

# Village of Dexter, Michigan Downtown Development Strategic Plan



2006



Village of Dexter, Michigan  
**Downtown Development Strategic Plan**  
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## *the strategic plan purpose*

Act 197 of Public Acts of 1975, as amended, of the State of Michigan, commonly referred to as the Downtown Development Authority Act, was created in part to correct and prevent deterioration within business districts; to promote economic growth and revitalization; to encourage commercial revitalization and historic preservation; to authorize the acquisition and disposal of interests in real and personal property; to authorize the creation of a downtown development authority board; to authorize the levy and collection of taxes, the issuance of bonds and the use of tax increment financing in the accomplishment of specific development activities contained in locally-adopted development plans.

The Act seeks to attack problems of urban decline, strengthen existing areas and encourage new private developments in Michigan downtowns. It seeks to accomplish this goal by providing communities with the necessary legal, monetary and organizational tools to revitalize economically distressed areas either through public-initiated projects or in concert with privately motivated development projects. The manner in which downtown development authorities choose to make use of these tools does, of course, depend on the problems and opportunities facing each particular redevelopment area and the development priorities sought by the community and board in the revitalization of its area. In order to determine the scope of problems affecting downtown Dexter and the opportunities available to the community the Board of the Downtown Development Authority engaged the public, downtown merchants, and local elected leadership through a strategic plan process. The projects and programs identified through this process will be used to update the Authority's Development Plan and focus attention on the priorities for continued revitalization for the next decade.



*community vision*



## *community vision*

Two community Visioning Sessions were held: the first evening workshop, held on Thursday July 14<sup>th</sup>, was attended by 17 Board, Commission and Committee members, and the second evening workshop, held on July 21<sup>st</sup>, was attended by 25 people representing the Chamber of Commerce, downtown property owners, merchants and Village residents. Community members gathered to discuss current issues facing the Village of Dexter, and to brainstorm possible scenarios for the future of downtown. A series of small group exercises guided the discussion.

### *Exercise One: Understanding the Present*

Participants were asked to brainstorm the things they feel most proud about the Village of Dexter, especially the downtown area. After each group had compiled their list, each member was given two dots and asked to vote on the two items they are most proud of from their groups list.

### *Exercise Two: Events, Developments, Trends*

Community members identified positive and negative trends in the downtown or in areas that impact the downtown. Positive trends that were identified include:

- Dexter is a regional center for the area between Ann Arbor and Chelsea,
- The downtown has preserved its historic character,
- The downtown has seen new development including the Monument Park Building, Farmers Market and new Library as well as an improved streetscape, new public parking lots, and façade improvements,
- Downtown is viewed as a “good place to invest”, although it was mentioned that there is still room for improvement, and
- The annual events are good, but could benefit from some updating and additional marketing.

*Exercise Three: The Preferred Future*

The workshop participants asked to envision themselves in Downtown Dexter enjoying a cup of coffee in the year 2020. Each participant was asked imagine what the downtown might look like in 2020 if all of the right decisions had been made and implemented and to describe the images they saw that please them the *most*. Participants were asked to describe and record these images in the present tense—as if they were actually viewing the downtown Village of Dexter of the future. Each person was asked to vote for the three most important images on their group’s list. The top preferred images are described in the table below.

**The Preferred Future**

<p>P R O M O T E T H E R I V E R F R O N T</p> <ul style="list-style-type: none"><li>● Develop Mill Creek to River Park mixed-use development</li><li>● Mill Creek cleaned up, residential all along pond/creek, put canoes in creek</li><li>● Waterfront development (DAPCO) residential, retail, office (riverfront park, boardwalk)</li><li>● Downtown brownfield redevelopment</li><li>● Useable waterfront (park, condos, senior center)</li><li>● River walk – park</li><li>● Redeveloped waterfront with shops, restaurants, boardwalk</li></ul> <p>D E X T E R A S A D E S T I N A T I O N</p> <ul style="list-style-type: none"><li>● Library downtown</li><li>● Development of Forest, Grand &amp; Broad Streets to enlarge the downtown</li><li>● Viable, historic destination with shopping, eating places, entertainment, arts</li><li>● Expanded central business district</li><li>● New Alpine development walkable</li><li>● Redevelopment of 5 points &amp; cider mill area</li><li>● Redevelopment of South Broad Street – shops &amp; other</li><li>● Live music, activities at night, downtown where you all generations can spend an evening</li><li>● Community center/youth center</li><li>● Senior/retirement living areas</li></ul> <p>D E X T E R H A S B E E N R E D E V E L O P E D</p> <ul style="list-style-type: none"><li>● All industrial land uses are relocated to industrial park &amp; redeveloped</li><li>● Move industrial to industrial park: Pilot, Colorbook</li><li>● Higher density “row house” developed in village</li><li>● Work-live-shop</li><li>● Develop more retail for missing services, supported by increased residential</li><li>● Commercial/Residential mixed-use increased (lofts)</li></ul> <p>T R A F F I C</p> <ul style="list-style-type: none"><li>● Regional traffic plan</li><li>● Bridge/Dam/Roads around pond all done</li><li>● Gordon Hall restored for public use</li><li>● Pedestrian connections throughout the community</li><li>● Main St Bridge done</li></ul> <p>D E X T E R ' S H I S T O R Y I S P R E S E R V E D a n d C E L E B R A T E D</p> <ul style="list-style-type: none"><li>● Historic homes protected</li><li>● Gordon Hall becomes symbol of Dexter</li></ul>
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## Major Findings

The visioning participants and interview stakeholders shared many of the same views regarding the strengths, trends, and future vision for the downtown district. The thoughts and ideas of the community participants are summarized below.

### Strengths

Participants have a positive image of the downtown district. Descriptions included Dexter as a quaint Village with preserved historic character/architecture. A small town atmosphere (safe, friendly, clean) providing a variety of locally owned businesses. In general, the community is proud of the downtown, it's image and the improvements and growth that has occurred over the past several years. They also recognize that there is room for additional improvement.

Negative trends that were identified include:

- Areas adjacent to the downtown district, such as Baker Road, Dexter-Ann Arbor Road and Jackson Road, have seen a great deal of commercial development (contemporary vehicular shopping areas), resulting in increased competition
- The Village has some infrastructure issues that need to be addressed and resolved. These include the poor condition of the Main Street bridge and storm and sanitary sewer capacity.
- An increase amount of traffic through town that has made it difficult to get through town during peak hour, and occasional lack of parking.
- Several barriers to redevelopment were raised, such as potential brownfields from the relocation of industrial uses and a lengthy project approval process, costs associated with upgrading properties (utility services, accessibility, storm water detention requirements, etc).

Despite the challenges raised as negative trends, the community sees a great deal of opportunity in the downtown. It was viewed by nearly all stakeholders as a good place to invest.

### Future Vision

The community has a shared vision for the future of the downtown as the Visioning Session participants' collective priorities and those of the interview stakeholders were very similar. The community would like to see the downtown become a vibrant, diverse, mixed-use center / destination. They envision higher density residential, including senior housing, public access to waterfront / river, the preservation of the historic character, and continued streetscape improvements. In addition, they would like to see the industrial uses relocated to the industrial park and that area redeveloped and the would like to see a regional traffic plan.

### *Exercise Four: Group Presentations & Collective Prioritization*

Each group was asked to have a representative share with the evening's participants what their top visions for the future are. These top visions were collected and participants were then provided with three additional dots and asked to vote for the top three preferred future images.

#### **Group Collective Prioritization**

- Brownfield redevelopment, Grand Street businesses relocated to industrial park to make way for a new downtown development area
- Waterfront development
- Alpine Street redevelopment – library, Farmer's Market, residential
- Higher densities in the DDA district (1st level retail with upper level office/residential), downtown is a place to live, work and shop
- Regional traffic plan is developed

## Village Council and Downtown Development Authority Project Priority (Highest to Lowest)

### District Wide Projects

- Traffic Signalization to Improve Traffic Flow
- Mill Pond Bridge Enhancements (Pedestrian Lighting, Decorative Railings, etc.)
- Trails to: Gordon Hall, Westgate neighborhood, connections to Metroparks
- Mill Pond and Creek Linear Park and Walkway
- Pedestrian Bridge over Mill Creek at Warrior Park to connect Subdivisions and MetroParks
- Extension of Baker Road to Central Street
- Relocation of Dexter Area Fire Department Building
- Realignment of Jeffords and Alpine to form a traditional intersection
- New Village Hall
- Improvements to Parker Road Intersection

### Parking Improvements

- West addition to Dairy Queen lot - inc. land acquisition
- East additions to Dairy Queen lot - inc. land acquisition
- Lots north of old Busch's site - inc. connection to Farmers Market and Library
- Consolidated parking lot west of Baker Road - land acquisition/easement
- Parking improvements/consolidation of the Masonic lot
- New public lots south of Forest Street to support new retail

### New Residential Areas

- Alpine Street
- Broad Street
- Conversion of upper level space to residential units
- Grand Street
- Baker Road

### Property Acquisition

- Jeffords Street for Realignment
- East side of Alpine Street (retail)
- West side of Broad Street between Grand Street and Jeffords Street
- Between Alpine Street and Broad Street (parking)
- Forest Street for redevelopment (and parking lots)

### Streetscape Projects

- Forest Street from Jeffords / Broad Street to Baker Road
- Broad / Jeffords from Main Street to Grand Street
- Baker Road from Main Street to south DDA boundary
- Wayfinding System (Vehicular & Pedestrian Direction System)
- Central Street extended to Fifth Street
- Grand Street from Broad Street to Baker Road

### Potential In-Fill Building Projects

- Main Street / Dexter-Ann Arbor Road
- Alpine Street
- Broad Street / Jefford Street
- Forest Street

## Village Council and Downtown Development Authority Project Prioritization

The Downtown Development Authority and Village Council were offered the opportunity to participate in a survey to determine project priorities. The projects and programs listed in the survey were derived from the Community Visioning process and DDA discussions throughout the preparation of the Downtown Development Strategic Plan. Listed below are the results of the survey and the prioritization of projects and programs determined by adding the number of responses given by the DDA and Village Council for projects noted in the Immediate to 1-5 Year category, or projects identified as "High Priority."

Additional projects not part of the formal survey but added to survey as "Other Projects" included the potential acquisition of the Wallace Property (Busch's), the creation of a centralized downtown retention basin, and development of senior housing.



Table 1-A of the Development Plan entitled "Sequencing of Projects and Programs," categorizes each of the proposed projects and programs by anticipated year of implementation based on the priority survey. However, depending on economic conditions, the timing of when property is listed for sale, grant and funding availability, and private sector building programs, the sequencing of projects may change, and it will ultimately be the decision of the Downtown Development Authority when a project needs to be implemented. An associated table, Table 1-B, entitled "Project and Program Cost," enumerates the approximate budget range for project and program implementation.

Higher priority projects focus on improvements to the two existing downtown traffic signals to install computer sequencing and light phasing technology, ensuring that streetscape elements and pedestrian facilities are incorporated into the new Mill Creek bridge project being coordinated by the Washtenaw County Road Commission, and extension of nonmotorized trails to Gordon Hall and adjacent Metro Parks.

In addition, expansion of off-street parking facilities east and west of the Dairy Queen / Main Street parking lot, and installation of a new streetscape with angle parking along Forest Street were also identified as high priority projects.



*downtown overview*



## *downtown overview*

The Village of Dexter is the retail center located between Ann Arbor and Chelsea and primarily serves north central Washtenaw County. Located a few miles north of I-94, many commuters who work in either Ann Arbor or Chelsea pass through the Village daily. In addition, the Village of Dexter is a frequent stopping place for folks heading to or from the three Metroparks (Hudson Mills, Delhi and Dexter Huron) or those going to the trails or lakes in Pinckney State Recreation Area. In order to properly plan for a community's future, it is important to understand its present condition. Following is an overview of the current condition of downtown Dexter as described by character zones, as well as the areas that one traverses as they approach the district, areas that help to establish the expectations of the downtown.

