

Charlevoix Communities Focus Areas Plan

A joint plan of the
City of Charlevoix
&
Charlevoix Township

2024



Forward

This plan is built upon a process of supported collaboration between the City of Charlevoix and Charlevoix Township. A recognized need to coordinate along specific focus areas for the purposes of land use alignment, support of goals for increased density, and quality build environment are driving factors for the process. The end result of the analysis of this process is the establishment of directives for adjustment to land use policy and zoning regulation for each jurisdiction. Recommended for adoption by both jurisdictions, these policy and regulatory directives promote fluid development across jurisdictional lines, promoting density in areas currently occupied by established single-family residential development, office, commercial and industrial uses.

The mix of established uses is largely free of noxious impacts felt by intense industrial categories, and the plan focuses on the ability to utilize form and design to allow for a continued mix and expansion of mixed uses. This form is rooted in the established single-family residential neighborhoods, and is meant to outline design standards which:

- Bring structures closer to the front lot lines and roadways.
- Incorporate architectural features such as covered porches, peaked roof lines, and building facades which recess and extend along their length.
- Parking areas that are located to sides and rears of structures for higher density residential, commercial and industrial uses.
- Requirements for landscaping and maintaining of existing vegetation.
- Screening/buffering which is required between higher density and lower density residential uses, between industrial and residential uses, and also between parking areas, storage and refuse locations and public ROW and residential uses.

The plan is divided into four chapters. Narratives for each chapter can be found on the adjoining page. The reader is encouraged to review the full plan analysis and appendices to gain an understanding of the directives, but one is able to flip directly to “**Chapter 4: Implementation**” on page 32 for a full understanding of the final directives to be undertaken.

Credits

This plan was prepared under the guidance of the City of Charlevoix and Charlevoix Township.
Special Thanks to:

- Mark Heydlauff - City Manager: City of Charlevoix
- Dan Ulrich - Township Supervisor: Charlevoix Township
- Jonathan Scheel - Director of Planning & Zoning: City of Charlevoix
- Heidi Phaneuf - North Region Transportation Planner: MDOT
- Jay Gailitis - Manager: MDOT Gaylord Service Center
- Joanne Schroeder - CEO: Munson Charlevoix

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Community Development:



Plan Contents

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The plan initiates with an introduction to the communities and planning areas. The process and methodology are presented.

2) WEST FOCUS AREA....PAGE 8

Analysis of the West Focus Area is conducted through significant spatial analysis, ground-truthing, infrastructure, land use policy and regulatory zoning review. The chapter concludes with directives for updating land use policies, zoning text and map amendments.

3) NORTH FOCUS AREA....PAGE 20

Analysis of the North Focus Area is conducted through significant spatial analysis, ground-truthing, infrastructure, land use policy and regulatory zoning review. The chapter concludes with directives for updating land use policies, zoning text and map amendments.

4) IMPLEMENTATION....PAGE 32

A summary of the plan analysis for both focus areas and a structured approach to implementation of directives is presented. The chapter contains examples that display what is envisioned for design and layout of sites through recommended policy and regulatory language. Also included is policy direction, regulatory template language, zoning map amendment locations and coordination of agreements for expansion of necessary infrastructure.

1) INTRODUCTION

The Charlevoix Communities as defined for this planning process consist of the City of Charlevoix and Charlevoix Township. These communities are located in Northwestern Charlevoix County along the Lake Michigan shoreline, and surround the Round Lake Channel which provides outflow of Round Lake and Lake Charlevoix to Lake Michigan. The Charlevoix Communities were originally home to indigenous Anishinabek peoples who spent warm months fishing, farming, hunting and gathering prior to returning to southern Michigan lodging for the winter months. Upon the arrival of white settlers extraction of natural resources in the form trapping and later of timber harvest set the stage for continued settlement by European and American immigrants and migrants.

Access to the Charlevoix area was primarily by maritime routes until 1892 when the area was connected to the expanding railroad system in Michigan and Nationally. This access via rail brought about expansion of the tourism industry as visitation rates began to grow. Throughout the 20th century the area saw industry and community change as manufacturing grew and then largely vanished, while tourism and seasonal visitation continued to grow. The community is now supported by a robust tourism economy (largely impacting retail, service and lodging sectors) and to a lesser extent by manufacturing, healthcare and natural resources based industries.

The community has experienced significant challenges in the last decade of an aging population, and a notable decrease of population within the City of Charlevoix. These demographic challenges are compounded by issues related to a limited housing stock, and the pressures that are placed on housing in areas of significant tourism, such as seasonally occupied housing stock in both the form of second “vacation” homes and commercially oriented “short-term rentals”. Each of these pressures remove individual housing units from being made available to permanent residents of the community.

Purpose and Need

The Charlevoix Communities have an expressed interest in meeting the challenges within their respective communities. The City and Township have both proactively maintained a direction for community growth through the development and updating of individual community Master Plans. These plans identify community deficiencies, areas of focus, and devise specific strategies to meet challenges. The importance of these plans as underlying policy towards regulatory zoning requirements cannot be understated. As policy is a guiding hand, zoning regulation is the regulatory yard stick by which all use and design is measured.

Growth spans the Township and City, with development occurring along a defined although sinuous boundary between the two jurisdictions. It is along these abutting jurisdictional lines that the need for a focused, collaborative and coordinated approach to land use planning and policy is needed. Leadership at the City and Township have recognized the variation of policy with each jurisdiction, and are more than aware of the challenges present to the community; with this in mind they have provided direction to move through a process which will catalogue existing conditions, policy direction and regulation, to form a cohesive approach for a joint community policy for development.

Community Features

Charlevoix is significantly impacted by surface waters and terrain. The communities are located on two peninsulas which are split by the Round Lake Channel which flows to Lake Michigan. This creates a northern and southern portion of each of the local units which are connected by a single draw bridge along US 31. Additionally the Township has significant wetland areas in the South, and to a lesser extent to the north. Steep slopes are present along portions of the lake-shores, river channel and inland locations (including significant slopes associated with the limestone quarry). Slopes can impact type, location and style of developments. (See Map #1)

Much of the City of Charlevoix is built-out with locations for in-fill development. Many of these locations are located along the jurisdictional lines with Charlevoix Township. Previous planning efforts have identified need to focus planning in these areas, which is carried over to this planning effort.



Map # 1 Charlevoix Communities Features

Planning Areas

Two specific areas are identified for focus within this planning process and document. The Areas are referred to as the “West Focus Area” and the “North Focus Area”. The two areas span jurisdictional boundaries, have an existing mix of uses and structures, have established infrastructure and viable vacant land for future development. The locations are displayed on Map # 2.



Map # 2: Charlevoix Communities Focus Areas

Plan Layout and Methodology

The process undertaken for this plan provides key data inputs, existing policy and regulatory direction, and cumulates with a recommended joint policy and regulatory approach for implementation. Each of the focus areas are analyzed separately in respective chapters of this plan. A final implementation strategy outlining steps for each focus area are combined within the final chapter.

Focus Area Outline

The following steps are included for analysis of each focus area.

Existing Land Use Profile

The existing land use profile brings together data obtained from 2023 parcel layer including existing assessed use, vacant/unimproved parcels and tax exempt properties. An on-site analysis obtained through ground-truthing completed in June 2024 compliments the parcel data land use analysis, providing insight to characteristics which can only be obtained through direct visitation. An infrastructure profile for each area is then presented followed by the socio-economic tapestry for the areas.

Existing Policy and Regulatory Direction

Analysis of the existing land use policy and zoning regulation is provided. The analysis identifies commonalities, differences and notes potential hindrances/limitations from the respective local unit of government.

Desired Direction and Steps

A broader review of the overall proposed direction available from the existing Master Plans as applied to the focus areas is outlined, complimented with existing public and stakeholder input. This cumulates in an overall recommended direction for land use and character of the individual focus areas.

Implementation Strategy

The implementation strategy provides recommended language for policy and regulatory provisions, and an overall process by which the focus areas can be served and supported for development jointly by the local units of government.

2) WEST FOCUS AREA

The West Focus Area spans the City and Township boundary located west of the City center, bordered to the north by the Lake Michigan shore line, bordered to the west by the quarry, to the south by the airport and to the east by Sheridan Road. The City Master Plan identifies this area as a part of the larger “Central Neighborhood District”.

Approximately three quarters of the land area is under authority of the Township with the remaining one quarter under authority of the City. Uses within the area contain a mix of residential, medical, office, and mineral extraction. The transition from the City to the Township is primarily occupied by residential uses.

Parcel Classification & Unimproved Parcels

Property classification is a method by which assessors at the local unit of government identify a specific parcel, assigning a classification code that references the existing use of the property for taxation purposes. These classification codes are entered into a database along with other relevant data concerning the property that can then be represented in a spatial (i.e. map) format that is structured as a polygon of the parcel. These codes are valuable to land use planning in that they identify differing uses such as residential, commercial, and industrial allowing for a visual analysis that can be displayed in map form. Additionally a host of other information can be displayed such as unimproved, exempt and size of the parcel.

Included for a representation of structure location and density, are the building footprints. These footprints allow one to estimate density across the parcels which are improved. Map # 3 on the adjoining page displays the property classifications for the West Focus Area, with the statistics concerning those parcels displayed in Table # 1.

West Focus Area (Parcel Data)		
Property Class	# of Parcels	Area
Residential Improved	135	69.14 ac
Commercial Improved	6	44.19 ac
Industrial Improved	1	23.27 ac
Unimproved (vacant)	47	28.31 ac
Exempt Unimproved (vacant)	3	1.74 ac

Table # 1: West Focus Area Parcel Data

Parcel classification data displays that the predominant land use by parcel area is residential, followed by commercial and industrial. The area has a total of 47 parcels which are unimproved and available for development which account for 28.31 acres. There are total of 3 tax exempt parcels which cannot be developed and occupy a total area of 1.74 acres. Two of these parcels are under ownership of the Conservancy with a single exempt parcel at the north end of Eastern Road where the ROW meets the Lake Michigan shore line.

