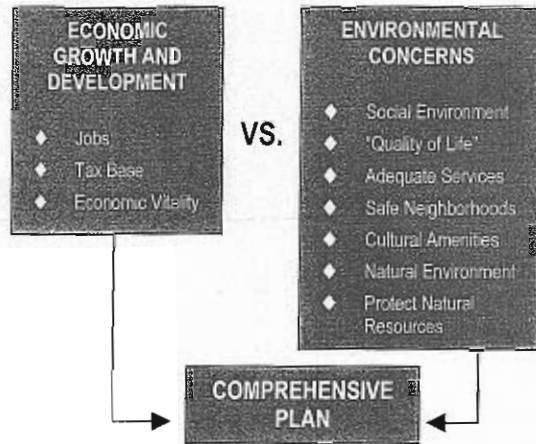


Introduction

precise size, shape or dimension of parcels of land. In addition, the recommendations of the Land Use Plan have a long-range planning horizon and do not necessarily imply that short-range rezoning is appropriate.

The final task in the planning process was to obtain additional public opinion through a public hearing, which is required by the Municipal Planning Act, prior to the adoption of the plan.

By working closely with the residents, business owners, planning experts, and surrounding communities, the City of Adrian has developed a plan that attempts to balance the competing interests that affect land use decisions. These include jobs and tax base on one side and protection of quality of life and natural resources on the other. Through careful implementation of the plan, the City can build on its tax base and provide for high-quality new growth, while preserving important environmental assets and protecting the overall health, safety and welfare of its citizens.



A Comprehensive Plan can help a community strike a balance between the often competing interests of the public at large, individual property owners, and the natural environment.

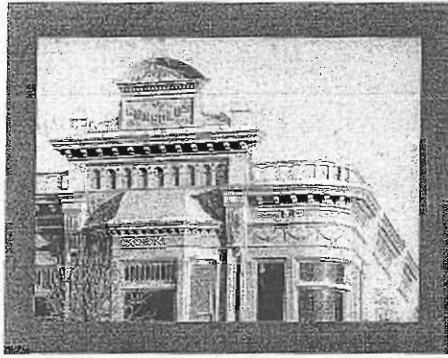


TABLE OF CONTENTS

CHAPTER

- 1 Introduction
- 2 Regional Setting & Historical Background
- 3 Summary of Existing Conditions
- 4 Vision Statement, Goals & Objectives
- 5 Land Use Plan
 - 5a Economic Development Element
 - 5b Commercial Areas Element
 - 5c Industrial Areas Element
 - 5d Brownfields Element
 - 5e Natural Resources Element
- 6 Thoroughfare Plan
- 7 Housing Plan
- 8 Downtown Adrian Plan
- 9 Implementation

APPENDIX

- A1 Population, Housing, and Economic Analysis
- A2 Existing Land Use Inventory
- A3 Community Facilities Inventory
- A4 Natural Features Inventory
- A5 Existing Transportation Conditions Inventory
- A6 Vision Program Summary
- A7 Attachments
 - Notices of Intent to Plan
 - Transmittals of Draft Plan
 - Public Hearing Notices and Minutes
 - Resolutions of Adoption
 - Transmittals of Adopted Plan



4. VISION STATEMENT, GOALS & OBJECTIVES

On October 12, 2004, the City of Adrian held a Community Open House and Vision Session. Both events were opportunities for the Planning Commission to seek input from residents, community leaders, and neighboring communities. This input, along with the existing conditions analysis, contributes to the policy basis from which long-range land use decisions can be made. Please see Appendix Chapter A6 for more detailed information about the Vision Session.

The intent of this chapter is to identify general goals and objectives to serve as a guide in development of the Comprehensive Plan. The strategies listed in this chapter are designed to be a general “laundry list” of actions that the City should consider for achieving the overall goals and objectives. Many of these strategies are more fully described in the Plan chapters (Chapters 5 through 8).

The **Vision Statement** is a guide to provide direction to the Planning Commission in the formulation of the goals and objectives of the Master Plan. **Goals** are typically very general statements about the quality and character of the community that are not very easily quantified or measured. Goals must be translated into measurable **objectives** that can be prioritized and pursued by instituting specific **strategies** that will be followed. The goals and objectives proposed are intended to result in a specific quality and character for the community. This will be achieved by following strategies designed to permit measurable progress toward achieving the City's objectives.