### **Approaching and Entering the District**

The main routes to Dexter are also the approach routes to the downtown district. They include Dexter-Ann Arbor Road, Dexter-Pinckney Road, Baker Road from I-94, and Central Street, which provides a secondary entrance to the Village from Huron River Drive and Mast Road. When entering the Village along Dexter-Ann Arbor Road or Dexter-Pinckney Road, you pass through rural agricultural land and scenic vistas that gives way to large lot residential development as you approach the Village and upon entry into the Village are new higher density residential neighborhoods. Along Dexter-Ann Arbor Road, a commercial area at the entry to the DDA district accompanies the neighborhood. Dexter-Ann Arbor Road then continues through a neighborhood of older homes before reaching the downtown core. Just before entering downtown Dexter, Dexter-Pinckney Road has a one and a half lane underpass under the railroad and a bridge over Mill Creek that is in need of repair. The constriction of the underpass tends to create a backup during the morning and evening peak traffic hours.



Entry to the Village along Baker Road from I-94 takes one past some highway commercial development (typified by fast food restaurants and gas stations) and transitions into a mixture of mostly rural residential housing and a variety of light industrial, commercial and office uses located in large, non-descript buildings with patches of undeveloped / farm land. As one gets closer to the Village, they pass through the Dexter Schools complexes and upon entering the DDA district, Baker Road is characterized by a mixture of large lot rural residential housing on the west and commercial businesses on the east. This quickly transitions into a zone characterized predominantly by older residential homes that have been converted into retail and office uses and terminates in the downtown core at the intersection with Dexter-Ann Arbor Road.

The approach from Central Street is similar in character to that of Dexter-Pinckney Road, however Central Street crosses the Huron River and the railroad to provide access to the Village from Huron River Drive, Mast Road and Joy Road. This approach is unique in that it passes the old cider mill and the lumberyard before entering the older residential neighborhoods and then on into the downtown.

### Character Zones

The area of study for this report is the Village of Dexter Downtown Development Authority district. The district contains a variety of uses and development types and for analysis purposes, has been classified into several character zones, which are described below.



#### Core Downtown:

The Core Downtown is the northwest area of the district, bordered by Forest Street to the south, Mill Creek to the west, the properties west of Baker Road, Monument Park and properties east of the Busch's site to the east and the DDA boundary to the north. This area contains the "traditional downtown" as well as some adjacent uses. For the most part, the adjacent uses contain the buildings that would be considered as part of the expanded downtown; they include the Fire Station and Warrior Creek Park, Monument Park, a concentrated area of residential homes that have been converted to commercial use along Dexter-Ann Arbor Road, and the old industrial buildings on the north side of Forest Street, most of which have converted to other commercial uses.

#### Commercial Extension / Transition:

This area contains commercial and residential uses. This zone occurs in two areas: along Baker Road from Dexter-Ann Arbor Road south to and including the Colorbook property and also at the eastern entrance to the DDA district on north side of Dexter-Ann Arbor Road from Ryan Drive to Kensington Street. The Baker Road area has evolved over the years as commercial enterprises have opened, taking advantage of the visibility that Baker Road offers as people head south to I-94. This has resulted in many of the residential buildings converting to commercial uses and some 'strip' development south of Grand Street. The area along Dexter-Ann Arbor Road contains a small office complex, a bank, condominiums, a car dealership and repair shop, and several vacant lots. While this is an area of transition, much of its character is derived from the Country Market Shopping Center that precedes the zone as you enter the Village of Dexter from the east along Dexter-Ann Arbor Road.



#### Residential:

There are three residential zones in the DDA, each with a different character. The residential zone along Dexter-Ann Arbor Road is characterized by historic single-family homes and also contains a church, the Senior Center and Peace Park. The residential zone along Fifth Street is similar in character, but contains some homes that have been converted to commercial or apartment use. The residential zone along Forest and Grand Streets consists of a mix of single-family and multiple family housing, many of which do not have the traditional architecture that is seen in the other two residential areas.



#### Industrial:

There are three areas of industrial development within the DDA district. Two of these areas are occupied by a single business: one is the Colorbook property and the other is the Martinrea Industries property. These businesses have entrances along Baker Road and are unobtrusive as each has a mature landscape screen. The area of the Martinrea Industries property with frontage on Grand Street has quite a presence on Grand Street; there are several loading docks located along Grand Street and little has been done to improve the appearance of the frontage facing the adjacent residential zone. The third industrial area, located at the northwest end of Forest Street and Grand Street, contains several smaller enterprises. Some community assets, the Forest Lawn Cemetery and Mill Creek, border this industrial area.

#### Circulation:

Once people arrive in the downtown, they circulate the district both in a vehicle and as a pedestrian. Thus it is important to understand the circulation, parking and pedestrian orientation within the district. Circulation within the DDA district, and the Village of Dexter in general, is characterized by a two-way grid pattern. Most blocks consist of two-way roads in compact blocks, which facilitates navigation. However, as one approaches the core downtown, the grid becomes less regular as the streets radiate from the intersection of Broad Street, Main Street and Dexter-Ann Arbor Road. This can be disorienting for visitors and new residents.

#### Parking:

Parking in a downtown is best accomplished on the street. This allows customers to park in close proximity to, if not directly in front of their destination. On-street parking also serves to slow traffic and increases pedestrian comfort by buffering the sidewalk from moving vehicles. The Village of Dexter has preserved the much coveted on-street parking spaces.

In addition, the DDA has made great investments in developing and improving shared public lots behind buildings in the core downtown area. Other businesses in the district have small private lots located behind or to the side of the building; with the exception of Busch's Supermarket which has a large private lot located in front of the building. While the small, private lots contribute to the ease with which one is able to park in the downtown, they are not ideal, as they require more curb cuts, thereby reducing the availability of on-street spaces, and typically are less efficient, handling fewer vehicles than a shared lot could accommodate.



*downtown market*



## *downtown market*

Located just 7 miles west of Ann Arbor, Michigan, the Village of Dexter has easy access to area shopping, dining, hospitals, universities, and amenities. Overall, the village had a substantial rate of population growth between 1990 and 2000 (56.2% growth for the decade), due to the successful use of Public Act 425 Land Transfer Agreements, and the population continues to grow at a healthy rate of 2.2% annually.

With a quaint downtown, existing client base, and strong traffic flow generated by northern Washtenaw County residents accessing I-94 via downtown Dexter, the village faces a number of challenges to maintain a vibrant downtown, while maintaining its small town charm. The proposed bypass around the downtown area, the relocation of Busch's from its downtown location to a site south of downtown closer to I-94, and the need for significant repair to the Mill Creek Bridge will all threaten the longevity of downtown businesses. In addition, the strong retail offerings in Ann Arbor and Chelsea create a very competitive environment for retail spending in Washtenaw County. The proposed Harvest Valley development poses an additional future retail threat to the Village of Dexter, but it will likely be a long-term concern as the most optimistic projections have this development taking a minimum of 15 years to complete. Further, there is some opposition to Harvest Valley, which may delay it even further, and the village has the opportunity to strengthen its retail market position and may be able to influence the mix of this development in order to remain vibrant over the long term. Residential development at Harvest Valley can be beneficial to supporting retail in Dexter.

## Supportable Retail Square Footage for Dexter Primary Trade Area Market Conservative and Aggressive Market Scenarios

Category	2005 Expenditure Potential	Conservative Scenario			Aggressive Scenario		
		2005 Supportable Sq. Ft.	2010 Supportable Sq. Ft.	2005-2010 Supportable Sq. Ft.	2005 Supportable Sq. Ft.	2010 Supportable Sq. Ft.	2005-2010 Supportable Sq. Ft.
Department Stores	\$294,156,437	0	0	0	0	0	0
General Merchandise	\$234,824,192	0	0	0	0	45,000	45,000
Discount Department Stores	\$0	0	0	0	0	0	0
Warehouse Club	\$0	0	0	0	0	0	0
<b>Total Department Stores</b>	<b>\$528,980,629</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>45,000</b>	<b>45,000</b>
Women's Apparel	\$33,998,061	0	0	0	0	3,500	3,500
Men's Apparel	\$20,780,648	0	0	0	0	1,700	1,700
Unisex Apparel	\$34,812,384	3,000	2,000	5,000	3,000	2,000	5,000
Children's Apparel	\$6,126,446	0	0	0	0	0	0
Men's Shoes	\$0	0	0	0	0	0	0
Women's Shoes	\$0	0	0	0	0	0	0
Athletic Shoes	\$2,654,265	0	0	0	0	0	0
Shoes and Accessories	\$15,880,978	0	2,500	2,500	0	2,500	2,500
<b>Total Apparel/Accessories</b>	<b>\$114,252,781</b>	<b>3,000</b>	<b>4,500</b>	<b>7,500</b>	<b>3,000</b>	<b>9,700</b>	<b>12,700</b>
Restaurants	\$76,462,257	10,000	0	10,000	10,000	7,000	17,000
Family Restaurants	\$62,231,454	4,000	3,500	7,500	0	3,500	3,500
Fast Food Restaurants	\$65,488,799	0	0	0	0	3,200	3,200
Grocery Stores	\$148,761,497	0	0	0	4,000	0	4,000
Meat & Fish Markets	\$0	0	0	0	0	0	0
Fruit & Vegetable Markets	\$0	0	0	0	0	0	0
Specialty Food Stores	\$14,191,312	0	0	0	0	1,500	1,500
Retail Bakeries	\$0	0	0	0	0	0	0
Liquor Stores	\$16,187,714	0	0	0	0	0	0
Bar/taverns	\$8,699,245	0	0	0	0	0	0
<b>Total Food</b>	<b>\$392,022,277</b>	<b>14,000</b>	<b>3,500</b>	<b>17,500</b>	<b>14,000</b>	<b>15,200</b>	<b>29,200</b>
Appliances/Electronics	\$25,473,098	0	0	0	0	1,300	1,300
Art, Craft & Sewing Stores	\$4,771,642	0	0	0	0	0	0
Auto Supply Stores	\$29,391,828	0	0	0	0	0	0
Book Stores	\$39,994,743	0	4,500	4,500	0	4,500	4,500
Card/Gift Shops	\$12,698,006	0	0	0	0	0	0
Computers & Accessories	\$14,492,805	0	0	0	0	0	0
Convenience Stores	\$103,673,895	0	0	0	0	0	0
Copying/Printing	\$0	0	0	0	0	0	0
Dollar Store/Variety	\$0	0	0	0	0	0	0
Drug Store/Pharmaceutical	\$83,081,530	0	0	0	0	0	0
Florists	\$5,007,722	0	0	0	0	0	0
Furniture Stores	\$27,788,756	0	0	0	0	0	0
Hardware	\$12,986,254	0	0	0	0	0	0
Health & Beauty Stores	\$12,370,069	0	0	0	0	0	0
Home Décor & Accessories Stores	\$0	0	0	0	0	0	0
Home Furnishings Stores	\$83,357,974	3,500	0	3,500	3,500	4,000	7,500
Home Improvement	\$64,259,728	0	0	0	0	0	0
Jewelry Stores	\$11,576,907	0	0	0	0	0	0
Laundry/Dry Cleaning	\$2,624,624	0	0	0	0	0	0
Luggage Shops	\$0	0	0	0	0	0	0
Mailing/Packaging	\$0	0	0	0	0	0	0
Medical Supply Stores	\$0	0	0	0	0	0	0
Movie Theatres	\$0	0	0	0	0	0	0
Music Stores	\$6,081,480	0	0	0	0	0	0
Musical Instrument Shops	\$818,542	0	0	0	0	0	0
Office Supply Stores	\$41,956,269	0	0	0	0	0	0
Optical/Vision Care	\$5,582,394	0	0	0	0	0	0
Personal Services	\$11,175,444	0	0	0	0	0	0
Pet Supply Store	\$19,012,593	0	0	0	0	4,500	4,500
Photographic Supply Shop	\$4,312,610	0	0	0	0	0	0
Shoe Repair and Service	\$0	0	0	0	0	0	0
Sporting Goods Stores	\$15,348,209	0	0	0	0	0	0
Tobacco Shop	\$0	0	0	0	0	0	0
Toy & Hobby Shops	\$10,460,877	0	0	0	0	0	0
Video/Entertainment	\$2,151,911	0	0	0	0	0	0
<b>Total Other Retail</b>	<b>\$419,953,893</b>	<b>3,500</b>	<b>4,500</b>	<b>8,000</b>	<b>3,500</b>	<b>14,300</b>	<b>17,800</b>
<b>Total Retail</b>	<b>\$1,455,209,580</b>	<b>20,500</b>	<b>12,500</b>	<b>33,000</b>	<b>20,500</b>	<b>84,200</b>	<b>104,700</b>