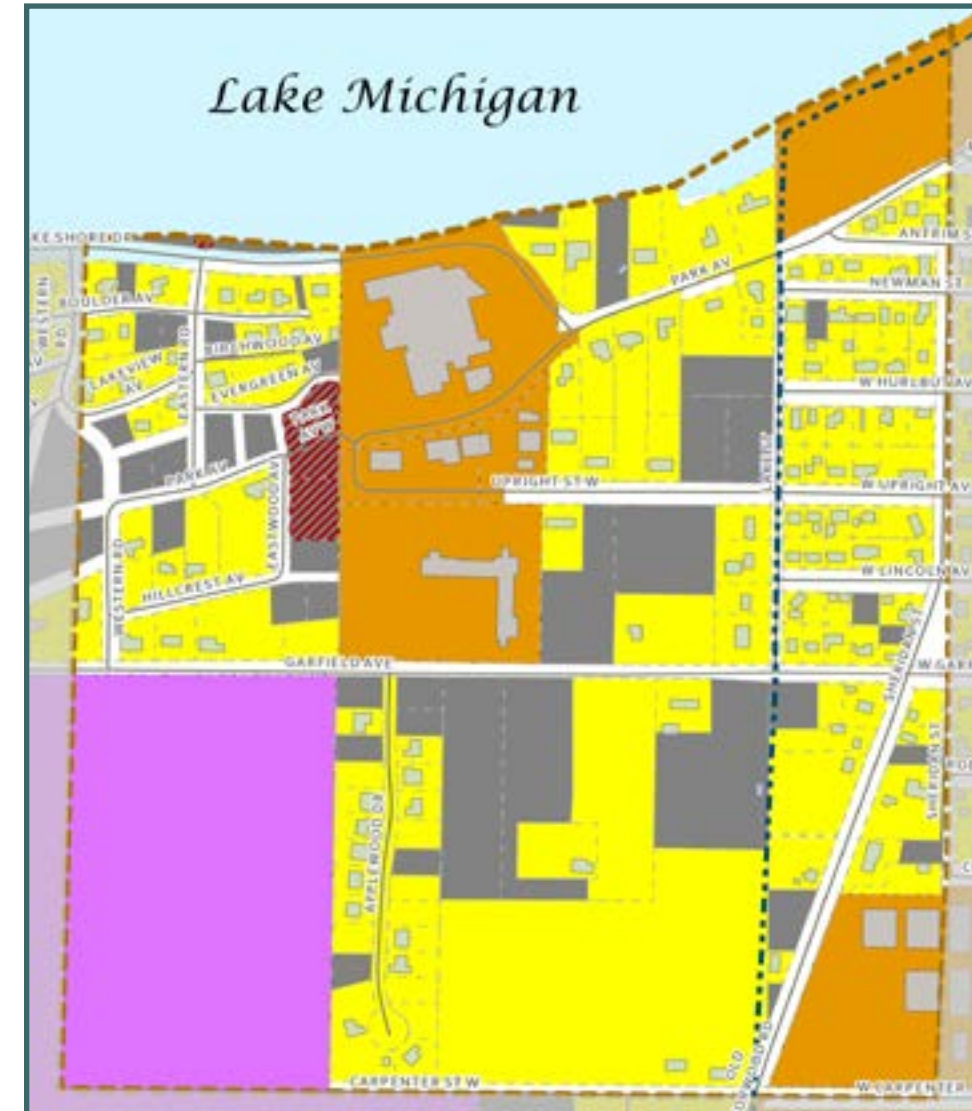
Taking a more in-depth look into the unimproved parcels, Map # 4 provides a visual of of the exempt parcels by size.

- Seven parcels are greater than 1 acre and less than 4.5 acres in size occupying a total area of 16.22 acres
- Forty parcels are 1 acre or less in size and occupy a total area of 12.09 acres.

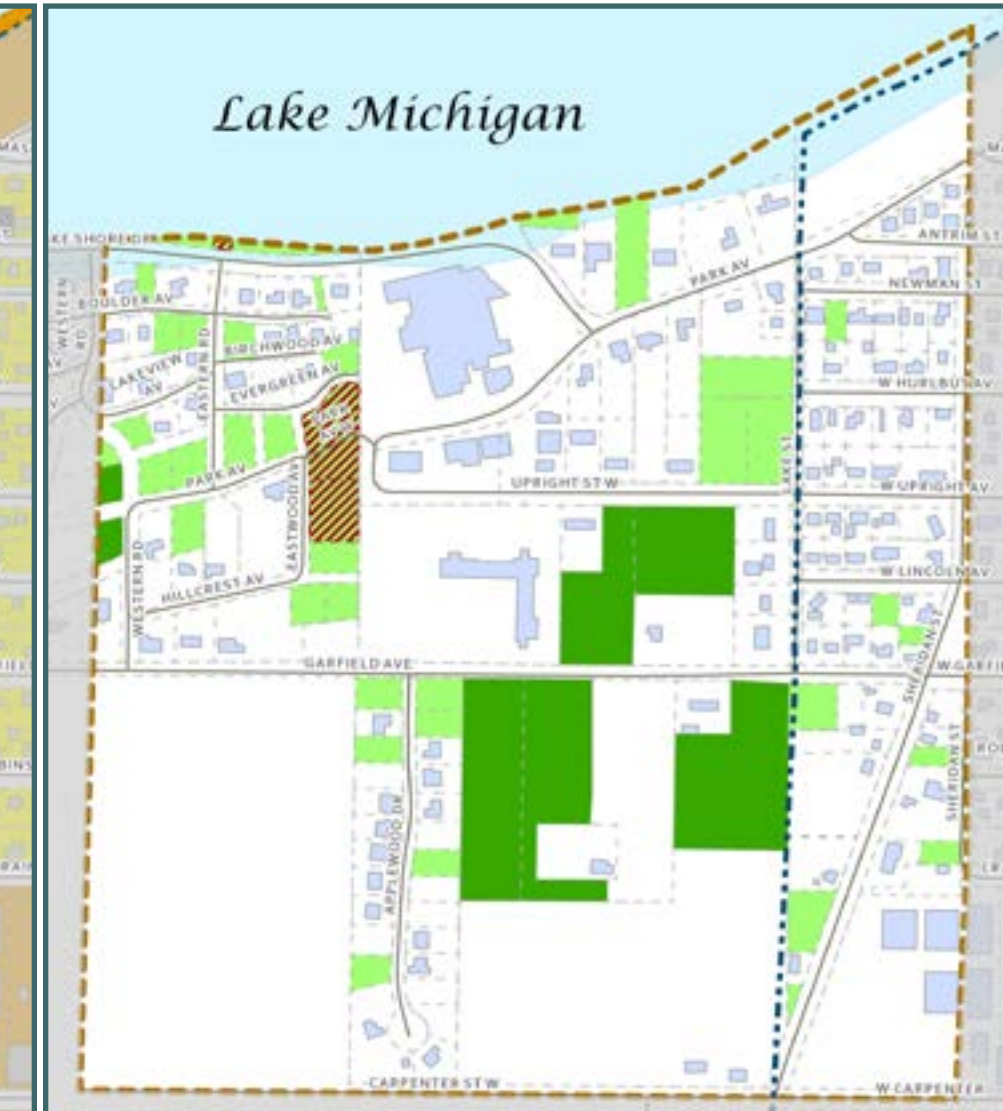
Findings

- Predominant land use is residential followed by commercial and industrial.
- Districts align along jurisdictional boundaries, with some variation in uses.
- A few large parcels classified as residential have a single structure.
- Vacant parcels within the focus area are available for development and arranged in a fashion that could allow for combination and a coordinated approach for future development.

Map # 3 West Focus Area Parcel Classification



Map # 4 West Focus Area Unimproved Parcels by Area



West Focus Area Ground-Truthing

For the purposes of this plan, ground-truthing is defined as direct visitation to the focus area. Ground-truthing provides an accurate reflection of on the ground conditions of the focus area, which identifies specific uses of parcels, noting businesses and industries, residential unit densities and conformation of vacancies and unimproved status. These findings confirm parcel classification and vacancy data, while providing additional information.

Ground-Truth Map Legend



Ground-Truthing Key and Narratives

On the adjacent page Map # 5 displays alphanumeric and symbol references to the key contained within this section. The references outline information specific to the parcel which contains the alphanumeric code or symbol.

Symbol Key

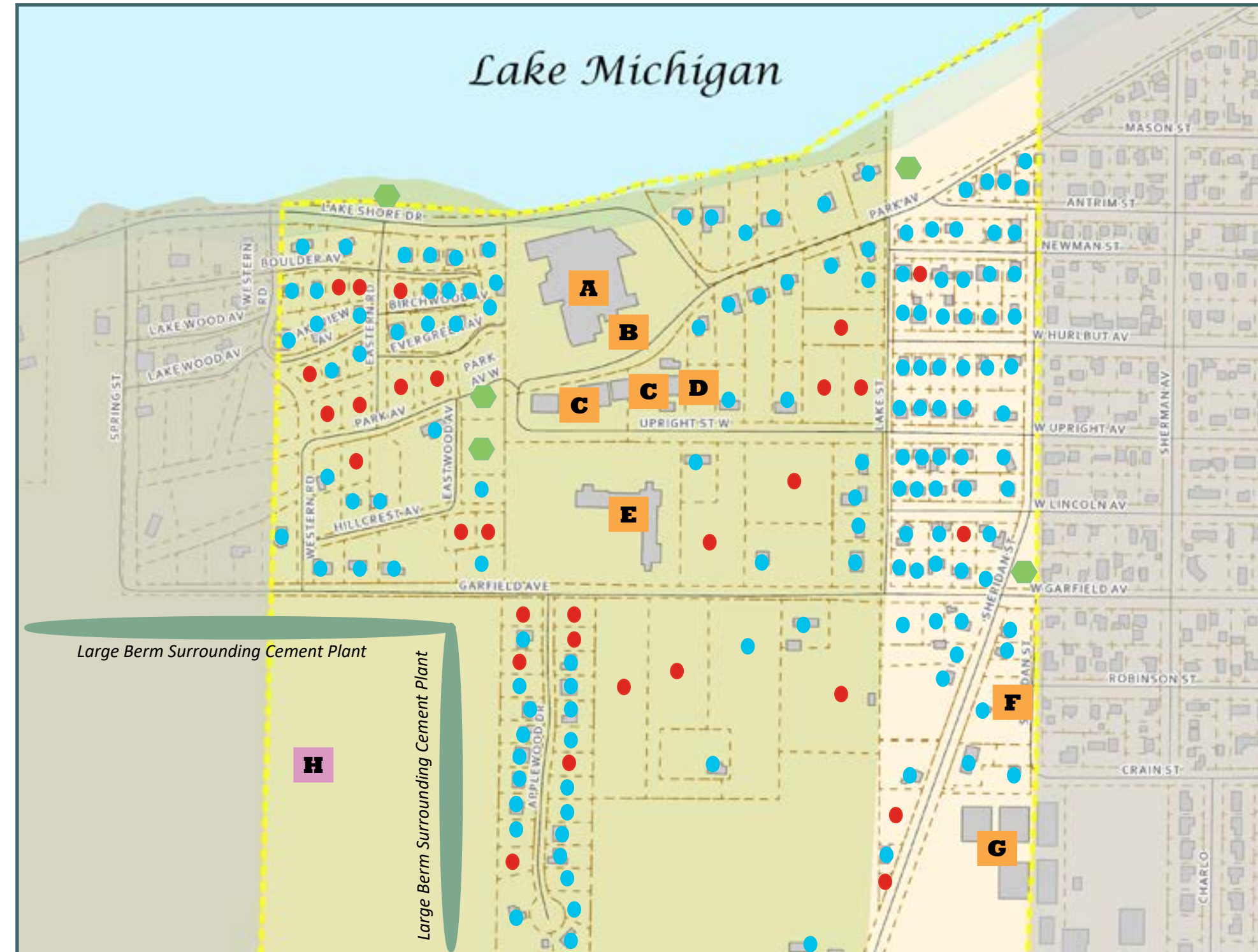
- Single-family residence.
- Development ready unimproved parcel.
- ◆ Exempt public accessible space.