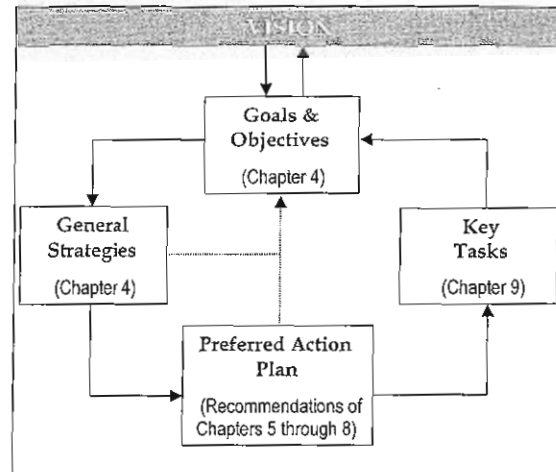


These strategies will have to balance the public purposes inherent in planning for the long-range future of the community with the rights of private property owners to develop an appropriate use of their land.

The individual Plan chapters present a recommended “action plan” for achieving the overall goals and objectives. Chapter 9, Implementation, includes specific “Action Items” that have been

identified as priority or key strategies for achieving the recommended Plan. Since all of the action items are intended to help implement the Plan recommendations, completion of these key tasks will bring the City closer to achieving its goals and overall vision.

It is important to note that in addition to implementation of the key tasks or action items, successful realization of the City's future Vision will require the continued review and implementation of all of the strategies and plan recommendations included in Chapters 4 through 8 over the next 10 to 20 years.



VISION STATEMENT

The City of Adrian is a diverse community with a historic Downtown and a friendly small town atmosphere. Preserving this unique character for existing and future residents is a high priority for Adrian. The City strives to balance the needs of its residents now and in the future, while providing excellent cultural, educational, recreational, and employment opportunities; safe neighborhoods for all residents; future growth and redevelopment that strengthens the City's traditional Downtown; and an environment that attracts and retains commercial and industrial investment in the community.

GOALS, OBJECTIVES & STRATEGIES

GOAL: Maintain and enhance the unique, historic character and cultural richness of the community.

Objective: Revitalize and strengthen the City's Downtown and older neighborhoods in a manner that will maintain Adrian's close-knit, small-town atmosphere.

Strategies:

- Review all types of development proposals – residential, commercial, office, industrial – to ensure that future development will be compatible with and enhance Adrian's character.
- Promote new development that is supportive of a pedestrian environment by adding or extending existing pedestrian pathways connecting Downtown to the surrounding residential neighborhoods and commercial and public uses, including schools, parks and civic uses.
- Encourage the rehabilitation and restoration of older homes previously converted to multiple dwelling units back to their original single family design and function.
- Increase code enforcement efforts to ensure compliance with City standards and protect the long-term stability of neighborhoods.

Objective: Protect and promote the historic character of Adrian.

Strategies:

- ☑ Encourage the use of historically sensitive designs, styles, and features in new residential and commercial development.
- ☑ Develop design guidelines to ensure new development reflects the City's historic character.
- ☑ Encourage the reuse and rehabilitation of historic Downtown buildings.
- ☑ Encourage the rehabilitation and restoration of older homes previously converted to multiple dwelling units back to their original single family design and function.
- ☑ Incorporate features that reflect Adrian's historic character and cultural heritage into signs and streetscape elements throughout the City.
- ☑ Encourage communication and cooperation between the City and surrounding Townships in directing and regulating land use in order to maintain Adrian's function as the prominent urban center in the County.
- ☑ Expand the existing historic district to include the Downtown commercial area and additional residential neighborhoods.
- ☑ Develop relationships with other entities, such as the Historic Society, Historic Commission, Downtown Development Authority, Home Builders Association, etc., to establish a registry of historic preservation resources, organizations, contractors, etc.
- ☑ Work with Adrian's cultural and arts community to strengthen the City's cultural identity.



GOAL: Encourage the development and redevelopment of Downtown Adrian as the City's central business district with quality architecture and a diversity of uses that reflects the historic character of the City and contributes to the overall quality of life within the community.

Objective: Revitalize the central business district so Downtown Adrian becomes a shopping and cultural magnet or destination.

Strategies:

- ☑ Encourage mixed use buildings in the Downtown with first floor retail spaces and second and third floor office and residential spaces.
- ☑ Increase opportunities for residential uses in and near Downtown Adrian, including upper-story residential, to increase the viability of Downtown businesses.
- ☑ Encourage the redevelopment of industrial sites west of Downtown to residential uses to provide additional opportunities for housing near Downtown.
- ☑ Attract new retail, entertainment, and dining establishments to the Downtown that will draw residents and visitors to the City's historic center.

- ☑ Pursue the development of a farmers' market in Downtown.
- ☑ Implement recommendations of the *Adrian Downtown Blueprint 2003* report prepared by HyettPalma.
- ☑ Develop unique entrance and wayfinding signs for the Downtown.

GOAL: Provide a mix of commercial and office uses outside of Downtown at appropriate locations in the community that meets the needs of current and future residents, while supporting the Downtown's function as the City's retail core.

Objective: Provide limited commercial and office uses outside of Downtown in appropriate areas that will minimize negative impacts on residential neighborhoods.