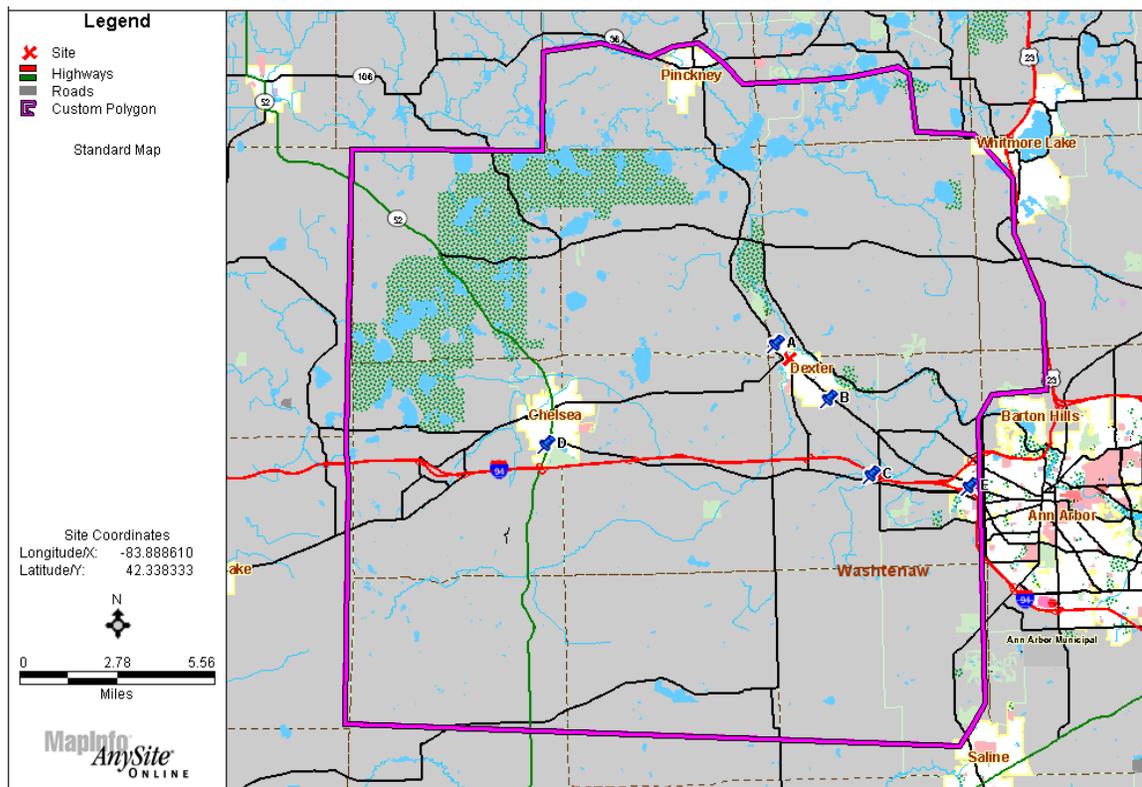
There are two potential courses of action for the Village of Dexter: a more conservative program and an aggressive approach. The conservative scenario assumes the current pace of housing growth, the necessary repairs to the Mill Creek Bridge and an otherwise status quo approach. Under this scenario, the Village of Dexter would need to add an additional 33,000 square feet of retail development to the downtown area including 7,500 square feet of apparel-related categories; 17,500 square feet of restaurants; and 8,000 square feet of miscellaneous retail that includes a 4,500-square-foot book store and a 3,500-square-foot home furnishings store.

In a more aggressive scenario, it is assumed that the Village of Dexter will take measures to increase the level of residential development in and around the village to increase the customer base, will implement an aggressive marketing campaign, and will strive to increase the regional draw of the village by adding more activities and non-retail uses that will attract residents and visitors to downtown (including, but not limited to, entertainment uses, trails along the river, and other traffic generators). Only by taking these measures can the village take a more assertive approach and add more retail.

Under this scenario, the village can add a total of 104,700 square feet of retail including the retail discussed above and adding 45,000 square feet of junior specialty department store (e.g., SteinMart, T.J. Maxx, Marshall's, etc.); an additional 5,200 square feet of apparel (12,700 square feet total); 29,200 square feet total for restaurants (11,700 square feet more than the conservative scenario); and 17,800 square feet of miscellaneous retail (adding 1,300 square feet of appliances/electronics, an additional 4,000 square feet of home furnishings, and 4,500 square feet of pet supplies).

In order to get a junior anchor to go in downtown, away from regional access, it will be necessary to have a plan in place to keep and increase traffic flow through downtown. These types of retailers will typically prefer a more regional location and there will need to be some creativity involved to develop other related downtown traffic generators.

### Downtown Dexter Primary Trade Area Market





*framework plan*



## *framework plan*

The Village of Dexter Framework Plan illustrates the long-term vision for the downtown. It was developed from community input received through the Community Vision Sessions and Stakeholder Interviews, and the results of the Market Study. The objectives of the improvement plan are fourfold: to expand the downtown district while maintaining a compact, walkable core; to add residential uses in the downtown; to incorporate Mill Creek as a cohesive feature in the downtown; and to provide additional public parking for the expanded downtown.

### Expanding the Downtown Core

The expansion of the downtown core is designed to build upon the existing center in a manner that supports and encourages walkability, with new retail buildings suggested in areas adjacent to existing downtown buildings in order to take advantage of potential retail supportable square footage enumerated in the MapInfo Market Analysis. This contains the growth within a 2 ½ minute walk (a five minute walk, or approximately ¼ mile is the distance that most people are willing to walk to reach their destination) of the Main Street and Central Street intersection.

The market analysis completed by MapInfo identified a primary trade area for downtown Dexter that extends to the west city limits of the City of Ann Arbor, North Territorial Road, Jackson Road in Scio Township, and west including the City of Chelsea. In 2005 according to the study, the primary trade area was able to conservatively absorb 20,500 of additional retail square feet. In 2010, the primary trade area was poised to absorb an additional 12,500 square feet of retail space. The market scenarios developed for the Dexter market assume that Busch's (a regional grocery store located in downtown Dexter) would develop a new 45,000 square foot facility in a 70,000 square foot retail center on the east edge of the community. The scenarios also assume housing growth will remain stable and that the Mill Creek Bridge will forego some level of repair.

A more aggressive market scenario was prepared assuming the community and DDA would undertake an aggressive marketing campaign to increase the regional draw of the Village resulting in more residents and visitors to the downtown through the introduction of more entertainment venues, greater utilization of the Mill Pond and Creek, and increased residential development.

The expansion of the downtown core should be done in a manner that complements the architecture and character of the existing downtown business district. This would include maintaining the traditional architecture in new buildings along Alpine Street, Central Street, and Forest Street, and the several infill buildings on Main Street and continuing streetscape improvements in the redeveloped areas in a manner that is consistent with the improvements that have already been made in the downtown. Elements include such items as:

- Wide sidewalks,
- Pedestrian scaled lighting,
- Plazas,
- Street trees,
- Seasonal plantings,
- Buried overhead utilities,
- Minimizing curb cuts,
- Providing bump outs and
- Additional on-street parking.

Other improvements include support for the new Dexter Farmers Market and Dexter Public Library and the development and integration of pedestrian connections within the downtown, as well as trail connections between the downtown and neighborhoods west of the downtown, Gordon Hall, Hudson Mills and Dexter-Huron Metroparks, along Mill Creek, and out to the school properties south of the downtown. Extending streetscape improvements throughout the district, specifically along Baker Road, Forest Street and Grand Street. Additionally, the DDA should work with the Village in the development of new/improved Village Hall facilities in order that they enhance the aesthetics and functionality of the downtown.

### Roadway and Bridge Improvements

The Downtown Frameworks recommends the continuation of motorized and non-motorized improvements within the Downtown Development Authority Development Area District. The key project is the replacement of the Mill Creek bridge, which is currently under design by the Washtenaw County Road Commission. The proposed bridge will also include pedestrian walkways with connections west along Dexter-Pinckney Road and Warrior Park and it is suggested that the DDA historic pedestrian lighting be continued on and across the bridge.



*Jeffords Street Realignment with Main Street*

It is recommended that the proposed design for the Mill Creek bridge include an eastbound right-only lane at the Jeffords Street intersection. Further, depending on funding availability Jeffords Street would be expanded at the Main Street intersection to include a dedicated left lane and dedicated right-only lane. This intersection modification would provide better traffic flow and reduce delays during peak A.M. and P.M. traffic cycles.



Village of Dexter  
 Downtown Development Authority  
 Framework Plan

**LEGEND**

- |   |                                   |   |                                 |
|---|-----------------------------------|---|---------------------------------|
| A | POTENTIAL MILL CREEK LINEAR PARK  | J | FARMERS MARKET                  |
| B | JEFFORDS STREET ALIGNMENT         | K | ALPINE RETAIL EXPANSION         |
| C | EXPANDED RETAIL OPPORTUNITIES     | L | NEW DEXTER LIBRARY              |
| D | FOREST STREET IMPROVEMENTS        | M | EXPANDED ON STREET PARKING      |
| E | MILL CREEK PARK                   | N | HIGH DENSITY RESIDENTIAL        |
| F | JEFFORDS INTERSECTION IMPROVEMENT | O | SHARED PARKING                  |
| G | PROPOSED DDA EXPANSION AREA       | P | TRAIL TO DEXTER HURON METROPARK |
| H | NEW ROAD ALIGNMENT                | Q | NEW RESIDENTIAL DEVELOPMENT     |
| I | TRAIL TO HUDSON MILLS METROPARK   | R | TRAIL TO DEXTER PUBLIC SCHOOLS  |

B R i  
 Beckett & Raeder  
 Landscape Architecture  
 Planning & Engineering

December 2006

## New Residential in the Downtown

Adding residential uses in and within close proximity to the downtown was strongly recommended in the Market study and was supported during the community input process. Downtown residential dwellings provide patrons twenty-four hours a day seven days a week, thereby adding vitality to the district as well as creating additional demand for products and services.



*New Residential Development South of Grand*

Within the downtown core, the Framework Plan anticipates that the upper level of new and existing retail buildings will accommodate residential units, not just office space and that some of the new construction may consist of live/work units. Outside of the downtown core, the Framework Plan identifies additional areas appropriate residential uses. These locations are envisioned as locations for townhouses and single or multiple family dwellings. The townhouses are located adjacent to the expanded downtown core and thus support and expand the urban character of the downtown. The single or multiple family dwellings are located as a transition into the existing historic residential neighborhood on the north side of downtown and along Baker Road where they would mimic the character of Dexter-Ann Arbor Road as you approach the downtown from the east, where higher density single family homes with traditional/historic architecture establish the character and expectations for the downtown as a quaint, friendly, interesting place to live, work, shop, and explore.



*Example of a Townhome Development*

In order to increase the number of dwellings in close proximity to the downtown the Framework Plan envisions the development of attached two and one-half or three story townhomes. These would be owner occupied and targeted to younger professionals and “empty-nesters” seeking the advantages of a downtown atmosphere. In addition to the residential development proposed along at the intersection of Baker Road and Grand Street a series of residential developments are proposed along the north side of Grand Street. Increasing the number of dwellings within the Primary Market Area supports existing retail businesses in the downtown and also creates opportunities for retail expansion suggested in the MapInfo Market Assessment. These households, in addition to those proposed south of the Village, will bolster retail and consumer demand.

## Parking

The Framework Plan identifies additional shared public parking lots throughout the downtown and the expanded downtown area. Incorporating additional on-street parking throughout the district is another objective of the Framework Plan.



*Shared Parking in Downtown Dexter*

Shared public parking lots are proposed north of Main Street between Alpine Street and Broad Street. It is envisioned that this lot would serve the existing downtown businesses along Main Street, as well as redevelopment at the existing Busch's grocery store location and new buildings along Alpine Street. This lot would also have pedestrian connections to the new farmers market and library.

Another improvement north of Main Street is to investigate the connection of the Masonic lot with the spa parking lot. It is likely that combining these parking areas would result in a greater number of parking spaces and would also provide better access.