Alphanumeric Key

- A** Munson Charlevoix Area Hospital & Emergency Room (commercial)
- B** Munson Medical Offices (commercial)
- C** Munson Administration & Medical Offices (commercial)
- D** Single-Family Home (Owned by Munson) (commercial)
- E** Boulder Park Terrace (Eldercare nursing home and acute rehabilitation center. Operated collaboratively between Munson and McLaren Northern Michigan) (commercial)
- F** Swanson K&D Excavation and Asphalt Contractor Business (commercial)
- G** Irish Boat Shop (Commercial Boat Storage) (commercial)
- H** Cement Plant (Raw Material Quarry) (industrial)

Findings

- Residential development is comprised of only single-family structures, with 138 identified.
- 1 single-family structure adjacent to medical campus is owned by Munson
- 29 identified vacant parcels available for development (additional vacant parcels are extremely small, located along the lake shore and are not able to be developed due to size and location).
- An older single-family home is a sole occupant of a large parcel which has adjacent unimproved parcels in the south of the area.
- Significant 'medical campus' operated by Munson Healthcare includes hospital and emergency services, medical offices, and a nursing home operated collaboratively with McLaren Northern Michigan.
- Commercial uses are limited in focus area, and are service oriented via an excavation contractor business and a boat storage facility.
- The industrial cement plant is screened from view via a large berm which provides separation from the adjacent uses.
- No retail businesses are located within the focus area.



Map # 5 West Focus Area Ground-Truthing

West Focus Area Infrastructure

The City of Charlevoix operates Water, Sewer and Electric Services through enterprise funds, which allow the City to manage the utilities in a business like manner. This provides the appropriate avenue for funding of infrastructure expansion and upgrades, and in conjunction with being a home rule City, allows for expansion of utilities to neighboring contiguous parcels outside of the City.

Utilities:

- Electric Service: Electrical service is provided to all of this focus area through the City.
- Water Service: The entirety of the City property within the focus area is served by City water. City Water Service mains extend into the Township and provide fire protection through connections to fire hydrants throughout the focus area. There is ability to expand water service to all parcels within the focus area.
- Sewer Service: City Sanitary Sewer is available to all City areas of the focus area. Sewer is limited within the Township portion, but capacity is available and the location of the focus area lends to gravity flow.

Other Infrastructure:

- Roads: Roadways within the City are managed with City oversight, while Township roadways are managed by the County Road Commission.
- Trails & Sidewalks: Sidewalks fall just short of the Township with Antrim and W. Carpenter Streets providing the closest connection. The Munson Campus has sidewalks for internal connections of the campus.
- Parks & Recreation: Active parks are largely absent from the focus area, with passive park connections to Lake Michigan present.

Infrastructure Expansion: Expansion of available City utilities in order to support and promote development is the most efficient and feasible option for the West Focus Area. Both the City Master Plan and Township Master Plan emphasize the importance of shared utilities across municipal boundaries, particularly in the context of Economic Development. Housing is one of many factors relating to economic development, of which residential uses are prioritized for this focus area.

**Map # 6:
West Focus
Area
Infrastructure**



West Focus Area Tapestries

Tapestry Segmentation combines the “who” of lifestyle demography with the “where” of local neighborhood geography to create a model of various lifestyle classifications, or segments, of actual neighborhoods. The West Focus Area has two defined tapestry segments: **Old and Newcomers** which comprise 54.3% of the focus area population, and **Rural Resort Dwellers** comprise 45.7% of the focus area population. A summary of each tapestry segment follows with the full tapestry report located in Appendix A.

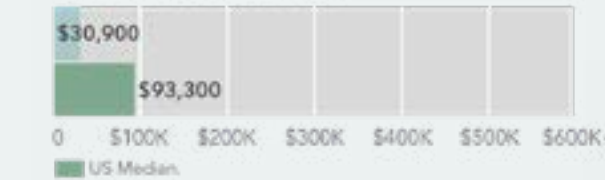
Old and Newcomers

- Average Household Size: 2.12
- Median Age: 39.4
- Median Household Income: \$44,900

Median Household Income



Median Net Worth

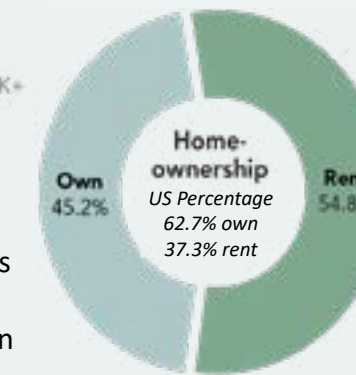


Income & Net Worth

- Income and net worth lower than US median.

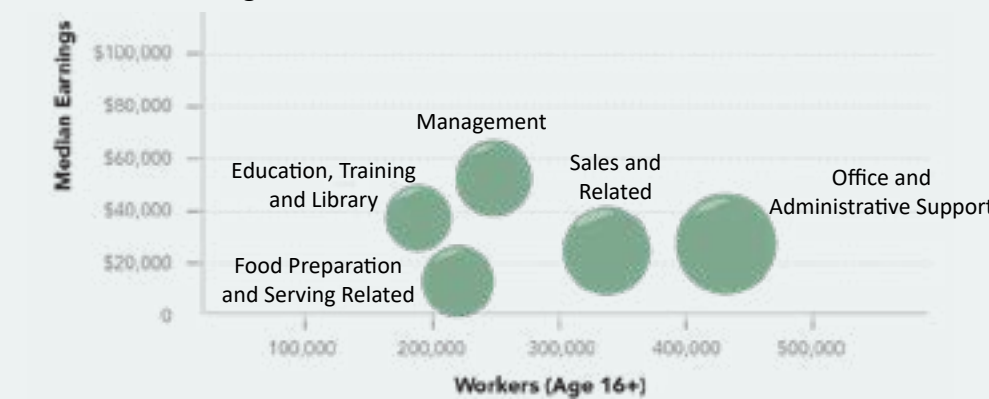
Housing Type

- Single-Family;
- Multi-units



Occupation by Earnings

- Top five occupations with highest number of workers **in market** for this tapestry. Highest earnings in Management, with sales and office admin containing most workers.



Rural Resort Dwellers

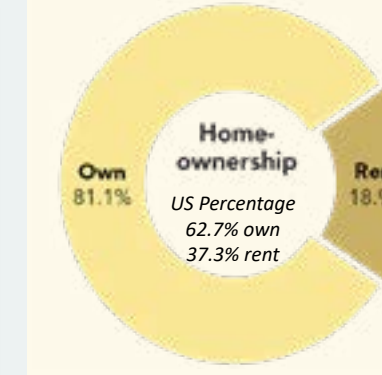
- Average Household Size: 2.22
- Median Age: 54.1
- Median Household Income: \$50,400

Income & Net Worth

- Income lower than US median, net worth is greater

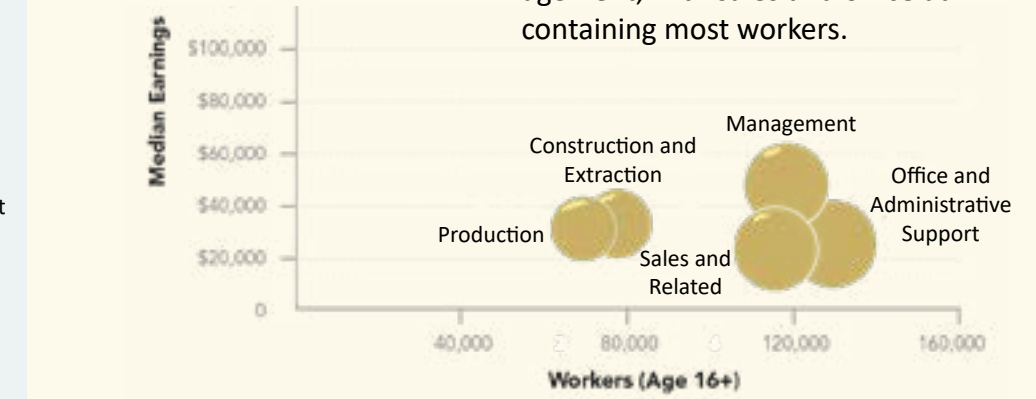
Housing Type

- Single-Family
- Seasonal



Occupation by Earnings

- Top five occupations with highest number of workers **in market** for this tapestry. Highest earnings in Management, with sales and office admin containing most workers.



West Focus Area Land Use

The community Master Plans set the land use policy for the West Focus Area. A brief summary is below with full reference language in Appendix B & C. Land use districts for both communities are displayed on Map 7.

City of Charlevoix

The City Master Plan identifies this focus area as a part of the Central Neighborhood District, which is the core neighborhood district containing the oldest homes. Summarized policy that pertains to this focus area is as follows: promote infill development with allowance of smaller housing, consistent design with the existing neighborhood form, partnerships with neighboring jurisdictions for joint planning and infrastructure expansion, promote area as viable place to live and work, encourage higher density in appropriate areas, regulate short-term-rentals, utilize community land trust (CLT)

Land Use Districts Summary

Scenic Reserve is intended to promote Lake Michigan shoreline protection and facilitate public access. The City Center Residential promotes infill residential development with allowances by right for density beyond single-family residential. The Industrial District promotes industrial use and employment locations.

West Focus Area Zoning

The community Zoning Ordinances set the regulatory controls for the West Focus Area. The existing bulk regulatory requirements for districts of the focus area are outlined below for each jurisdiction and shown on Map 8. See Appendix D for complete bulk tables, references and additional narrative.

District	General Allowed Uses	Front Setback	Rear Setback	Side Setback	Lot Coverage	Lot Area	Lot Width	Building Height	Dwelling Size
City of Charlevoix									
R1	Single Family, Churches/Parks	15	25	10/15 Corner	40%	9000	70	26	1040/1600
R2	Same as R1	15	25	8/15 Corner	40%	6000	50	26	800/1200
I	Industrial Development	30	25	20	60%	43560	150	30	N/A
PF	Government, School Buildings	20	15	10/15 Corner	N/A	N/A	100	35	N/A
SR	Docks, Non-Commercial Use	25	50	20 One/ 50 Total	30%	N/A	N/A	25 Peak	N/A
Charlevoix Township									
R1	Single Family, Churches/Parks	25	30	15 Interior/25 Street	30%	15000*/12000**	100	24	1040 sq. feet
R2	Same as R1, allows Duplexes	25	30	10 Interior / 25 Street	35%	10000*/12000**	80	35	864 sq. feet
HCO	Hospitals and Health Care Offices	25	25	10 Interior / 25 Street	N/A	N/A	N/A	35	N/A
A	Agricultural	50	100	20,60***** Interior / 25 Street	30%	2 acres	200	35	864 sq. feet
MRD	*****	*****	*****	*****	*****	*****	*****	*****	*****