Strategies:

- ☑ Promote attractive design of commercial and office sites to improve community aesthetics by establishing minimum architectural, lighting, and landscape standards.
- ☑ Direct highway commercial and other non-neighborhood commercial development away from residential areas.
- ☑ Promote quality office development as a transition between more intense commercial uses and residential neighborhoods.
- ☑ Ensure adequate buffering and screening through appropriate landscaping and site design to minimize land use conflicts.
- ☑ Review and if necessary amend development standards to minimize impervious surfaces.
- ☑ Develop design standards to enhance existing commercial areas at the City's north, west, and south entrances.

Objective: Provide limited neighborhood commercial uses in clusters near residential areas, rather than in retail strips along major roads, to promote a traditional neighborhood atmosphere that will complement rather than detract from the Downtown.

Strategies:

- ☑ Review and if necessary amend zoning ordinance and map to permit development of commercial nodes to serve the convenience needs of surrounding neighborhoods.
- ☑ Promote attractive design of commercial sites to improve community aesthetics by establishing minimum architectural, lighting, and landscape standards.
- ☑ Amend Zoning Ordinance to better define neighborhood commercial uses in order to promote new development that is supportive of a pedestrian and neighborhood-oriented atmosphere while prohibiting typical big-box retail uses and design.



GOAL: Provide a variety of housing opportunities and choices while maintaining and promoting Adrian's unique character.

Objective: Provide housing opportunities for individuals and families of all types and income levels.

Strategies:

- Increase opportunities for higher density residential uses in and near Downtown Adrian.
- Provide opportunities for affordable housing developments, including attached and detached housing types.
- Explore opportunities for age-progressive and other senior housing options in the community.
- Work with Habitat for Humanity and the Lenawee Vocational-Technical Center to renovate and restore existing housing.

Objective: Preserve and strengthen Adrian's residential neighborhoods.

Strategies:

- Pursue grant money to encourage restoration and rehabilitation of older homes.
- Encourage quality infill development that is compatible with existing housing stock and that will strengthen older neighborhoods.
- Develop design guidelines that promote residential development that reflects Adrian's small-town atmosphere, including interconnected streets and pathway systems, historically-sensitive housing styles and materials, and traditional neighborhood design.
- Explore opportunities for neighborhood park development, and target underserved neighborhoods on the western side of the City for future parkland acquisition.
- Ensure fair and adequate provision of public services to all of the City's neighborhoods.

GOAL: Encourage the continued development and redevelopment of planned industrial areas in the City to provide jobs and increase the City's tax base, while minimizing negative impacts on other land uses.

Objective: Maintain and enhance the City's industrial base.

Strategies:

- Develop strategies and incentives to maintain and enhance existing industrial uses.
- Improve marketing efforts to attract new industrial development in the City.
- Consider the expansion of the industrial park to accommodate a wide variety of industrial uses.
- Encourage high tech and research and development uses to locate in the City of Adrian.
- Encourage redevelopment of brownfield sites.

Objective: Minimize the negative impacts of industrial development on adjacent land uses.

Strategies:

- Promote attractive design of industrial and research and development sites to improve community aesthetics including the use of trees, low signs and minimal impervious surfaces.
- Ensure adequate buffering and screening through appropriate landscaping and site design to minimize land use conflicts.
- Encourage relocation of industrial uses near Downtown and throughout the City to more appropriate locations in planned industrial areas.

GOAL: Maintain a transportation network that facilitates safe and efficient circulation within and through the community and promotes alternative modes of transportation.

Objective: Maintain and enhance the City's network of streets and highways.

Strategies:

- Incorporate road and infrastructure capacity into the land use decision-making process.
- Develop Traffic Impact Study requirements for developments that exceed minimum impact thresholds.
- Develop and implement a plan for a two-way street system in the Downtown.
- Develop a system of effective wayfinding signage to aid in navigation and draw attention to important community features and landmarks.
- Encourage public-private partnerships that result in development paying its fair share of off-site roadway improvements.
- Adopt and implement access management standards.
- Identify and evaluate existing problem areas to determine appropriate improvement techniques.

Objective: Promote alternative modes of transportation.

- Continue to implement a City-wide sidewalk maintenance and replacement program.
- Expand City sidewalk program to fill in gaps in the existing sidewalk network.
- Explore opportunities to improve public transportation in the City.
- Expand the system of bike paths throughout the City to connect residential areas with Downtown, shopping, entertainment, recreational, cultural, civic, and educational uses.
- Pursue opportunities for the development of an East-West bike path through the City as well as the extension of the existing path to the South.
- Pursue opportunities for converting abandoned railroad rights-of-way to pathways.
- Enhance streetscapes to include pedestrian-friendly features, including street furniture, trash receptacles, and pedestrian-scaled lighting.