*Shared and Table-Top Parking*

The Framework Plan suggests making two additions to the public lot south of Dexter-Ann Arbor Road (behind the Dairy Queen). These additions would provide room for expansion in order to serve new buildings along Forest Street and in-fill along Dexter Ann Arbor Road. A consolidated parking lot behind the businesses along Baker Road is also proposed.

This lot would require the acquisition of property or easements from Baker Road property owners. While this proposed parking lot is adjacent to the public parking lot behind the Dairy Queen, it is suggested that the two lots remain separate from a vehicular perspective so that cut through traffic does not become an issue.

Additional shared public lots are proposed in conjunction with the new retail buildings along Forest Street. These lots would serve the new retail buildings and could connect to the residential alleys for ease of circulation. On-street parking spaces are the most desired spaces in a downtown and the Framework Plan assumes that all street improvements will incorporate additional on-street parking. There is enough room within the wide, 100-foot, right-of-ways to accommodate angled parking on the public streets.

## Mill Creek and Non-Motorized Trails

Mill Creek is an asset that the community would like to see better emphasized. In order to accomplish this, the Framework Plan identifies the relocation of Broad Street south of Main Street in order that the waterfront may become a public amenity on the west side of Broad Street. With the removal of the Main Street dam, it is anticipated that there will be additional land south of the dam that would be suitable as parkland, but not developable. This additional land and the narrow bluff would become a narrow linear park along between the edge of the creek and Broad Street, providing scenic vistas, pleasant walks, relaxing places to sit or have lunch, and integrate the natural and build environments.



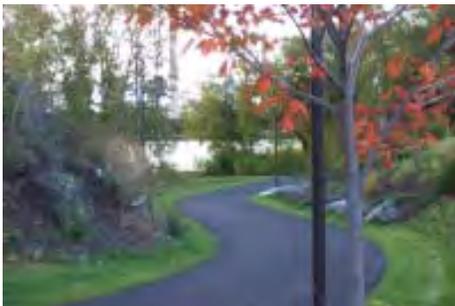
*Mill Creek Linear Park*

The Framework Plan envisions the development of gateway entry to Mill Creek from a viewing platform and walkway. This feature would connect to a series of pathways connecting the Village Center and downtown to school properties and facilities to the south.

Due to grade elevations between Jeffords Street and the Mill Creek proper the use of stairways, switchbacks, and retaining walls will undoubtedly be needed. However, these elements can create interesting vistas, walkways, and non-motorized pathways for the community. Other communities with rivers and lakes have used these topographic variations to create memorable open space and recreation areas.

An associated project illustrated in the "Mill Creek Linear Park" concept plan is the realignment and reconstruction of Jeffords Street to create a two-lane roadway with angle parking. This alteration will provide on-street parking to users of the Mill Creek Linear Park and the downtown, as well.

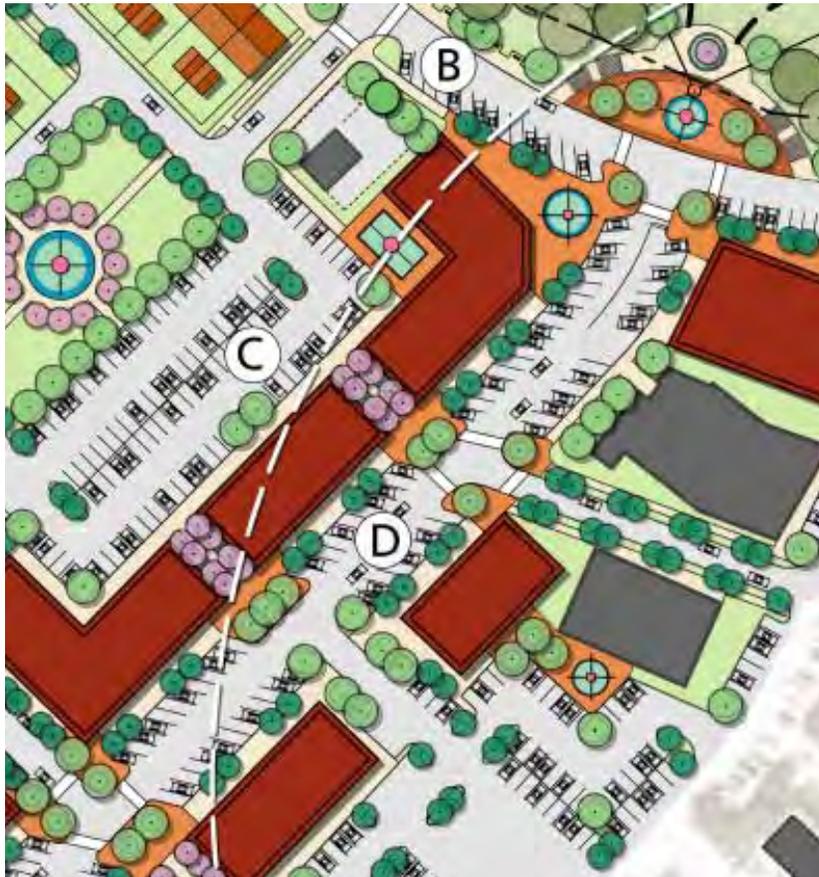
It is recommended that this project be identified as well in the Village MDNR Recreation Plan in order to procure State and Federal grant assistance.



*Examples of waterfront park facilities*

## New Retail Areas

The Framework Plan suggests the redevelopment of several areas in the Village Center for future retail expansion. The expansion of retail uses in the downtown is in response to the findings of the MapInfo Market Study which indicated market support for additional retail square footage tempered by the success and pace of new housing developments. To accommodate the square footage indicated in the market assessment Forest Avenue is envisioned to convert from a residential to retail district, which is consistent with the Village Community Master Plan and Land Use Map. Due to the right-of-way on Forest Avenue its redevelopment would resemble Broad Street between Main Street and Fifth Street with two lanes for traffic and angle parking on each side of the street.



*Forest Street Retail District*

New retail buildings on Forest Street would be developed in a similar fashion to the historic commercial buildings on Main Street with first floor retail and upper story residential. Location of new buildings would be on the front property line with parking provided on the street and in the rear of the buildings. New retail buildings are also planned along Baker Road between Main Street and Forest Street replacing the converted single family homes.

Another retail area is proposed along Alpine Street taking advantage of recent DDA improvements to Alpine Street and the Farmers Market area. Due to grade changes to properties immediately north of the former Busch's Grocery Store a table top parking deck is suggested as a means to provide this quadrant of the downtown with ample off-street parking spaces.

The conversion of Forest Street to retail is critical if the Village and DDA wish to maintain downtown Dexter as the focal point for retail activity within the Dexter Primary Trade Area. The planned conversion of this area will include strategic acquisition of properties and collaboration with the private sector to develop the sites and buildings to accommodate the new businesses. The recent construction of the Memorial Park Building and the acquisition of residential properties for the Main Street Parking Lot are examples of effective DDA / private sector partnerships.

As noted on the illustration, Forest Street would be designed similar to Broad Street with angle parking and pedestrian scale lighting. This portion of the overall project is recommended in the schedule of projects to occur within the next 1 - 3 years to provide needed parking for the downtown.





*development plan*



## *development plan*

### **Creation of the Downtown Development Authority**

On March 11, 1986 the Village of Dexter Village Council adopted by Ordinance the establishment of the Dexter Downtown Development Authority (DDA) and downtown district. This ordinance created a district that consisted of properties in the Village Center, along Baker Road, Dexter - Ann Arbor Road, including undeveloped commercial properties between Dexter - Ann Arbor Road and Conrail railroad. On August 8, 1989, Ordinance 82-001 was adopted that amended the district. On March 15, 1993, the Village Council passed an ordinance that reaffirmed the inclusion of properties previously included in the DDA district in 1986. The Authority was given all the powers and duties prescribed for a downtown development authority pursuant to the Act. Further, the operational structure of the Dexter Downtown Development Authority was approved pursuant to its By-Laws.

### **Basis For The Development Plan**

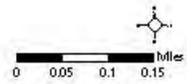
The Downtown Development Authority Act provides the legal mechanism for local officials to address the need for economic development in the redevelopment district. In the Village of Dexter, the Development Authority District, subject of this Development Plan, can be generally described as including commercial and residential properties along Dexter-Ann Arbor Road, Main Street and Broad Street, illustrated on Map/Graphic 1. For purposes of financing activities of the Authority within a district, tax increment plans can be established. By definition, a tax increment financing plan seeks to capitalize on and make use of the increased tax base created by economic development within the boundaries of a downtown district. The legal basis or support for the Tax Increment and Development Plans is identified in Act 197 of the Public Acts of 1975, as amended

Map/Graphic 1  
 Dexter Downtown Development District Boundary



Dexter DDA  
**Village of Dexter**

- DDA Boundary
- Dexter Museum
- Dexter Schools
- Senior Center/School Administration Building
- Community Parks



## General Development Plan Program

The need for establishing the Development District (referred to as “Development Area”) is founded on the basis that the future success of Dexter’s current effort to revitalize its business districts will depend, in large measure, on the readiness and ability of its public sector to initiate public improvements that strengthen the business districts, and to encourage and participate where feasible in the development of new private uses that clearly demonstrate the creation of new jobs, the attraction of new business, and the generation of additional tax revenues.

The General Development Plan referenced herein suggests the following:

- Continued redevelopment of the historic commercial area within the district by encouraging the reinvestment of public and private funds,
- Continued preservation, restoration, and adaptive reuse of the historic commercial stock of buildings in the downtown.
- Efforts to maximize the potential of the downtown business district along Main Street.
- Preservation of residential properties along Ann Arbor-Dexter Road between Dover and Kensington Streets.
- Continued uses and introduction of new passive recreation activities along Mill Creek.
- Planned growth of first floor retail and upper story office and residential development along Forest Avenue.
- Redevelopment of brownfield properties within the Development Area district.
- Redevelopment of industrial properties along Grand Street for residential single family and multiple family housing.
- Integration of transportation enhancements, which improve the circulation and traffic in and around the downtown area.
- Initiate infill and redevelopment projects in the Development Plan area consistent with the Village Zoning Ordinance and guidelines.
- Facilitate shared parking arrangements among private properties.
- Addition of civic uses to the business district.
- Maintain consistency with the vision of the Village Community Master Plan.

## Map/Graphic 2

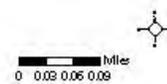
Dexter Downtown Development Authority Development Area Boundary



Dexter DDA

### Village of Dexter

-  DDA Development Plan Boundary
-  Dexter Museum
-  Dexter Schools
-  Senior Center/School Administration Building
-  Community Parks



## 1. Designation of Boundaries of the Development Area

The Development Area boundary is located within the jurisdictional limits of the Village of Dexter and the Village of Dexter Downtown Development Authority. The Village of Dexter established the Downtown Development Authority pursuant to Act 197 of Public Acts of 1975, as amended, through adoption and publication of Ordinances approved March 11, 1986; August 28, 1989; and March 15, 1993. The Downtown Development Authority Development Area boundary as illustrated on Map 2 and can be generally described as incorporating properties along Dexter-Ann Arbor Road, Main Street and Broad Street, and will be the same boundary as the Downtown Development Authority district boundary.



*Village of Dexter - 2005 Aerial Photograph*  
Source: Aerodata, Inc.

## 2A. Location and Extent of Existing Streets and other Public Facilities

Public land uses, within the Development Area, include right-of-ways under the jurisdiction of the Village of Dexter and the County of Washtenaw. Included within the Development Area are alleys that run parallel with the major streets mentioned above and behind the retail and office land uses fronting on these streets. The Village of Dexter municipal offices, Dexter Area Fire Department, U.S. Post Office, Dexter Community Schools administrative offices, Dexter Senior Center, Warrior Park, Mill Creek Pond, Monument Park, and Peace Park are located in the Development Area.

## 2B. Location, Character and Extent of Existing Public and Private Land Uses within the Development Area

The Village of Dexter is the retail center located between Ann Arbor and Chelsea and primarily serves north central Washtenaw County. Located a few miles north of I-94, many commuters who work in either Ann Arbor or Chelsea pass through the Village daily. In addition, the Village of Dexter is a frequent stopping place for folks heading to or from the three Metroparks (Hudson Mills, Delhi and Dexter Huron) or those going to the trails or lakes in Pinckney State Recreation Area. The section entitled, "Downtown Overview" contains an existing assessment of downtown Dexter including its land uses, circulation, parking, and residential areas.