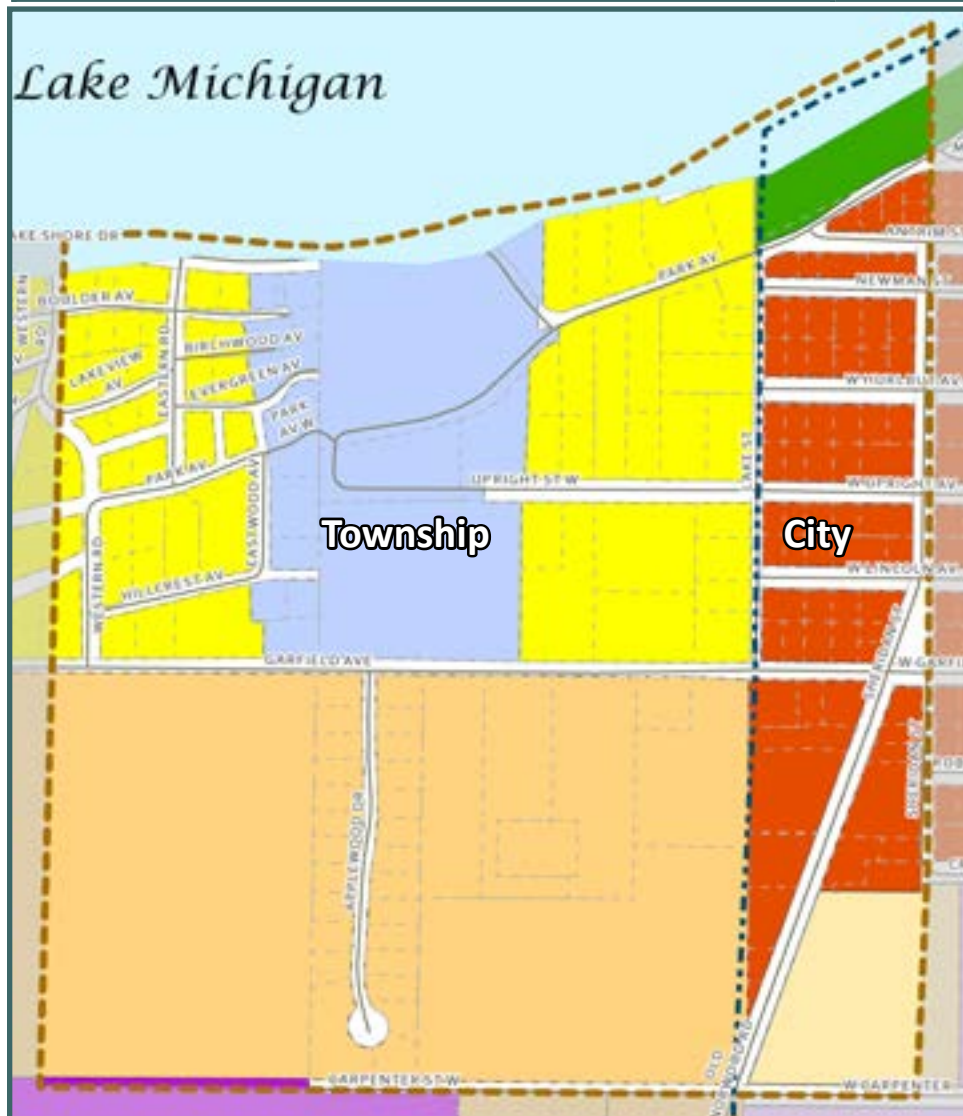
Charlevoix Township

Recognition of the difficulties posed by area natural features and division of the City geography frame the Township plan with desire towards a collaborative approach to planning and zoning. Summarized policy which applies to this focus area is as follows: compact development patterns which control sprawl encouraging mixed use with building and landscaping focus, plan for diverse forms of housing, minimize natural vegetation loss preserving corridors, create attractive areas to work and shop.

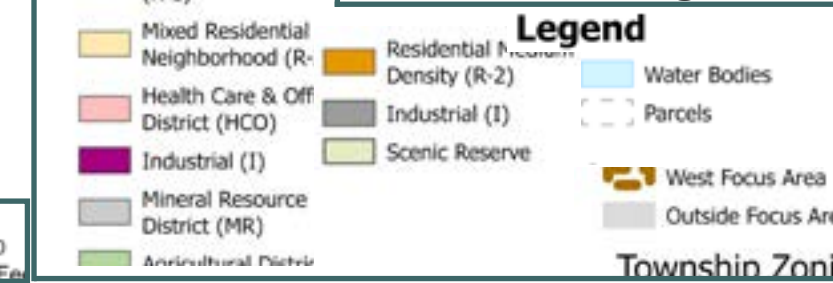
Land Use Districts Summary

Single-Family Neighborhood is applied to 25% of the land area. The Mixed Residential Neighborhood promotes density, and outlines this use for a portion of the quarry area, applied to 40% of the area. The Public Quasi Public Service Center surrounds and supports activities of the Munson Charlevoix Hospital and ancillary uses, assigned to 20% of the area

Map # 7
West Focus Area
Future Land Use



Map # 8
West Focus Area
Zoning



West Focus Area Desired Direction and Actions

The cumulation of the analysis for the West Focus Area arrives at a discussion of the desired direction for shaping land use policy and zoning regulation. This section of the plan will provide some insight from Munson as a lead employer and member of the community anchored in this focus area. This will be followed with directive for land use policy and zoning regulation.

Munson Charlevoix Stakeholder Input

- Lack of housing impacting talent attraction and retention.
- Munson reps. have spoken about issue at Township meetings.
- Munson has bought one home, but doesn't plan to buy any additional, and doesn't want to manage residential property.
- Munson would like to expand existing campus with building updates and improvements, along with improved parking areas.
- Location has historic agreement that site will be used for healthcare in perpetuity, federally designated as a "critical access hospital"

West Focus Area Future Land Use (LU) Directives

City of Charlevoix LU Directives

Location

There are three parcels located between Whitley and Sheridan Streets, owned by Kevin Swanson, that have a FLU of City Center Residential, but they are in use by a trucking company. There is an older residential structure on one of the parcels. Adjoining land uses are residential. No sidewalks or screening of equipment and materials was observed between the trucking company and the adjoining single-family homes, per the site visit.

Recommendation #1 (See Map 9)

It is recommended that this parcel be reclassified as City Center Residential. Recent amendment of the zoning map north of this site to Residential Medium Density (R-2) supports continuation of residential density to the south allowing for connection to adjacent residential in the Township. The presence of the existing boat storage facility could be grandfathered in as a use, with a map amendment creating opportunity for residential development should the market support such a venture. The landowner would be able to seize an opportunity should it be made available.

Charlevoix Township LU Directives

Location

The FLU category of Single Family Neighborhood (SF) to the west of the hospital/medical care complex (Boulder Park historic neighborhood), and to the east of it, on the north side of Park Avenue, is appropriate.

Recommendation # 2 (See Map 9)

It is recommended to comply with MEDC's RRC requirements, and to allow for limited types of increased residential density, the zoning of these SF areas should allow for duplexes as a use by right. Design standards can be implemented for future duplex developments so that they blend well with the surrounding neighborhood; this can also include screening requirements for parking, etc. associated with the duplexes.

Location

In the area categorized with a FLU of SF located south of Park Avenue and on either side of Upright Street (to the West of Lake Street) the following recommendation should be implemented.

Recommendation # 3 (See Map 9)

It is recommended that the FLU category of SF be re-categorized as Mixed Residential Neighborhood (MR). There are five parcels in this area that are currently vacant, as well as a number of older, smaller single family homes. These areas could support higher density residential, or a mixed use development with a limited amount of retail/service use that could be patronized by those at the adjoining regional healthcare facilities as well as area residents. The adjoining land to the south along W. Garfield and Carpenter is already categorized as MR. Several larger acreage parcels that are fallow agricultural fields in the area between Garfield and Carpenter could accommodate a wide range of residential densities, providing much needed "Missing Middle" housing options.

Additional Note # 1 (See Map 9)

A large area of land adjoining the MR land use district to the southwest of Carpenter St. is categorized as Business Park. This area appears to be owned by the St. Mary's Cement Company. If this area were to be re-developed into a business park in the future, adjoining residents would benefit from close proximity to employment options, services, while the increase in businesses would likely increase the demand for additional housing.

City of Charlevoix and Charlevoix Township LU Directives

Location

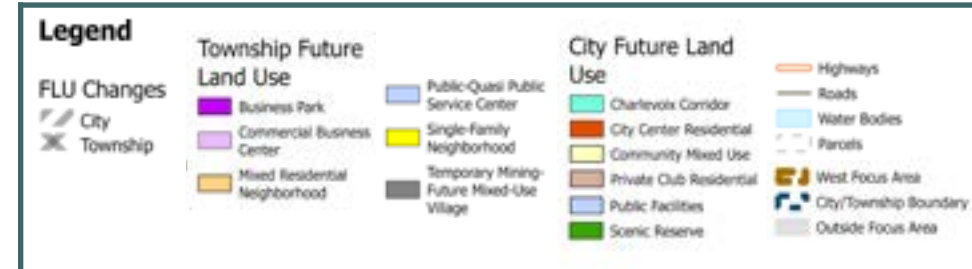
No sidewalks were observed in the focus area or immediately adjoining areas. The closest sidewalk connection is within the City at the corner of Antrim St. and Park Ave.

Recommendation # 4 (See Map 9)

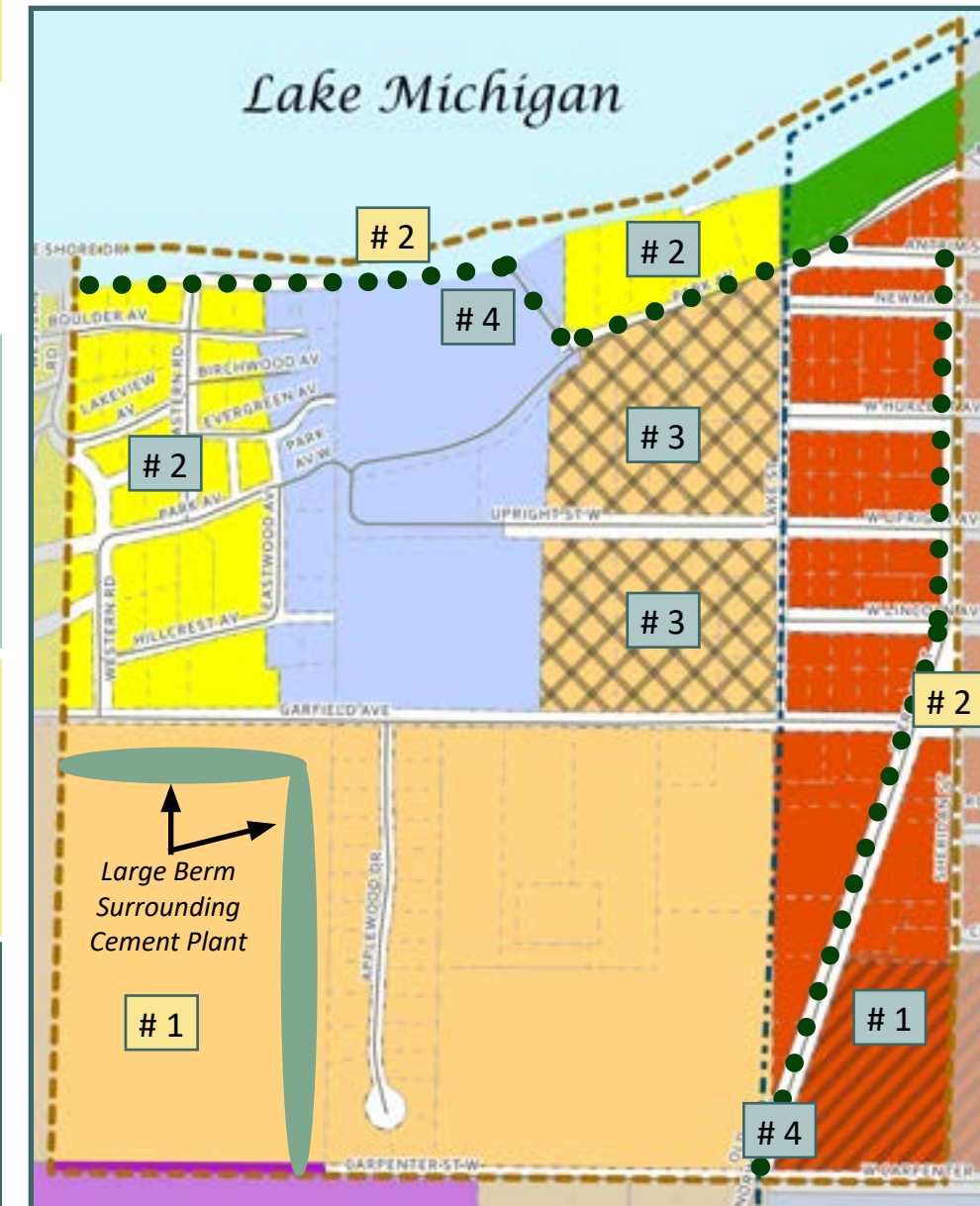
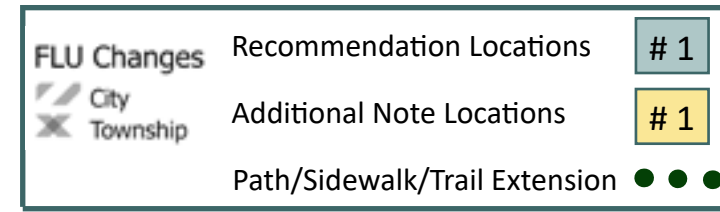
It is recommended that the City, Township, hospital, and other stakeholders work to create a paved non-motorized route that connects key destinations near the neighborhoods in the focus area, such as: the boat launch on Lake Shore Drive, the (unofficial) beach access in front of the hospital along Lake Shore Drive; the public beach access point at Lake and Antrim Streets; the dog park and ballfields on Carpenter Street; and the Lake to Lake trail connection along Center Street.