## 3. Locations and Extent of Proposed Public and Private Land Uses.

The Development Plan envisions the integration of public and private land uses as a method of strengthening the economic base of the Development Area. Future plans envision a series of public improvement projects, real estate development and redevelopment projects, and shared public parking facilities. A number of public projects and programs are outlined in Table 1-A, which is incorporated in this Development Plan as identified and eligible projects.

The Framework Plan which summarizes the community's and DDA vision for the downtown recommends the expansion of retail, mixed-uses, and residential development south the core downtown area. This strategy will necessitate the redevelopment of privately owned property over a period of time to more intensive uses as opportunities for land acquisition avail themselves.

### Future Vision

*The community has a shared vision for the future of the downtown as the Visioning Session participants' collective priorities and those of the interview stakeholders were very similar. The community would like to see the downtown become a vibrant, diverse, mixed-use center / destination. They envision higher density residential, including senior housing, public access to waterfront / river, the preservation of the historic character, and continued streetscape improvements. In addition, they would like to see the industrial uses relocated to the industrial park and that area redeveloped and they would like to see a regional traffic plan.*

#### 4. Legal Description of the Development Area

The boundaries of the Downtown Development Authority Development Area shall be as set forth on that map attached hereto and made a part hereof by reference and as described as follows:

Village of Dexter, Washtenaw County, State of Michigan:

Commencing at a point described as the intersection of the Village of Dexter municipal limits and the southerly right-of-way of Conrail Railroad, thence; southwestwardly along the municipal limits to the easterly right-of-way of Grand St. thence; southerly along the easterly right-of-way of Grand St. to the southwest corner of Lot 5, Block 24 of the Original Plat of Dexter, thence; easterly to the southeast corner of Lot 5, Block 24 of the Original Plat of Dexter, thence; northerly to the southeast corner of Lot 3 Block 25 of the Original Plat of Dexter, thence; easterly to the southeast corner of Lot 1, Block 25 of the Original Plat of Dexter, thence; easterly to the northwest corner of Lot 7, Block 19 of the Original Plat of Dexter, thence; southerly to the northwest corner of Lot 8, Block 19 of the Original Plat of Dexter, thence; easterly to the northeast corner of Lot 8, Block 19 of the Original Plat of Dexter, thence; southerly to the southwest corner of Lot 6, Block 19 of the Original Plat of Dexter, thence; northeasterly along Lot 6 lot line to the westerly right-of-way of Ann Arbor Street, thence; southeasterly along the westerly right-of-way of Ann Arbor Street (also known as Dexter - Ann Arbor Road) to the northerly right-of-way of Dan Hoey Road, thence; southeasterly along the municipal limits 1,300 feet more or less, thence; northerly 3,400 ft more or less to the southerly plat line of the Meyer Subdivision, thence; southwestwardly along the southerly plat line of the Meyer Subdivision and the southerly right-of-way of Kensington Street to the easterly right-of-way of Dexter - Ann Arbor Road, thence northwestwardly to the northwest corner of Lot 7 Block 39 of the Original Plat of Dexter, thence; northerly along the easterly right-of-way of Fourth Street to the southerly right-of-way of Edison Street, thence; westerly along the southerly right-of-way of Edison Street to the westerly right-of-way of Fifth Street, thence; northerly along the westerly right-of-way of Fifth Street to the northerly right-of-way of Dover Street; thence westerly along the northerly right-of-way of Dover Street to the southeast corner of Lot 7, Block 7 of the Original Plat of Dexter; thence northerly along the easterly lot line of Lot 7 and Lot 6, Block 7 of the Original Plat of Dexter to the northerly right-of-way of public alley; thence westerly along the northerly right-of-way of public alley to the southeast corner of Lot 5 Block 7 of the Original Plat of Dexter; thence northerly to the northerly right-of-way of Central St.; thence northwestwardly to the southerly corner of Lot 8, Block 6 of the Original Plat of Dexter; thence northerly to the northerly corner of Lot 8, Block 6 of the Original Plat of Dexter; thence easterly to the easterly corner of Lot 8, Block 6 of the Original Plat of Dexter; thence northerly along the easterly lot line of Lot 3, Block 6 to the northerly right-of-way of Broad St.; thence westerly to the southeast corner of Lot 10, Block 1 of the Original Plat of Dexter; thence northwestwardly to the southerly right-of-way of public alley; thence westerly along the southerly right-of-way of alley to a point described as the intersection of the easterly right-of-way of Main Street and the northwestwardly right-of-way of Alpine Street, thence; northeasterly along the northwestwardly right-of-way of Alpine Street 450 ft more or less, thence northerly to the southerly right-of-way of Conrail Railroad; thence westerly to the point of beginning along the Conrail Railroad. The Downtown Development Authority Development Area and Downtown Development Authority District hereby have the same boundaries.

The Downtown Development Authority has determined that the boundaries of the DDA District will not be expanded at this time. However, when warranted expansion along Alpine Street to encompass the Dexter Library site and adjacent properties, and properties on the west side of the Mill Pond have been identified as potential areas for the DDA district.

#### 5. Existing Improvements in the Development Area to be Demolished, Repaired or Altered and Time Required for Completion.

The Downtown Development Strategic Plan recognizes that some public infrastructure will need to be demolished, repaired, and altered especially existing roadways. For example, it is recommended that Forest Street be reconfigured to provide on-street angle parking, which will require reconstruction of the roadway. Other existing improvements, which will be altered as result of the plan, include the Mill Creek Bridge, the Mill Pond waterfront area between Main Street and Grand Street, and Broad Street between the Main Street parking lot and Grand Street.

#### 6. The Location, Extent, Character and Estimated Cost of Improvements including Rehabilitation for the Development Area and an Estimate of Time Required for Completion.

The Downtown Framework Plan envisions a variety of projects and programs focusing local efforts to continue the revitalization and redevelopment process of downtown. This development plan contemplates that these projects and programs will take anywhere from one (1) to thirty (30) years to complete depending on project financing and private sector real estate interest. Projects were aggregated by relative priority determined by a survey of DDA Board members and Village Council. Each project and program was separated into three categories: near term, mid-term, and long term projects. In total, there are over \$27 million dollars in projects and programs identified. It is envisioned that in the next seven (7) years there is forecasted \$7.5 million in projects and programs for the downtown area.

**Table 1-A**  
Sequencing of Projects and Programs

	Near Term 1-3 Years	Mid Term 4-6 Years	Long Term 7+ Years
<b>CAPITAL PROJECTS</b>			
<b>District Wide Projects</b>			
Traffic Signalization to Improve Traffic Flow	<input checked="" type="checkbox"/>		
Mill Pond Bridge Enhancements (Pedestrian Lighting, Decorative Railings, etc.)	<input checked="" type="checkbox"/>		
Trails to: Gordon Hall, Westgate neighborhood, connections to Metroparks			<input checked="" type="checkbox"/>
Mill Pond and Creek Linear Park and Walkway			<input checked="" type="checkbox"/>
Pedestrian Bridge over Mill Creek at Warrior Park to connect Subdivisions and MetroParks		<input checked="" type="checkbox"/>	
Extension of Baker Road to Central Street			<input checked="" type="checkbox"/>
Relocation of Dexter Area Fire Department Building			<input checked="" type="checkbox"/>
Realignment of Jeffords and Alpine to form a traditional intersection	<input checked="" type="checkbox"/>		
New Village Hall			<input checked="" type="checkbox"/>
Improvements to Parker Road Intersection			<input checked="" type="checkbox"/>
<b>Parking Improvements</b>			
West addition to Dairy Queen lot - inc. land acquisition		<input checked="" type="checkbox"/>	
East additions to Dairy Queen lot - inc. land acquisition		<input checked="" type="checkbox"/>	
Lots north & west of old Busch's site - inc. connection to Farmers Market and Library	<input checked="" type="checkbox"/>		
Consolidated parking lot west of Baker Road - land acquisition/easement			<input checked="" type="checkbox"/>
Parking improvements/consolidation of the Masonic lot			<input checked="" type="checkbox"/>
New public lots south of Forest Street to support new retail			<input checked="" type="checkbox"/>
<b>New Residential Areas</b>			
Alpine Street		<input checked="" type="checkbox"/>	
Broad Street			<input checked="" type="checkbox"/>
Conversion of upper level space to residential units			<input checked="" type="checkbox"/>
Grand Street			<input checked="" type="checkbox"/>
Baker Road			<input checked="" type="checkbox"/>
<b>Property Acquisition</b>			
Jeffords Street for Realignment	<input checked="" type="checkbox"/>		
East side of Alpine Street (retail)	<input checked="" type="checkbox"/>		
West side of Broad Street between Grand Street and Jeffords Street		<input checked="" type="checkbox"/>	
Between Alpine Street and Broad Street (parking)		<input checked="" type="checkbox"/>	
Forest Street for redevelopment (and parking lots)			<input checked="" type="checkbox"/>
<b>Streetscape Projects</b>			
Dexter - Ann Arbor Road Corridor Enhancements			<input checked="" type="checkbox"/>
Forest and Jeffords Street Realignment and Reconstruction	<input checked="" type="checkbox"/>		
Broad / Jeffords from Main Street to Grand Street		<input checked="" type="checkbox"/>	
Baker Road from Main Street to south DDA boundary			<input checked="" type="checkbox"/>
Wayfinding System (Vehicular & Pedestrian Direction System)			<input checked="" type="checkbox"/>
Central Street extended to Fifth Street			<input checked="" type="checkbox"/>
Grand Street from Broad Street to Baker Road			<input checked="" type="checkbox"/>
<b>Potential In-Fill Building Projects</b>			
Main Street / Dexter-Ann Arbor Road		<input checked="" type="checkbox"/>	
Alpine Street			<input checked="" type="checkbox"/>
Broad Street / Jefford Street			<input checked="" type="checkbox"/>
Forest Street			<input checked="" type="checkbox"/>
<b>PROGRAMS</b>			
By-Law Review	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>
Communications (Newspaper, Press Releases, Etc.)	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Annual Strategic Planning Session	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Downtown Events with Dexter Area Chamber of Commerce	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Marketing & Promotions	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Tourism	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Web Site Development	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	

**Table 1-B**  
Project and Program Funding

	Near Term 1-3 Years	Mid Term 4-6 Years	Long Term 7+ Years
<b>CAPITAL PROJECTS</b>			
District Wide Projects	\$ 50,000	\$ 1,050,000	\$ 6,800,000
Parking Improvements	\$ 450,000	\$ 1,350,000	\$ 2,750,000
New Residential Areas		\$ 500,000	\$ 1,500,000
Property Acquisition	\$ 450,000	\$ 425,000	\$ 1,850,000
Streetscape Projects	\$ 2,250,000	\$ 550,000	\$ 6,500,000
Potential In-Fill Building Projects		\$ 350,000	\$ 950,000
<b>Subtotal - Capital Projects</b>	<b>\$ 3,200,000</b>	<b>\$ 4,225,000</b>	<b>\$ 20,350,000</b>
			<b>\$ 27,775,000</b>
<b>PROGRAMS</b>			
By-Law Review	\$ 500		\$ 500
Communications (Newspaper, Press Releases, Etc.)	\$ 250	\$ 250	\$ 250
Annual Strategic Planning Session	\$ 150	\$ 150	\$ 150
Downtown Events with Dexter Area Chamber of Commerce	\$ 5,000	\$ 7,500	\$ 10,000
Marketing & Promotions	\$ 5,000	\$ 7,500	\$ 10,000
Tourism	\$ 1,500	\$ 1,500	\$ 2,500
Web Site Development	\$ 3,500	\$ 1,500	
<b>Subtotal - Programs</b>	<b>\$ 15,900</b>	<b>\$ 18,400</b>	<b>\$ 23,400</b>
<b>Estimated Budget for Development Plan Program</b>	<b>\$ 3,215,900</b>	<b>\$ 4,243,400</b>	<b>\$ 20,373,400</b>
			<b>\$ 27,832,700</b>

## Implementation Strategy

The Village of Dexter should employ the National Main Street Center organizational structure as a model to guide the implementation process. The National Main Street Center is a program sponsored by the National Trust for Historic Preservation whose objective is to revitalize commercial districts by combining economic development and historic preservation. The program has a proven national track record for downtown revitalization and is being embraced and promoted by the State of Michigan.

The National Main Street program centers around four distinct areas of concentration: organizational structure, promotion and marketing, design, and economic restructuring. While each of these areas is important to the success of the downtown district, the Village of Dexter DDA is a strong organization with a successful track record; therefore the focus will be on design and physical improvements, and economic restructuring strategies.

### Design and Physical Improvement Strategies

Design and physical improvements increase the aesthetics, safety, cohesion, and appeal of the district for business owners, residents, owners, investors, and visitors. The Dexter DDA has made significant physical improvements in the district, following are recommendations for additional improvements. It is envisioned that future improvements will be similar in character to the existing improvements.

- A. Streetscape Improvements – Streetscape improvements enhance the aesthetics, safety, character and cohesion of a district. Streetscape improvements that have been implemented along Main Street should be continued along Baker Road and also along Forest Street, Grand Street and Broad Street as they are improved.

- B. Parking Lot Improvements – The development and expansion of shared public parking lots is necessary for additional development in the DDA district. The Framework Plan proposes two expansions to the lot behind Dairy Queen and an expansion / consolidation of the Masonic lot with that of the day spa and also for the veterinarian and insurance office on Dexter-Ann Arbor Road. New public parking lots are proposed between Alpine Street and Broad Street, by the proposed redevelopment of Busch’s, behind the businesses along the north end of Baker Road, and on the south side of Forest Street to support the new retail developments.
- C. Wayfinding – As the downtown expands, the DDA should form a committee or assign a committee to oversee the development of a wayfinding system. A wayfinding system is a system of tools that facilitate navigation in an area through a hierarchy of information about destinations and directions.
- D. Mill Creek – Mill Creek forms the western border of downtown Dexter and is an underutilized asset that the community would like to be more visible and have better access to. To accomplish this, the Framework Plan proposes that Broad Street, south of Main Street, be realigned to the west in order to accommodate a linear public park along the west side of Broad Street that would provide views and access. The east side of the realigned Broad Street would consist of a mixture of retail and higher density residential uses. The DDA will need to market and coordinate partnerships with the Village, property owners, and developers/investors to accomplish this improvement.
- E. Traffic Signalization – Link the traffic signals at the Main Street / Baker Road Intersection with the Main Street / Broad Street Intersection to increase A.M. and P.M. peak hour traffic flow through the downtown.

### Organizational Structure

Organizational structure and strategies get everyone working toward the same goal and utilizing a variety of committees allows for a great deal of volunteer community input, divides the workload, and delineates responsibilities. Following are some organizational strategies that will build consensus and focus efforts.

- A. By-Law Review – DDA by-laws should be reviewed for sections that may be outdated and possibly do not reflect amendments in the state legislation.
- B. Communication – The DDA should ensure that adequate communication exists between the Board Members and the business community, Village Council, Planning Commission, Zoning Board of Appeals, Dexter Chamber of Commerce, and residents. Strong communication between groups and public relations enable the DDA to raise others awareness of DDA programs and successes, thereby further strengthening the DDA’s role within the community. Some methods to accomplish this include:
  - A DDA newsletter
  - Periodic newspaper column in the Dexter Leader
- C. Annual Strategic Planning Session – The DDA Board should schedule an annual strategic planning session to review the improvement plan and make updates as necessary.

### Promotion & Marketing Strategies

Promoting a positive image of the districts unique qualities, products, services, events, and attributes to the residents, business owners, Village officials, developers, and visitors lets people know that the district is a great place to live, work, play and invest. Ways to get the message out include getting the word out and drawing people into the district.

- A. Downtown Events – The DDA should continue to work with the Chamber of Commerce in promoting, improving, and participating in the downtown and annual events. Such activities include Dexter Daze, Apple Daze, Victorian Christmas, the Farmers Market, etc.
- B. Marketing & Promotions Program – It would be ideal to participate with the Dexter Chamber of Commerce to develop and direct an advertising and promotion campaign to increase the awareness of Dexter businesses, events, and offerings to residents, visitors, and investors. This strategy would be particularly beneficial to both organizations who share common membership and goals.
- C. Tourism – While the Village of Dexter is not a prime tourist destination; it does have a number of amenities that draw visitors and is well poised to attract additional visitors. In addition to the events that draw visitors, Dexter witnesses many people traveling through its downtown on their way to area lakes and recreation areas, or stop as part of planned bike tours and outings. Another major attraction in the fall is the cider mill. Developments that will likely draw additional visitors to Dexter include the plan for Gordon Hall, which includes a small winery and the Washtenaw County Border to Border Trail which is planned to pass through downtown Dexter.
- D. Web Site – A DDA website linked to the Village of Dexter web site would be a great place to post information about the district for a wide variety of interested parties. A current list of businesses, hours, a map (that also locates public parking), and events would benefit businesses and consumers, while information pertaining to demographics, trade area, market study results, and available commercial property would benefit investors and new or potential retailers.

#### Economic Development Strategies

Economic development strategies are important in the strengthening and diversifying the businesses in the district and thus the economic base.

- A. Conversion of Properties - The Framework Plan recommends the conversion of industrial and residential properties along the westerly end of Forest Street to retail and mixed-use development. This area would accommodate the supportable square footage identified in the market study and result in strengthening downtown Dexter. In order to accomplish this objective the DDA must serve as a transaction facilitator by acquiring the parcels in this area for redevelopment by the private sector. It is the same method used by the DDA and Village to acquire the former Sunoco gas station property adjacent to the Dairy Queen, which is now the site of the Monument Park Building developed by A.R. Brouwer Company. The conversion of properties in this locale of the downtown will be critical to ensure the long-term success of the plan.
- B. Additional Housing Development - The Market Study supported additional housing in and around the downtown core, as it would provide additional support for downtown businesses and activity in the district. Within the core opportunities exist for upper level housing and should be encouraged in new and redeveloped properties. In order to accomplish this, incentive programs or financial assistance may need to be created and shared parking arrangements with area businesses may need to be executed. Just outside the core lies the potential for the redevelopment of nearby properties to a higher density residential neighborhood.
- C. Infill / Redevelopment - Infill and redevelopment opportunities exist that would strengthen the downtown. Infill development is limited and would be concentrated along Dexter- Ann Arbor Road. Meanwhile, there are many opportunities for redevelopment. A prime location for redevelopment is the Busch's downtown site. Supplementing this would be the development of the area along Alpine Street across from the new Farmers Market and proposed library. Another major area for redevelopment is along west end of Forest Street into and extension of the commercial downtown and Grand Street into a higher density residential neighborhood.

**7. A Statement of the Construction or Stages of Construction Planned, and the Estimated Time of Completion.**

The time schedule for construction of the public improvement program for projects enumerated in the Development Plan would occur over the next thirty (30) years and would be contingent on the availability of other funding sources to leverage forecasted tax increment revenues. Improvements proposed in the amended plan are considered public-private initiatives and therefore involve close coordination with the Village of Dexter, state and federal agencies, and private developers.

**8. Parts of the Development Area to be Left as Open Space and Contemplated Use.**

Concerning the public improvements outlined, open space within that portion of the downtown area covered by the Development Plan will be confined to right-of-ways, pedestrian walks along streetscapes and public areas along Mill Creek. Proposed projects include improvements along Mill Creek to promote greater community access, and pedestrian connections between parks and residential areas.

**9. Portions of the Development Area which the Authority Desires to Sell, Donate, Exchange, or Lease to or From the Municipality and the Proposed Terms.**

Currently there are no properties that the Downtown Development Authority owns that it desires to sell, donate, exchange, or lease to or from the Village of Dexter.

**10. Desired Zoning Changes and Changes in Streets, Street Levels, Intersections and Utilities.**

Forest, Grand, Jeffords, and Alpine streets will be improved through the course of this plan. The realignment of the Main Street / Jeffords / Alpine intersection is also contemplated within the timeframe of this Development Plan. The Village of Dexter amended on April 10, 2006 the Central Business District and Village Commercial District, and adopted the Heritage Overlay District (HOD) on April 10, 2006, which govern the use and design of properties within the downtown core area. The Downtown Development Authority had an opportunity to offer input into these amendments and articles as the Dexter Planning Commission prepared them. The Future Land Use Map and Zoning Map are included in the appendix of this plan for reference. The Future Land Use Map and current Zoning districts will allow for the redevelopment of the downtown core area as envisioned in the Framework Plan.

**11. An Estimate of the Cost of the Development, Proposed Method of Financing and Ability of the Authority to Arrange the Financing.**

Financing for the public improvement projects outlined in Section 6 would be provided through funds generated by the Tax Increment Financing Plan resulting from annual increases in property valuations from annual property valuation (or CPI) growth, redevelopment and new construction within the Development Area. Further, the Downtown Development Authority may request the Village to sponsor a revenue bond or provide subordinate loan collateral using the proceeds of the tax increments as debt service payment to finance the improvements. In addition, funds may be sought from the Michigan Economic Development Corporation, monies through the Michigan Department of Transportation and, any other funding programs that the Authority and Village of Dexter deem beneficial.

**12. Designation of 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.**

The public improvements undertaken in the Development Plan will remain in public ownership for the public benefit. Although components of the projects outlined (i.e. lighting and landscaping) benefit adjacent commercial property owners, they are public assets to be managed by the municipality.

**13. The Procedures for Bidding for the Leasing, Purchasing, or Conveying of all or a portion of the Development upon its completion, if there is no expressed 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 to those Persons.**

Currently there are no agreements for property conveyance between the Village of Dexter, Dexter Downtown Development Authority or any person(s); natural or corporate for properties within that portion of the Development Area covered by the Development Plan. All land acquisitions, if any, would be done by mutual agreement between the seller and Authority, as property becomes available. Any such sale, lease or exchange shall be conducted by the Downtown Development Authority pursuant to requirements specified in Act 197 of Public Acts of 1975, as amended, with the consent of the Village of Dexter. If needed, more detailed procedures will be developed before the transactions are executed, according to applicable Village policy and Michigan state law.

**14. Estimates of the Number of Persons residing in the Development Area and the Number of Families and Individuals to be Displaced.**

On the basis of a review of the properties within the Downtown Development Authority District and Development Area it is estimated that there are more than 100 individuals who reside within the Development Area. This estimate was based on a physical inventory of dwelling units, review of the 2000 U.S. Census using PCensus software, and a review of property in the DDA Development Plan district classified as homestead and non homestead. As a result, the Village of Dexter will need to establish Area Development Citizens Council pursuant to Section 21 of Act No. 197 of 1975, as amended. A development area citizen's council shall be established at least 90 days before the public hearing on the development or tax increment financing plan. The development area citizens' council shall be established by the governing body and shall consist of not less than 9 members. The members of the development area citizens' council shall be residents of the development area and shall be appointed by the governing body. A member of a development area citizens' council shall be at least 18 years of age.

The Development Plan does require the acquisition and clearance of occupied residential property within that portion of the Development Area covered by the Development Plan. The DDA or a private party, in order to implement portions of the Development Plan, may facilitate the acquisition of property(s). Acquisition will not involve condemnation and families and individuals will not be displaced.

**15. A Plan for Establishing Priority for the Relocation of Persons Displaced by the Development in any New Housing in the Development Area.**

There is no plan to condemn property in conjunction with the Development Plan. As a result this section is inapplicable.

**16. Provision 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 Federal Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970.**

There is no plan to condemn property in conjunction with the Development Plan. As a result this section is inapplicable.

**17. A Plan for compliance with the Federal Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 and Act 227 of the Public Acts of 1972.**

There is no plan to condemn property in conjunction with the Development Plan. As a result this section is inapplicable.



*tax increment plan*



## *tax increment plan*

### What is Tax Increment Financing?

Tax increment financing is a public finance mechanism and primary redevelopment tool established through the statutory authority of the Downtown Development Authority Act. It works by allowing the DDA to capture the incremental increase in taxable valuation resulting from increased reinvestment in the downtown. The base taxable valuation is available to other municipalities for subsequent tax capture. In 1993 when the Dexter DDA Development Plan and Tax Increment Financing Plan was adopted the initial Taxable Valuation was \$7,999,000 and the capture valuation was \$212,000. In 2006, the captured valuation is now \$17,368,472 resulting in annual net revenue of \$429,361.