Additional Note # 2 (See Map 9)

Consider opportunities for the creation of public "pocket parks" within new developments and in other areas where appropriate, such as along a future non-motorized route or the waterfront in front of the hospital along Lake Shore Drive. One potential area appears to be located within a right-of-way owned by the City along Sheridan, between Lincoln and Garfield Avenues.



Map # 9 West Area Land Use Directives



West Focus Area Zoning (ZO) Directives

The future land use policy presented for the West Focus Area was developed with supporting established policy found within the respective communities Master Plans. Additional refinement of the policy through this process leads to recommended directives to be undertaken with each communities regulatory zoning. The directives outlined on these pages directs zoning text and map amendments through narratives and denoted locations on maps. Example template regulatory zoning language for each community is found within Appendix E.

City of Charlevoix and Charlevoix Township Zoning Text Amendment Directives

City and Township Text Amendment “Decrease Min. Dwelling Size”

It is recommended that the City and Township both adopt a decrease in minimum dwelling size for the R-2 district to 600 ft². The Township should decrease the R-1 minimum dwelling size to 800 ft² to match the City.

City and Township Text Amendment “Residential Design Standards”

It is recommended that residential design standards be developed for two family and multi-family dwellings which follow existing residential design. Incorporate covered porches, roof forms, articulation of facade, landscaping and parking/garages placed to side/rear.

Charlevoix Township Only Zoning Text Amendment Directives

Township Text Amendment “PUD and PRD to Special Use”

Planned Unit Development (PUD) and Planned Residential Development (PRD) are currently zoning districts requiring a re-zoning in order to accommodate a development request. It is recommended that they be classified as special uses, which will still require a formal public process for approval, while easing the process giving the planning commission more oversight and flexibility for development proposals.

Township Text Amendment “Amend the R-1 District Title”

It is recommended that Charlevoix Township amend the R-1 Zoning district title to “One and Two Family Dwelling”. This would align this district title with the recommended provision to allow for duplexes by right.

Township Text Amendment “Amend the R-2 District Title”

It is recommended that Charlevoix Township amend the R-2 Zoning district title to “Mixed Residential Neighborhood”. This would align this district with the Township Master Plan Future Land Use Policy. This district should include allowance through Special Use of Planned Unit Developments and Planned Residential Developments. This district should also allow for Mixed Use as a Special Use.

City and Township Text Amendment “Decrease Min. Lot Size”

The City and the Township should decrease the minimum lot size requirements within the R1 & R2 district to the density displayed below:

- R-1 District: 3,500 to 5,000 square feet*
- R-2 District: 2,500 to 3,500 square feet*

(*density is based on single unit, additional area should be required of duplexes and multi-family structures.)

Township Text Amendment “Duplexes by Right”

In the Township’s R-1 district allow for duplexes as a use by right.

Township Text Amendment “Buffer & Screening Standards”

Current language allows arbitrary waiving of required buffers, and current buffer standards are limited in scope. A set of landscape buffer layouts should be developed offering design options. Consideration should be given to only allowing waiving of requirements in very limited circumstances. Buffers/Screening should be required in the following situations:

- Between all Multi-family parking areas and adjacent one and two family residential uses.
- Between all Commercial parking areas and residentially zoned property
- Between all industrial uses and residentially zoned areas
- Screen of all refuse/waste/delivery areas in multi-family, commercial and industrial uses

City of Charlevoix Zoning Map Amendments

City of Charlevoix Map Amendment Recommendation #1(See Map 10)

Rezone the City of Charlevoix Zoning Map with the following map amendment. Rezone parcel 052-227-014-00 to Residential Medium Density (R-2) to allow for greater flexibility and opportunity for residential development while maintaining grandfathered allowance of industrial boat storage.

Charlevoix Township Zoning Map Amendments

Charlevoix Township Map Amendment Recommendation #2 (See Map 10)

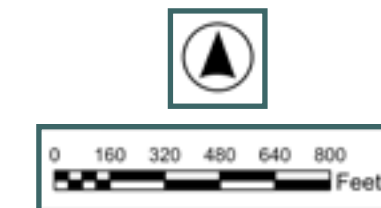
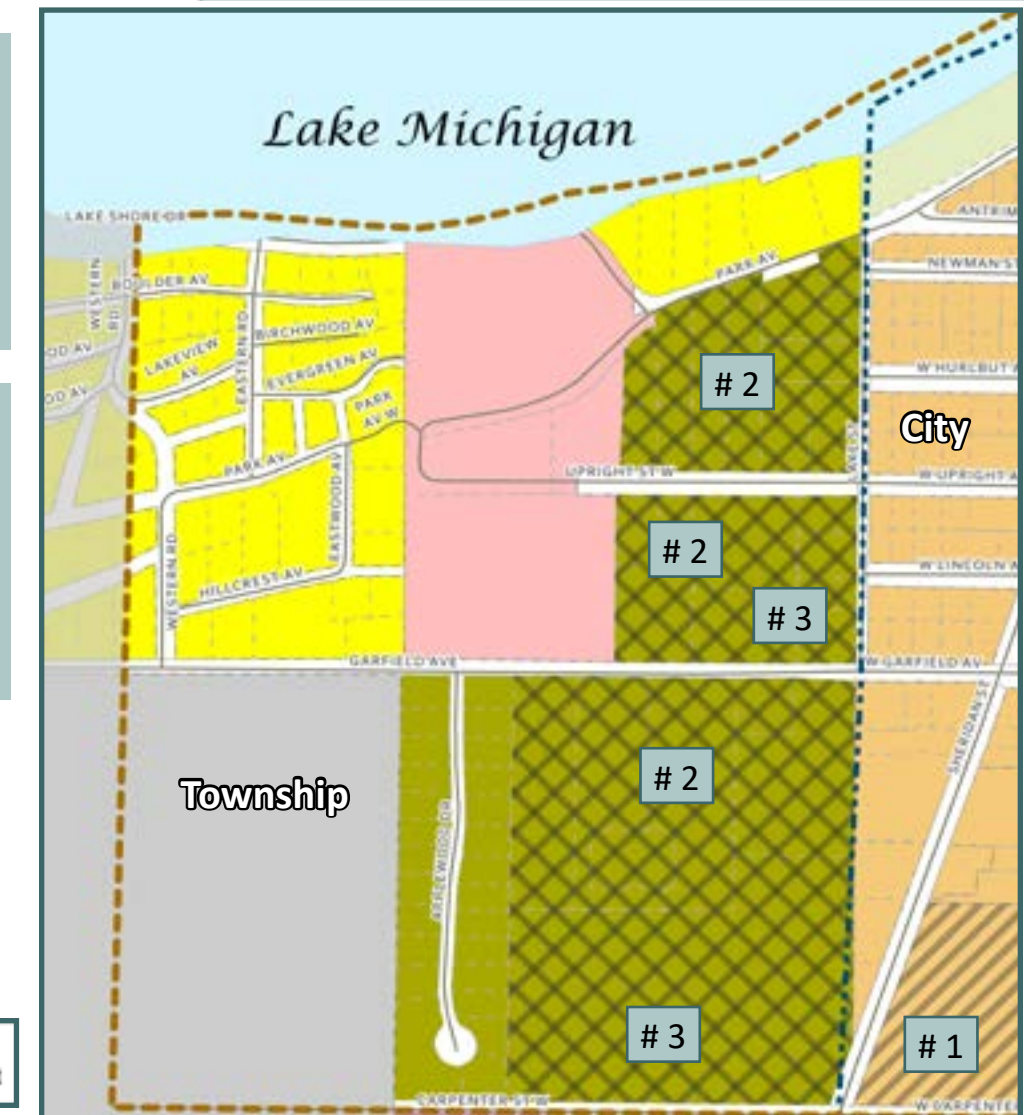
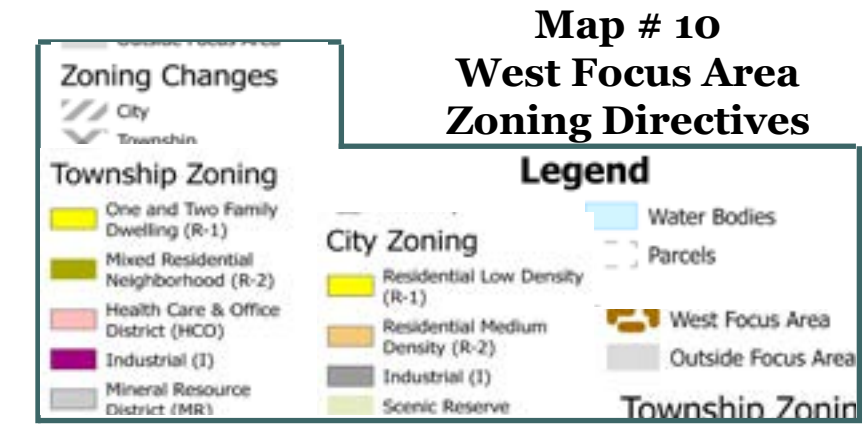
Rezone the Charlevoix Township Zoning Map with the following map amendment. Rezone all parcels currently zoned R-1 to R-2 in the following areas.

- All Township R-1 parcels located South of Park Ave, East of the HCO District, and West of Lake St, as well as all Township R-1 parcels located South of Garfield Ave in the Focus Area.

Charlevoix Township Map Amendment Recommendation #3 (See Map 10)

Rezone the Charlevoix Township Zoning Map with the following map amendment. Rezone all parcels currently zoned A to R-2 in the following areas.

- The Agricultural parcel located on the Southwest corner of Upright and Lake St. and the Agricultural parcels located south of Garfield Ave. in the Focus Area.



3) NORTH FOCUS AREA

The North Focus Area spans the City and Township boundary located North of the City center, bordered to the north by Waller Road, bordered to the west by Mercer Road to the south by US 31 and to the east by Martin Road. The City Master Plan identifies this area as the “Charlevoix Business Park”.