Since its inception the DDA has used tax increment financing to secure funding from local lending institutions, the Village, and municipal bonds. In turn, these funds have been used for land acquisition, parking lot construction, streetscape improvements, brownfield remediation, and intersection and traffic improvements.

Fiscal Year July-June	Initial Base Valuation	Taxable Valuation 1%	Captured Valuation
1993 - 94	\$ 7,999,000	\$ 8,211,000	\$ 212,000
1994 - 95	\$ 7,417,400	\$ 7,543,100	\$ 125,700
1995 - 96	\$ 7,417,400	\$ 8,604,660	\$ 1,187,260
1996 - 97	\$ 8,516,600	\$ 9,322,900	\$ 806,300
1997 - 98	\$ 8,450,600	\$ 10,304,503	\$ 1,853,903
1998 - 99	\$ 7,807,300	\$ 10,159,695	\$ 2,352,395
1999 - 0	\$ 7,807,300	\$ 11,313,909	\$ 3,506,609
2000 - 01	\$ 7,807,300	\$ 12,245,566	\$ 4,438,266
2001 - 02	\$ 7,807,300	\$ 14,192,430	\$ 6,385,130
2002 - 03	\$ 7,807,300	\$ 16,507,265	\$ 8,699,965
2003 - 04	\$ 7,807,300	\$ 17,493,681	\$ 9,686,381
2004 - 05	\$ 7,807,300	\$ 17,804,225	\$ 9,996,925
2005 - 06	\$ 7,807,300	\$ 19,667,598	\$ 11,860,298
2006 - 07	\$ 7,807,300	\$ 25,175,772	\$ 17,368,472

## 1. Definitions as Used in This Plan.

- a. "Captured Taxable Value" (the "CTV") means the amount in any one (1) year by which the current taxable value including the taxable value of property for which specific local taxes are paid in lieu of property taxes as determined, exceeds the initial taxable value.
- b. "Initial assessed value" means the assessed value, as equalized, of all the taxable property within the boundaries of the development 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 for which equalization has been completed at the time the resolution is adopted. Property exempt from taxation at the time of the determination of the initial assessed value shall be included as zero. For the purpose of determining initial assessed value, property for which a specific local tax is paid in lieu of a property tax shall not be considered to be property that is exempt from taxation. The initial assessed value of property for which a specific local tax was paid in lieu of a property tax shall be determined as provided in subdivision (y). In the case of a municipality having a population of less than 35,000 that established an authority prior to 1985, created a district or districts, and approved a development plan or tax increment financing plan or amendments to a plan, and which plan or tax increment financing plan or amendments to a plan, and which plan expired by its terms December 31, 1991, the initial assessed value for the purpose of any plan or plan amendment adopted as an extension of the expired plan shall be determined as if the plan had not expired December 31, 1991. For a development area designated before 1997 in which a renaissance zone has subsequently been designated pursuant to the Michigan renaissance zone act, 1996 PA 376, MCL 125.2681 to 125.2696, the initial assessed value of the development area otherwise determined under this subdivision shall be reduced by the amount by which the current assessed value of the development area was reduced in 1997 due to the exemption of property under section 7ff of the general property tax act, 1893 PA 206, MCL 211.7ff, but in no case shall the initial assessed value be less than zero.
- c. "Specific local tax" means a tax levied under 1974 PA 198, MCL 207.551 to 207.572, the commercial redevelopment act, 1978 PA 255, MCL 207.651 to 207.668, the technology park development act, 1984 PA 385, MCL 207.701 to 207.718, and 1953 PA 189, MCL 211.181 to 211.182. The initial assessed value or current assessed value of property subject to a specific local tax shall be the quotient of the specific local tax paid divided by the ad valorem millage rate. However, after 1993, the state tax commission shall prescribe the method for calculating the initial assessed value and current assessed value of property for which a specific local tax was paid in lieu of a property tax.
- d. "Tax increment revenues" means the amount of ad valorem property taxes and specific local taxes attributable to the application of the levy of all taxing jurisdictions upon the captured assessed value of real and personal property in the development area, subject to the following requirements:
  - (i) Tax increment revenues include ad valorem property taxes and specific local taxes attributable to the application of the levy of all taxing jurisdictions other than the state pursuant to the state education tax act, 1993 PA 331, MCL 211.901 to 211.906, and local or intermediate school districts upon the captured assessed value of real and personal property in the development area for any purpose authorized by this act.
  - (ii) Tax increment revenues include ad valorem property taxes and specific local taxes attributable to the application of the levy of the state pursuant to the state education tax act, 1993 PA 331, MCL 211.901 to 211.906, and local or intermediate school districts upon the captured assessed value of real and personal property in the development area in an amount equal to the amount necessary, without regard to subparagraph (i), to repay eligible advances, eligible obligations, and other protected obligations.

- (iii) Tax increment revenues do not include any of the following:
  - (A) Ad valorem property taxes attributable either to a portion of the captured assessed value shared with taxing jurisdictions within the jurisdictional area of the authority or to a portion of value of property that may be excluded from captured assessed value or specific local taxes attributable to such ad valorem property taxes.
  - (B) Ad valorem property taxes excluded by the tax increment financing plan of the authority from the determination of the amount of tax increment revenues to be transmitted to the authority or specific local taxes attributable to such ad valorem property taxes.
  - (C) Ad valorem property taxes exempted from capture under section 3(3) or specific local taxes attributable to such ad valorem property taxes.
- (iv) The amount of tax increment revenues authorized to be included under subparagraph (ii), and required to be transmitted to the authority under section 14(1), from ad valorem property taxes and specific local taxes attributable to the application of the levy of the state education tax act, 1993 PA 331, MCL 211.901 to 211.906, a local school district or an intermediate school district upon the captured assessed value of real and personal property in a development area shall be determined separately for the levy by the state, each school district, and each intermediate school district as the product of sub-subparagraphs (A) and (B):
  - (A) The percentage that the total ad valorem taxes and specific local taxes available for distribution by law to the state, local school district, or intermediate school district, respectively, bears to the aggregate amount of ad valorem millage taxes and specific taxes available for distribution by law to the state, each local school district, and each intermediate school district.
  - (B) The maximum amount of ad valorem property taxes and specific local taxes considered tax increment revenues under subparagraph (ii).

## **2. Purpose of the Tax Increment Financing Plan**

The Village of Dexter Downtown Development Authority District was established pursuant to ordinance because the Village experienced notable property value deterioration in various locations throughout the community. In order to halt property tax value deterioration, increase property tax valuations and facilitate the overall economic growth of its business district, it is deemed to be beneficial and necessary to create and provide for the operation of a Downtown Development Authority in the Village under the provisions of Act 197 Public Acts of Michigan, 1975 as amended (the "Act").

The "Downtown Development Authority Act", authorizes the Authority to prepare a Tax Increment Financing Plan (the "Plan"), which includes the Development Plan, a detailed explanation of the tax increment procedure, the maximum amount of bonded indebtedness to be incurred or reimbursed, duration of the program, the impact of tax increment financing on the taxable values of all taxing jurisdictions in which the development area is located, and a statement of the portion of the captured taxable value to be used by the Authority. The benefit of using tax increment financing as a method to finance district improvements is that all local units of government levying taxes within the Village of Dexter contribute to the revitalization of the business district. Prior to legislative authorization of tax increment financing only the municipality provided tax revenues for revitalization activities while the other taxing authorities shared in the benefits of the revitalization efforts.

### 3. Explanation of the Tax Increment Procedure

The theory of tax increment financing holds that investment in necessary capital improvements in a designated area within a municipality will result in greater property tax revenues from that area than would otherwise occur if no special development were undertaken. This section is intended to explain the tax increment procedure.

- a. In order to provide a Downtown Development Authority with the means of financing development proposals, the Act affords the opportunity to undertake tax increment financing of development programs. These programs must be identified in a tax increment financing plan, which has been approved by the governing body of a municipality. Tax increment financing permits the Authority to capture incremental tax revenues attributable to increases in value of real and personal property located within an approved development area. The increases in property value may be attributable to new construction, rehabilitation, remodeling, alterations, additions or any other factors that cause growth in value.
- b. At the time the resolution or ordinance establishing a tax increment financing plan is adopted, the sum of the most recently taxable values, as equalized, of those taxable properties located within the development area is established as the "Initial Taxable Value" (the "ITV"), also referred to as the "Base Taxable Valuation.". Property exempt from taxation at the time of determination of the Initial Taxable value is included as zero. In each subsequent year, the total real and personal property within the district, including abated property on separate rolls, is established as the "Current Taxable value."
- c. The amount by which the total taxable value exceeds the ITV is the Captured Taxable Value (the "CTV"). During the period in which a tax increment financing plan is in effect, local taxing jurisdictions continue to receive ad valorem taxes based on the ITV. Property taxes paid on a predetermined portion of the CTV in years subsequent to the adoption of tax increment financing plan, however, are payable to an authority for the purposes established in the tax increment financing plan.

### 4. Taxing Jurisdiction Agreements.

Tax increment revenues for the Downtown Development Authority ("DDA") result from the application of the general tax rates of the incorporated municipalities and all other political subdivisions, which levy taxes in the development area to the captured taxable value. Since the Plan may provide for the use of all or part of the captured tax increment revenue, the DDA may enter into agreements with any of the taxing units to share a portion of the revenue of the District. Because the DDA has obligated expenditures prior to the change in Michigan property tax law, capture of school district millage by the DDA is allowed and will continue until 2010 for the 1994 Village of Dexter Bonds (\$255,000) bond issue and until 2016 for the 1994 Village of Dexter (\$135,000) MEDC-CDBG loan repayment.

The Authority intends to utilize all captured revenue from the District, as referenced in Table 3, until the projects addressed in the Development Plan are completed and, until any bonded indebtedness is paid, whichever is the later occurrence. Currently, the DDA, as outlined in Table 4, does not capture 53% of Washtenaw County ISD millage and 50% of Washtenaw County millage.

## 5. Property Valuations and Captured Revenue.

The property valuation on which tax increment revenues will be captured is the difference between the Initial Assessed Valuation and the Current Assessed Valuation. The purpose of this section is to set forth the Initial Assessed Valuation, the projected Captured Assessed Valuation and the anticipated increment revenues to be received by the Authority from the local taxing jurisdictions including the Village of Dexter and Monroe and Washtenaw Counties, and any other authorities or special tax districts that may be eligible to levy property taxes within the boundaries of the Downtown Development Authority, herein collectively referred to as the "Local Taxing Jurisdictions."

- a. The Initial Assessed Valuation is established based on the state taxable valuations on real and personal property and on all non-exempt parcels within that portion of the Development Area as of December 31, 1992. The Initial Assessed Valuation of the Authority in 1993 was \$7,999,000.

**Table 2**  
Property Valuations - Summary 1992 through 2006

	Initial Base Valuation	Taxable Valuation	Captured Valuation
1993	\$ 7,999,000	\$ 8,211,000	\$ 212,000
1994	\$ 7,417,400	\$ 7,543,100	\$ 125,700
1995	\$ 7,417,400	\$ 8,604,660	\$ 1,187,260
1996	\$ 8,516,600	\$ 9,322,900	\$ 806,300
1997	\$ 8,450,600	\$ 10,304,503	\$ 1,853,903
1998	\$ 7,807,300	\$ 10,159,695	\$ 2,352,395
1999	\$ 7,807,300	\$ 11,313,909	\$ 3,506,609
2000	\$ 7,807,300	\$ 12,245,566	\$ 4,438,266
2001	\$ 7,807,300	\$ 14,192,430	\$ 6,385,130
2002	\$ 7,807,300	\$ 16,507,265	\$ 8,699,965
2003	\$ 7,807,300	\$ 17,493,681	\$ 9,686,381
2004	\$ 7,807,300	\$ 17,804,225	\$ 9,996,925
2005	\$ 7,807,300	\$ 19,667,598	\$ 11,860,298
2006	\$ 7,807,300	\$ 25,175,772	\$ 17,368,472

This amount has been adjusted on several occasions to reflect changes in valuation promulgated by the State Tax Commission.