The planning focus area is split evenly with authority of the Township covering approximately 50% and the City overseeing 50%. Uses within the area contain a mix of residential, commercial, and industrial. The transition from the City to the Township is along an extremely sinuous boundary which cuts back and forth creating extensions of City parcels which are surrounded by Township parcels

Parcel Classification & Unimproved Parcels

Property classification is a method by which assessors at the local unit of government identify a specific parcel, assigning a classification code that references the existing use of the property for taxation purposes. These classification codes are entered into a database along with other relevant data concerning the property that can then be represented in a spatial (i.e. map) format that is structured as a polygon of the parcel. These codes are valuable to land use planning in that they identify differing uses such as residential, commercial, and industrial allowing for a visual analysis that can be displayed in map form. Additionally a host of other information can be displayed such as unimproved, exempt and size of the parcel.

Included for a representation of structure location and density, are the building footprints. These footprints allow one to estimate density across the parcels which are improved. Map # 11 on the adjoining page displays the property classifications for the North Focus Area, with the statistics concerning those parcels displayed in Table # 3.

North Focus Area (Parcel Data)		
Property Class	# of Parcels	Area
Residential Improved	12	12.29 ac
Commercial Improved	30	47.62 ac
Industrial Improved	6	25.94 ac
Unimproved (vacant)	21	42.36 ac
Exempt Unimproved (vacant)	2	13.66 ac

Table # 3 West Focus Area Parcel Data

Parcel classification data displays that the predominant land use by parcel area is commercial followed by industrial and residential. The area has a total of 21 parcels which are unimproved and available for development which account for 42.36 acres. There are total of 2 tax exempt parcels which occupy a total area of 13.66 acres and are not available for development. One of these parcels is under ownership of the Conservancy with the other under control of the school system.

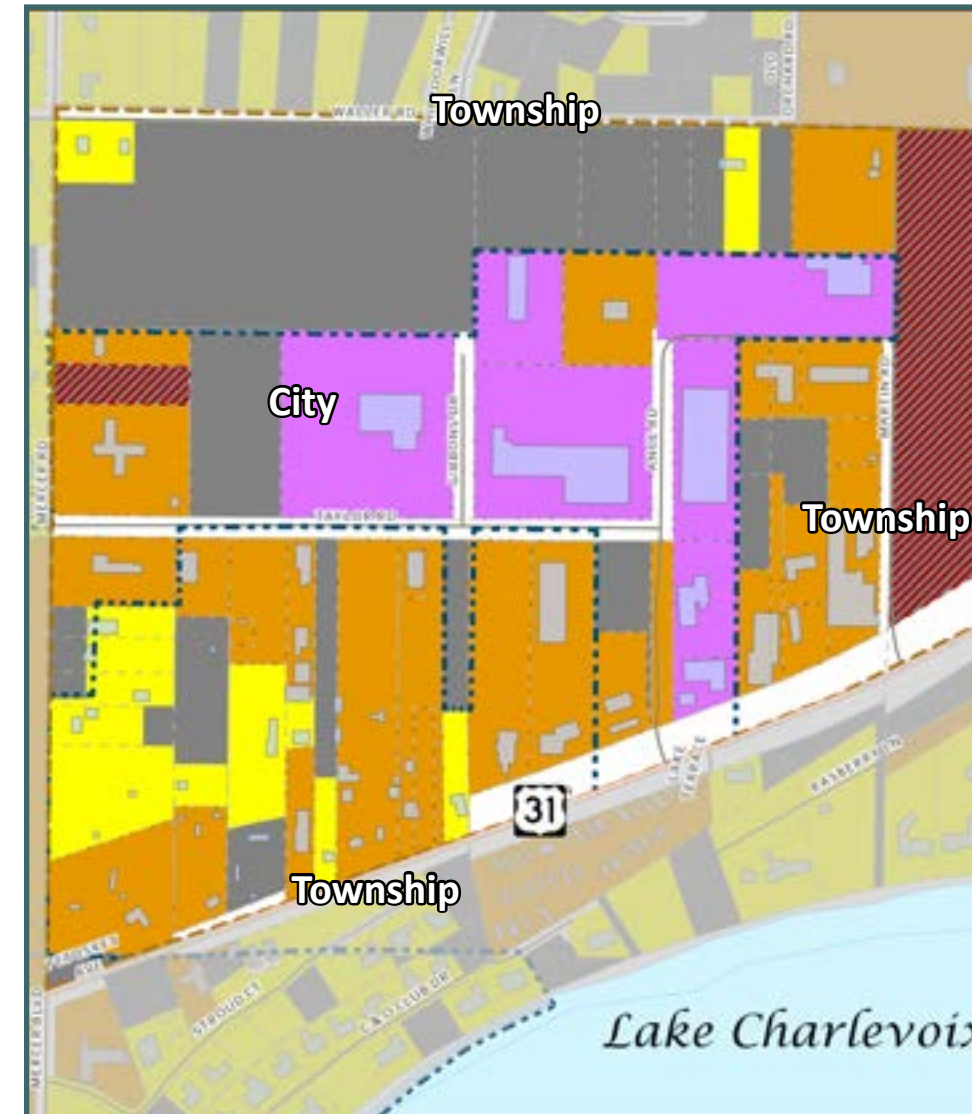
Taking a more in-depth look into the unimproved parcels, Map # 12 provides a visual of the exempt parcels by size.

- One parcels is greater than 4.5 acre occupying an area of 19.18 acres.
- Eleven parcels are between 1 acre and 4.5 acres occupying a total area of 18.85 acres.
- Nine parcels are less than 1 acre and occupy an area of 4.33 acres.

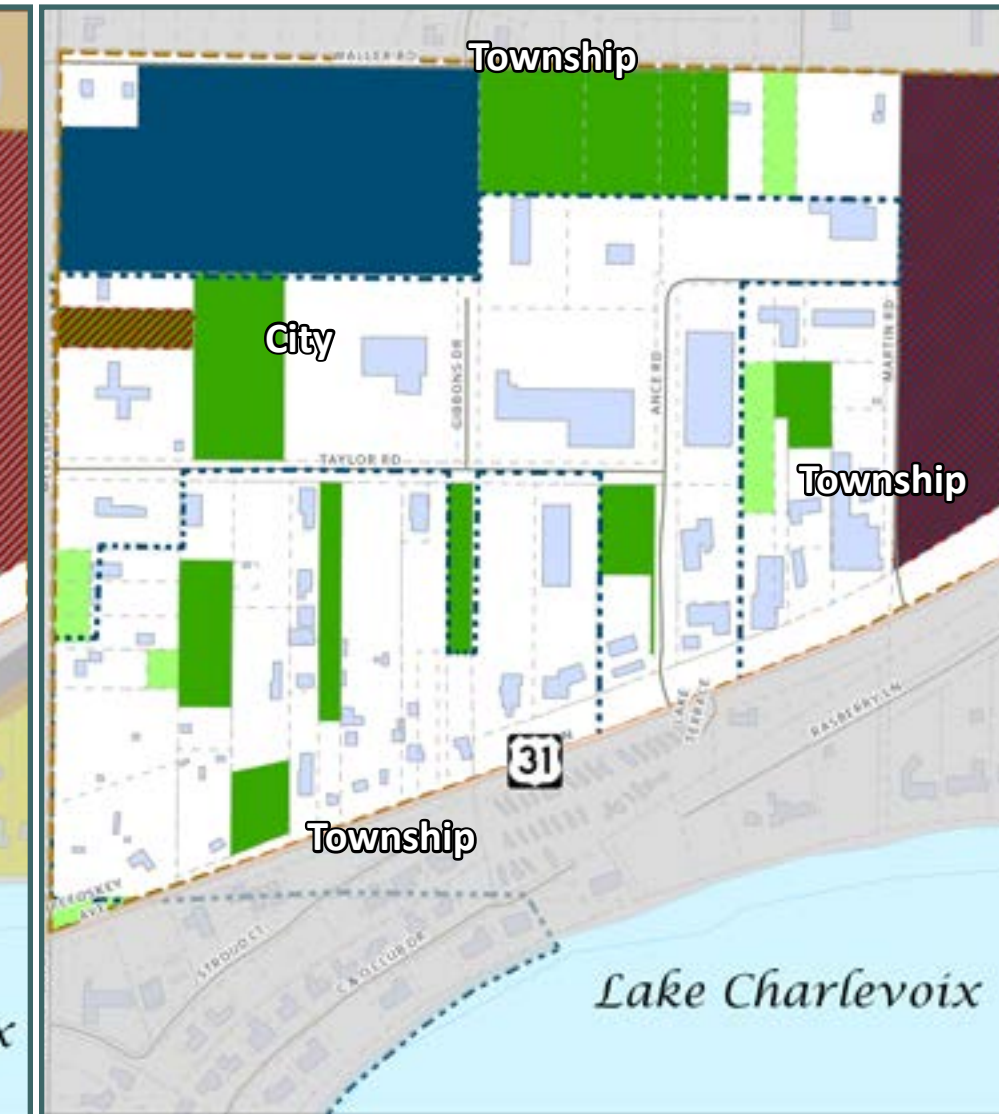
Findings

- Predominant land use is commercial followed by industrial with residential assigned to the least amount of acreage.
- Uses along jurisdictional boundaries are primarily commercial abutting industrial and industrial abutting unimproved parcels.
- Vacant parcels within the focus area are available for development and arranged in a fashion that could allow for combination and a coordinated approach for future development.

Map #11 North Focus Area Parcel Classification



Map #12 North Focus Area Unimproved Parcels by Area



North Focus Area Ground-Truthing

For the purposes of this plan, ground-truthing is defined as direct visitation to the focus area. Ground-truthing provides an accurate reflection of on the ground conditions of the focus area, which identifies specific uses of parcels, noting businesses and industries, residential unit densities and conformation of vacancies and unimproved status. These findings confirm parcel classification and vacancy data, while providing additional information.

Ground-Truthing Key and Narratives

On the adjacent page Map # 13 displays alphanumeric and symbol references to the key contained within this section. The references outline information specific to the parcel which contains the alphanumeric code or symbol.

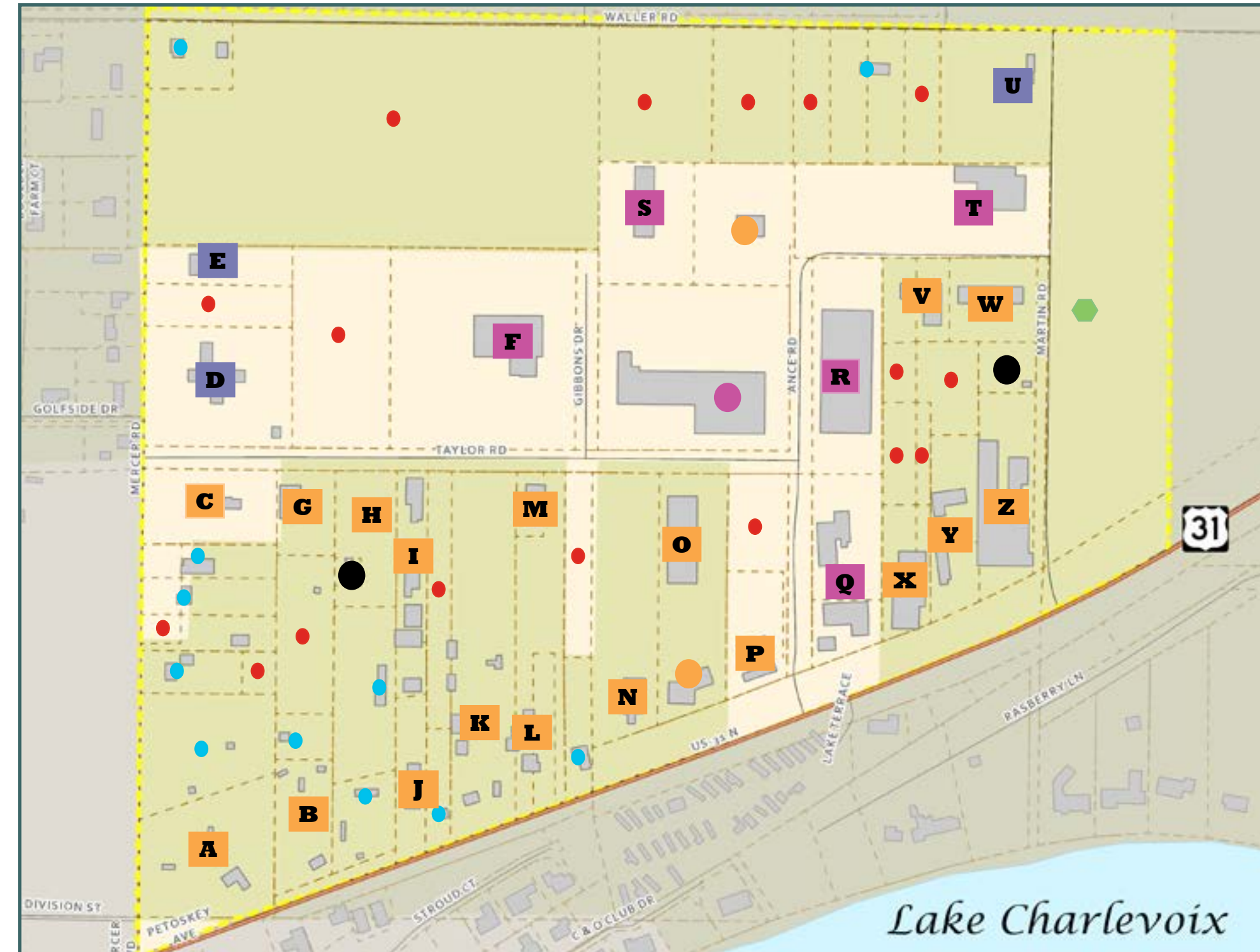
Findings

- Residential development is comprised of strictly single-family structures, with 11 identified.
- Residential structures are primarily located on the perimeter of the focus area in the SW, with two outliers along the norther boundary.
- Existing structures within the business park are mostly occupied with 3 vacant commercial and 1 vacant industrial.
- There are 5 occupied industrial improved parcels.
- There are 17 occupied commercial improved parcels.
- There are 15 identified vacant development ready parcels.
- There is substantial vacant unimproved acreage in the north of the focus area along the south side of Waller Road.
- There is a pocket of vacant unimproved parcels within the SE corner.
- There is substantial natural vegetation present.
- Landscaping present at most businesses
- Vegetative screening and buffering is present between some uses.
- Sidewalks and pedestrian amenities are mostly absent.

 Single-family residence.	 Vacant Commercial Structure	 Exempt public accessible space.
 Development ready unimproved parcel	 Vacant Industrial Structure	 Utility Infrastructure

Alphanumeric Key		
 A Krist Gas Station (commercial)	 F Unknown Business (light industrial)	 Q Michigan Scientific (light industrial)
 B Rental Cabins (commercial)	 G American Tool & Gauge (commercial)	 R DCL (light industrial)
 C Wilmot Electric (commercial)	 H Greenhouse/Landscaping (commercial)	 S Nucore, Inc (light industrial)
 D Char-Emmett ISD (civic/institutional)	 I SPD Holdings (commercial)	 T DCL (light industrial)
 E Char-Childrens House (civic/institutional)	 J Esperance Wine Store (commercial)	 U Twp Fire Dept. (civic/institutional)
	 K Rental Cabins (commercial)	 V Wood Boat Restoration (commercial)
	 L Carpet Cleaners (commercial)	 W Bergman Center (commercial)
	 M Char Screen Masters (commercial)	 X GIC Thermodynamics (commercial)
	 N Elks Lodge (commercial)	 Y Jess Construction (commercial)
	 O CHX Commercial Storage (commercial)	 Z Pearson Construction (commercial)
	 P Blarney Castle EZ Mart (commercial)	

Ground-Truth Map Legend	
	Highways
	Roads
	Water Bodies
	Focus Areas
	Parcels
	Building Footprints
	City of Charlevoix
	Charlevoix Township
	Outside Focus Area



Map # 13 North Area Ground-Truthing

North Focus Area Infrastructure

The City of Charlevoix operates Water, Sewer and Electric Services through enterprise funds, which allow the City to manage the utilities in a business like manner. This provides the appropriate avenue for funding of infrastructure expansion and upgrades, and in conjunction with being a home rule City, allows for expansion of utilities to neighboring contiguous parcels outside of the City.

Utilities:

- **Electric Service:** City Electrical service is provided to the City portion of the focus area, with the Township electric utility provided by Consumers Energy.
- **Water Service:** The entirety of the focus area is served by City and Township water, with hydrants available throughout the City system.
- **Sewer Service:** City Sanitary Sewer is available to all City areas of the focus area. Sewer is limited within the Township portion. Priority should be given to necessary expansion of sewer.

Other Infrastructure:

- **Roads:** Roadways within the City are managed with City oversight, while Township roadways are managed by the County Road Commission. MDOT manages oversight of US 31.
- **Trails & Sidewalks:** Sidewalks fall short of the focus area, with the closest connection location being just SW of the focus area along US 31.
- **Parks & Recreation:** Active parks are largely absent from the focus area.

Infrastructure Expansion: Expansion of available City utilities in order to support and promote development is the most efficient and feasible option for the North Focus Area. Each community recognizes the importance of shared utilities across municipal boundaries, particularly in the context of Economic Development. Industry and Commercial uses coupled with Housing is one of many factors relating to economic development, of which all three uses are prioritized for this North focus area.

**Map # 14:
North Focus
Area
Infrastructure**



North Focus Area Tapestries

Tapestry Segmentation combines the “who” of lifestyle demography with the “where” of local neighborhood geography to create a model of various lifestyle classifications, or segments, of actual neighborhoods. The North Focus Area has two defined tapestry segments: **Rural Resort Dwellers** which comprise 63.0% of the focus area population, and **The Great Outdoors** comprise 37.0% of the focus area population. A summary of each tapestry segment follows with the full tapestry report located in Appendix A.

Rural Resort Dwellers

- Average Household Size: 2.22
- Median Age: 54.1
- Median Household Income: \$50,400

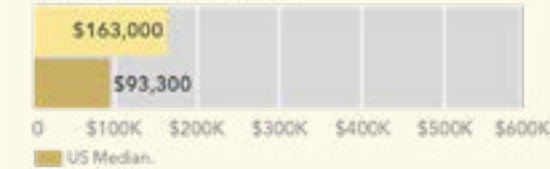
Median Household Income



Income & Net Worth

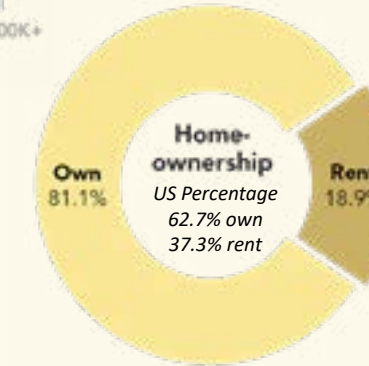
- Income lower than US median, net worth is greater

Median Net Worth



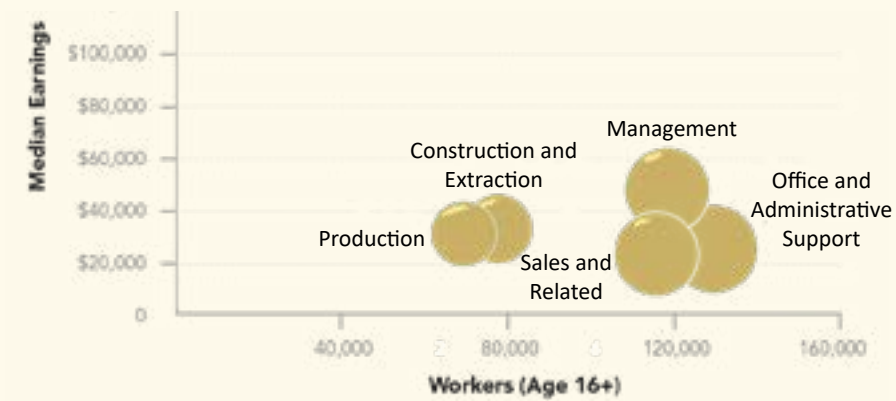
Housing Type

- Single-Family
- Seasonal



Occupation by Earnings

- Top five occupations with highest number of workers **in market** for this tapestry. Highest earnings in Management, with sales and office admin having most workers.



The Greater Outdoors

- Average Household Size: 2.44
- Median Age: 47.4
- Median Household Income: \$56,400

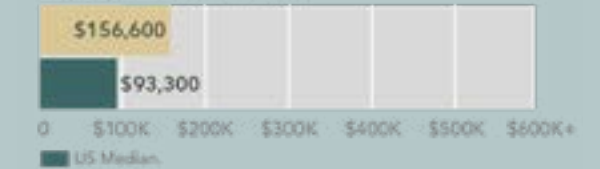
Median Household Income



Income & Net Worth

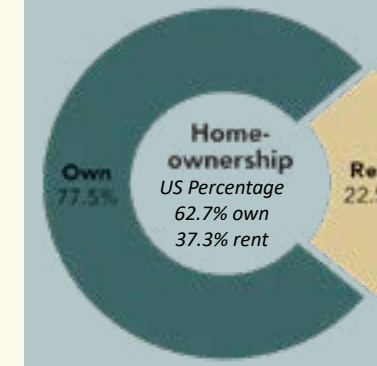
- Income and net worth is greater than US median

Median Net Worth



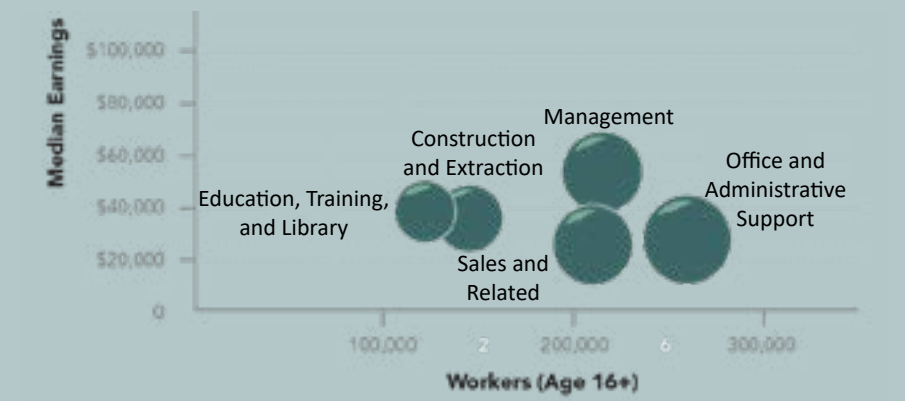
Housing Type

- Single-Family



Occupation by Earnings

- Top five occupations with highest number of workers **in market** for this tapestry. Highest earnings in Management, with office admin., management and sales having most workers.