- b. The anticipated Captured Taxable value is equivalent to the annual total taxable value within the Development Area boundaries less the Initial Taxable value as described above. The tax increment revenues are then the product of all millages levied by all taxing units in the Development Area on the CTV. The CTV is projected based on a number of factors including historical growth patterns, recent construction trends, economic indicators and the impact of certain development projects anticipated to be undertaken by the Downtown Development Authority. For projection purposes, the annual growth rate for the remainder of the forecast (2006 - 2036) is factored at 1.00 (%) percent for real property. A more detailed depiction of the Captured Taxable Valuations can be found in Table 3.
- c. The Authority will receive that portion of the tax levy of all taxing jurisdictions paid each year on the Captured Taxable Value of the eligible property included in the Development Area. The Authority may use the revenues for any legal purpose as is established under the Act including the payment of principal and interest on bonds and loans.

The Treasurer will collect the general property taxes from property owners in the development area district. After taxes are collected, the Treasurer will deduct that portion of the total tax revenues that is derived from captured taxable value within the development area and distribute them to the DDA to use for purposes outlined in the development plan. A review of the 2005-millage rates for all Local Taxing Jurisdictions in the development area is as set forth in Table 4.

**Table 3**  
Forecast of Captured Tax Increment Revenues

Fiscal Year July-June	Taxable Valuation 1%	Net New Projects	Adjusted Captured Valuation	Eligible Obligations	Amount Reimbursed State	Millage Other 21.8264	Forecasted Net Revenues
2006 - 7	\$ 25,175,772	\$ -	\$ 17,368,472	\$ 50,270	\$ 331,784	\$ 379,091	\$ 429,361
2007 - 8	\$ 25,427,530	\$ 150,000	\$ 17,770,230	\$ 48,170	\$ 342,722	\$ 387,860	\$ 436,030
2008 - 9	\$ 25,681,805	\$ 200,000	\$ 18,074,505	\$ 56,040	\$ 341,545	\$ 394,501	\$ 450,541
2009 - 10	\$ 25,938,623	\$ 350,000	\$ 18,481,323	\$ 54,620	\$ 351,914	\$ 403,381	\$ 458,001
2010 - 11	\$ 26,198,009	\$ 357,000	\$ 18,747,709	\$ 13,200	\$ 399,193	\$ 409,195	\$ 422,395
2011 - 12	\$ 26,459,989	\$ 364,140	\$ 19,016,829	\$ 13,200	\$ 405,113	\$ 415,069	\$ 428,269
2012 - 13	\$ 26,724,589	\$ 371,423	\$ 19,288,712	\$ 13,200	\$ 411,094	\$ 421,003	\$ 434,203
2013 - 14	\$ 26,991,835	\$ 378,851	\$ 19,563,386	\$ 13,200	\$ 417,136	\$ 426,998	\$ 440,198
2014 - 15	\$ 27,261,754	\$ 386,428	\$ 19,840,882	\$ -	\$ -	\$ 433,055	\$ 433,055
2015 - 16	\$ 27,534,371	\$ 394,157	\$ 20,121,228	\$ -	\$ -	\$ 439,174	\$ 439,174
2016 - 17	\$ 27,809,715	\$ 402,040	\$ 20,404,455	\$ -	\$ -	\$ 445,356	\$ 445,356
2017 - 18	\$ 28,087,812	\$ 410,081	\$ 20,690,593	\$ -	\$ -	\$ 451,601	\$ 451,601
2018 - 19	\$ 28,368,690	\$ 418,282	\$ 20,979,672	\$ -	\$ -	\$ 457,911	\$ 457,911
2019 - 20	\$ 28,652,377	\$ 426,648	\$ 21,271,725	\$ -	\$ -	\$ 464,285	\$ 464,285
2020 - 21	\$ 28,938,901	\$ 435,181	\$ 21,566,782	\$ -	\$ -	\$ 470,725	\$ 470,725
2021 - 22	\$ 29,228,290	\$ 443,885	\$ 21,864,874	\$ -	\$ -	\$ 477,231	\$ 477,231
2022 - 23	\$ 29,520,573	\$ 452,762	\$ 22,166,035	\$ -	\$ -	\$ 483,805	\$ 483,805
2023 - 24	\$ 29,815,778	\$ 461,818	\$ 22,470,296	\$ -	\$ -	\$ 490,446	\$ 490,446
2024 - 25	\$ 30,113,936	\$ 471,054	\$ 22,777,690	\$ -	\$ -	\$ 497,155	\$ 497,155
2025 - 26	\$ 30,415,075	\$ 480,475	\$ 23,088,250	\$ -	\$ -	\$ 503,933	\$ 503,933
2026 - 27	\$ 30,719,226	\$ 490,084	\$ 23,402,011	\$ -	\$ -	\$ 510,782	\$ 510,782
2027 - 28	\$ 31,026,419	\$ 499,886	\$ 23,719,005	\$ -	\$ -	\$ 517,700	\$ 517,700
2028 - 29	\$ 31,336,683	\$ 509,884	\$ 24,039,267	\$ -	\$ -	\$ 524,691	\$ 524,691
2029 - 30	\$ 31,650,050	\$ 520,082	\$ 24,362,831	\$ -	\$ -	\$ 531,753	\$ 531,753
2030 - 31	\$ 31,966,550	\$ 530,483	\$ 24,689,733	\$ -	\$ -	\$ 538,888	\$ 538,888
2031 - 32	\$ 32,286,216	\$ 541,093	\$ 25,020,008	\$ -	\$ -	\$ 546,097	\$ 546,097
2032 - 33	\$ 32,609,078	\$ 551,915	\$ 25,353,692	\$ -	\$ -	\$ 553,380	\$ 553,380
2033 - 34	\$ 32,935,168	\$ 562,953	\$ 25,690,821	\$ -	\$ -	\$ 560,738	\$ 560,738
2034 - 35	\$ 33,264,520	\$ 574,212	\$ 26,031,432	\$ -	\$ -	\$ 568,172	\$ 568,172
2035 - 36	\$ 33,597,165	\$ 585,696	\$ 26,375,562	\$ -	\$ -	\$ 575,684	\$ 575,684
2036 - 37	\$ 33,933,137	\$ 597,410	\$ 26,723,247	\$ -	\$ -	\$ 583,272	\$ 583,272

**6. Maximum Indebtedness.**

The maximum amount of indebtedness to be incurred by the DDA will be limited to only those projects and programs identified in the Development Plan and will be limited by the annual revenues available to Downtown Development Authority for bond interest and principal payments. This amount may vary depending on the size of the Development Area District, the type and intensity of development and redevelopment, and the balance of indebtedness owed by the DDA on previous bond issues or loans. A description of the various projects and the actual amounts expected to be financed are as set forth in Section 5 and 6, and Table 1A of the Development Plan. Revenues captured will be used to accomplish projects in the Development Area.

**Table 4**

Anticipated Millage to be Captured	<i>Entity Millage</i>	<i>Percent Captured</i>	<i>DDA Capture</i>	
Dexter Public Schools	18.00000	100%	18.0000	<i>through 2016</i>
Washtenaw ISD	3.99700	47%	1.8786	<i>through 2016</i>
Washtenaw County	3.97860	50%	1.9893	
Village of Dexter	12.99000	100%	12.9900	
Dexter Library	1.67090	100%	1.6709	
Scio Township	1.45130	100%	1.4513	
Washtenaw Comm College	3.72490	100%	3.7249	
<b>Total Millage</b>	<b>45.81270</b>		<b>41.70499</b>	
<i>Millage (Educational)</i>			<i>19.87859</i>	
<i>Millage (Other Entities)</i>			<i>21.82640</i>	

## 7. Use of Captured Revenues

Revenues captured through this Tax Increment Plan will be used to finance those improvements and projects outlined in Table 1A and Table 1B of the Development Plan in accordance with procedures specified in this Plan. Further, captured revenues can be used to finance current financial obligations of DDA, to pay for costs incurred by the Village/DDA in implementing both the Development Plan and the Tax Increment Financing Plan, costs incurred by the Village/DDA in implementing the Downtown Framework Plan, marketing and promotions costs, to pay for costs associated with the administration and operation of the Development and Tax Increment Plan, maintenance of projects, and other eligible expenses consistent with PA 197 of 1975, as amended.

## 8. Duration of the Program

The 2005 Development Plan and Tax Increment Financing Plan shall extend the Tax Increment Financing Plan until such time that all projects and programs identified in the Development Plan have been implemented. The tax increment forecast extends to 2036, however the actual duration of the Development Plan and Tax Increment Financing Plan will be determined by the length to implement identified projects and pay for all outstanding debt obligations.

## 9. Plan Impact on Local Taxing Jurisdictions

The Authority recognizes that future development and continued enhancements in the DDA business area will not be likely in the absence of tax increment financing. The Authority also recognizes that enhancement of the value of nearby property will indirectly benefit all local governmental units included in this plan. It is expected that the effected local taxing jurisdictions will experience a gain in property tax revenues from improvement made in the Development Area during the duration of the plan and should realize increased property tax revenues thereafter as a result of activities financed by the plan. Such future benefits cannot be accurately quantified at this time. However based on the tax increment revenue forecast the Village of Dexter would contribute 32% of tax increment revenues and other taxing authorities would contribute 68% through 2016. After the eligible obligations are paid the Village of Dexter would contribute 63% of the anticipated revenues and other taxing authorities would contribute 37%.

## **10. Release of Captured Revenues After Completion of Plan**

When the Development and Financing Plans have been accomplished, the captured revenue is released and the local taxing jurisdictions receive all the taxes levied from that point on.

## **11. Assumptions of Tax Increment Financing Plan.**

The following assumptions were considered in the formulation of the Tax Increment Financing Plan:

- A. Real Property valuations are based on the 2005 actual State Taxable Value (S.T.V.) and reflect an increase of 1.0% each year thereafter. These increases are net of any additions or subtractions due to new construction, property acquisition, relocation, or other factors, based on an analysis of equalized valuations since 1992. It is the intention of the DDA to collect inflationary increases in the State Taxable Valuation during the term of this Plan.
- B. Commercial facilities exemptions certificates (CFT) have expired and are no longer available within the Downtown Development Authority District.
- C. Costs provided for the various development projects enumerated in Table 1 are estimated costs in 2006 dollars. Final costs are determined after the Authority authorizes the final designs.

## **12. Operating Agreement Between Downtown Development Authority and Local Unit of Government Regarding Use of Tax Increment Revenues.**

The Downtown Development Authority will not spend any funds outside of those annually approved through the budget process and shall not commit to any loans, leases, or purchases without sufficient evidence of an adequate revenue source to support the proposal.

## **13. Relationship of the Tax Increment Financing Plan with Other Funding Programs.**

As discussed in the Development Plan, the revitalization of the downtown business district will include tax increment financing and other forms of intergovernmental and private financing such as grants, special assessments, and loans. It is strongly recommended that tax increment financing revenues be used to leverage other funds in order to implement the planned program.

## **14. Relationship to Community Master Plan**

The Development Plan indicates the need to revitalize the business areas of the community, which is an integral component of the community's redevelopment program and master plan. The Downtown Development Strategy Plan is deemed to be consistent with the recently adopted Village of Dexter Community Master Plan.

If it is determined that any portions of the Master Plan conflict with the provisions of the Downtown Development Plan, then the Development Plan shall be adopted as a component of the Master Plan pursuant to Section 8 of Act 285 of 1931; the Municipal Planning Act.

## **15. Submission of an Annual Report to Governing Body and State Tax Commission.**

Annually the Authority shall submit to the Village of Dexter and the State Tax Commission a report on the status of the tax increment financing account. The report shall include those items enumerated in Section 15 (3) of Act 197 of 1975 (MCL 125.1665). Further, the report shall be published in a newspaper of general circulation.



## Appendices

### Tab #

- 1 Dexter Vision Session Summary & Public Notice
- 2 Results of DDA and Village Council Survey
- 3 MapInfo Market Study
- 4 Memorandum from Village Manager Regarding Potential Public Projects
- 5 Village of Dexter Zoning for Village Commercial (VC) , Central Business District CBD, and Heritage Overlay District (HOD)
- 6 Village of Dexter Future Land Use Map and Zoning Map