North Focus Area Land Use

The community Master Plans set the land use policy for the North Focus Area. The plans have recently been drafted and adopted, and the information reviewed of relevance to this plan is contained in Appendix B & C, and summarized below. The land use districts are displayed on Map 15.

City of Charlevoix

The City Master Plan identifies this focus area as the Charlevoix Business Park, which is a partially developed district with approximately 18 acres of available land, sound transportation access and utilities. An irregular boundary with the Township necessitates the desired coordination and cooperation to seek joint consensus of policy and regulation along the boundary. Summarized policy that pertains to this focus area is as follows: supporting collaboration on economic development, promote viable place to live and work, cooperation with Charlevoix Township on planning and zoning, encouraging higher density in appropriate areas, promote infill development.

Land Use Districts Summary

The Community Mixed Use District is intended to promote residential and commercial uses. The Industrial District encourages placement of light industrial uses. The Public Facilities District supports placement of Civic and Institutional uses.

North Focus Area Zoning

The community Zoning Ordinances set the regulatory controls for the North Focus Area. The existing bulk regulatory requirements for districts of the focus area are outlined below and shown on Map 16. See Appendix D for complete bulk tables, references and additional narrative.

District	General Allowed Uses	Front Setback	Rear Set-back	Side Setback	Lot Coverage	Lot Area	Lot Width	Building Height	Dwelling Size
City of Charlevoix									
R1	Single Family, Churches/Parks	15	25	10/15 Corner	40%	9000	70	26	1040/1600
I	Industrial Development	30	25	20	60%	43560	150	30	N/A
GC	Commercial	15	25	10/15 Corner	N/A	20000	100	26	N/A
PO	Government, School Buildings	20	15	10/15 Corner	N/A	N/A	100	35	N/A
Charlevoix Township									
R1	Single Family, Churches/Parks	25	30	15 Interior/25 Street	30%	15000*/12000**	100	24	1040 sq. feet
C	Commercial	25	25	25	N/A	*****	80	35	*****
I	Industrial	50	25/35*****	20/35*****Interior/35 Street	N/A	1 acre	150	35	N/A
A	Agricultural	50	100	20,60***** Interior / 25 Street	30%	2 acres	200	35	864 sq. feet

Charlevoix Township

Township lands in the focus area are a mix of industrial, commercial and residential land uses. Summarized policy that pertains to this focus area is as follows: making development patterns compact/control sprawl encouraging mixed use with building and landscaping focus, plan for diverse forms of housing, minimize natural vegetation loss preserving corridors, create attractive areas to work and shop, and control blight.

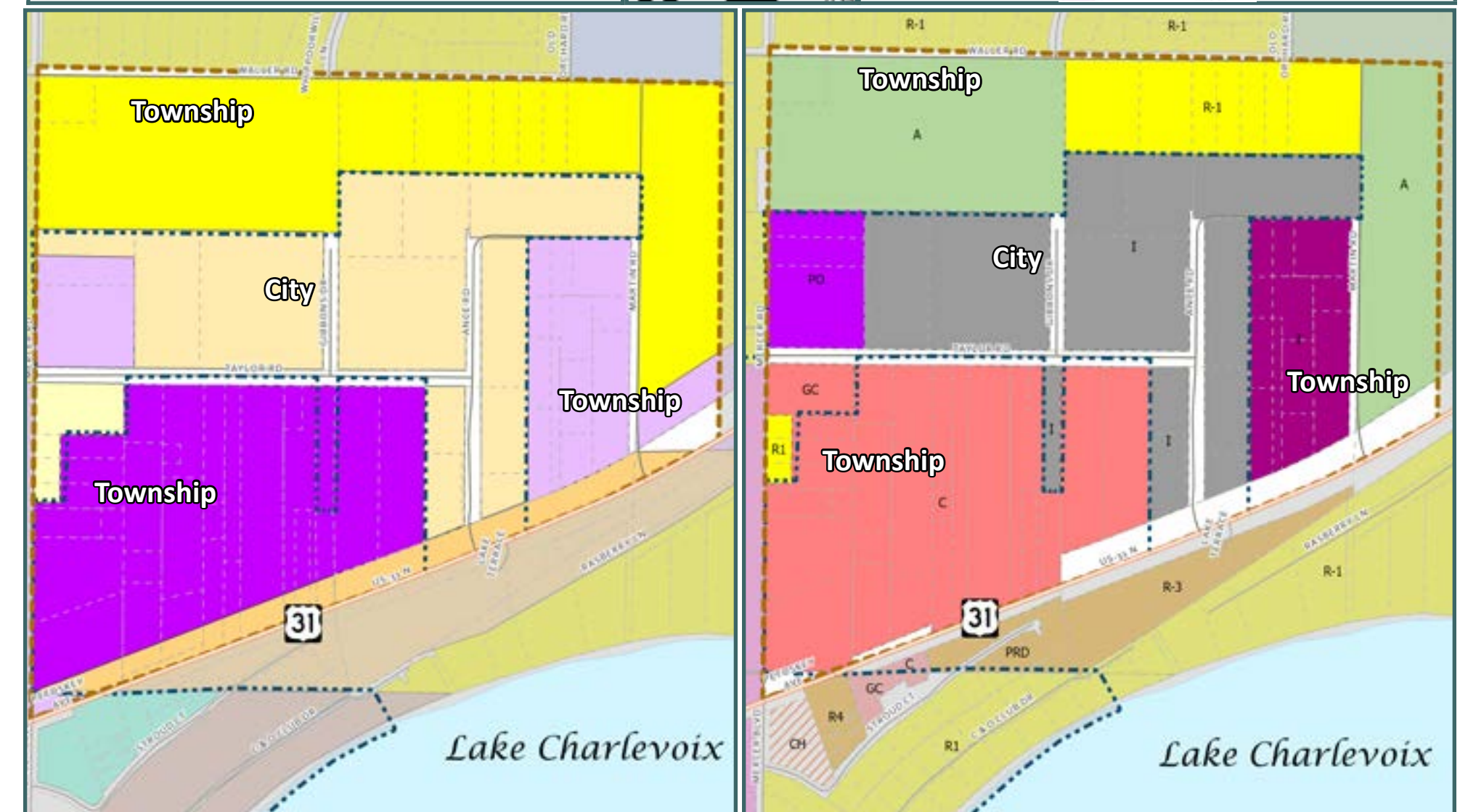
Land Use Districts Summary

Single-family Neighborhood which promotes single-family housing. Mixed Residential Neighborhood which allows for density and varied uses. Business Park promotes retail, service and office, to laboratories and warehousing. Commercial Business Center which promotes retail and service establishments, automobile and boat sales, as well as construction and contractors.

Map #15 North Focus Area



Map # 16 North Focus Area



North Focus Area Desired Direction and Actions

The culmination of the analysis for the North Focus Area arrives at a discussion of the desired direction for shaping land use policy and zoning regulation. This section of the plan will provide some insight from the Michigan Department of Transportation as the controlling entity for the US Highway which spans this focus area. This will be followed with directive for land use policy and zoning regulation.

Michigan Dept. of Transportation Stakeholder Input

- MDOT will permit the following improvements within the US 31 right-of-way (ROW): sidewalks, non-motorized trails, street-scapes, lighting, landscaping and benches.
- Permitting is required for placement of features and assets within the ROW.
- Future road construction will include an overlay or reconstruction of the roadway, road widening is not likely to occur through the Charlevoix Communities.
- Any proposed cross-walks, pedestrian refuge islands or crosswalk signage and lighting will need to have supporting evidence in order for MDOT to approve the feature and placement. Evidence would include numbers of pedestrian use, pedestrian crash data, and existing non-motorized pathways.

North Focus Area Future Land Use (LU) Directive

City of Charlevoix LU Directives

Location

The Charlevoix Children’s House is located at 8700 Mercer. This entity operates a non-profit preschool and public kindergarten at this location.

Recommendation # 1 (See Map 17)

It is recommended that this parcel be classified with a Future Land Use (FLU) category of Public Facilities. This would bring this parcel into alignment with the two adjoining parcels to the south which are classified Public Facilities, and are owned by Char-EM ISD.

Location

The parcel at the southwest corner of Mercer and Taylor Roads is occupied by Wilmont Electric with a FLU of Community Mixed Use. The actual use of this property is more aligned with industrial uses.

Recommendation # 2 (See Map 17)

It is recommended that the FLU of this parcel be assigned as Industrial. This classification would be consistent with the eastern adjoining land uses along the south side of Taylor Road in Charlevoix Township.

Charlevoix Township LU Directives

Location

There are portions of three parcels on Mercer Rd., south of Wilmot Electric, in the City that are classified as Community Mixed Use. This FLU classification is appropriate. However, the adjoining parcels associated with those addresses on Mercer that are in the Township jurisdiction have a FLU category of Business Park, which does not fully align with the vision of the City’s Community Mixed Use designation.

Recommendation # 3 (See Map 17)

It is recommended that the entire area on the Township’s FLU Map between Taylor, Ance, Mercer, and US-31 that is classified as Business Park be reclassified to Commercial Business Center (CBC). This will also match the CBC FLU designated area of Ance Business Park located east and south of Ance Road, west of Martin and north of US-31 within the Township. Per the definition of the CBC district in the Township’s Master Plan, “a broad range of businesses are allowed, including: commercial, retail, food service, tourist accommodations, commercial services, office, warehouse and wholesale uses, excluding manufacturing. PUD is encouraged for mixed-use developments wherever possible. PUD’s may also allow residential and light manufacturing uses. Parking is discouraged in the front yard. Sidewalks shall be provided by developers to allow for non-motorized transportation within or near the right-of-way to offer continuous access from one property to the next.”

Charlevoix Township LU Directives cont....

Location

The parcels south of Waller Road are classified as Single-Family Neighborhood. These parcels are situated with sufficient undeveloped, well wooded land that can incorporate unique development, maintaining natural wooded areas providing natural screening from southerly adjoining industrial park uses.

Recommendation # 4 (See Map 17)

It is recommended to re-classify the FLU for all Township parcels south of Waller Rd. from Mercer to Martin Roads, to Mixed Residential Neighborhood, where the intent is “to encourage creative developments that allow for a mixture of land uses, residential housing types, open space preservation, along with limited retail, service and employment uses while ensuring that the relationship between such uses is compatible and supportive. Here, the intent is to establish walkable neighborhoods at densities that encourage diverse types of housing development....”. The future land use plan identifies a density of eight (8) or less units per acre, but greater density could be achieved through allowance and consideration of Planned Unit Development project submissions.

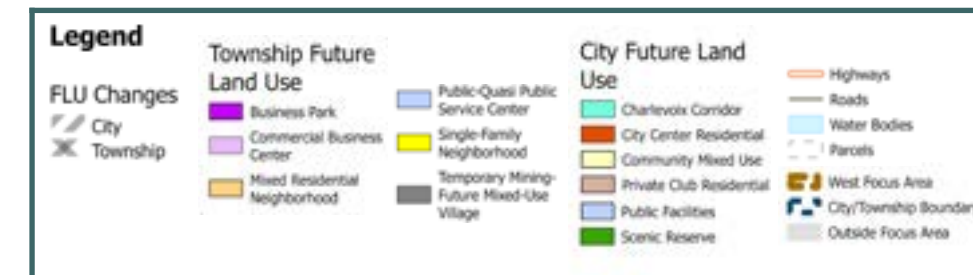
City of Charlevoix and Charlevoix Township LU Directives

Location

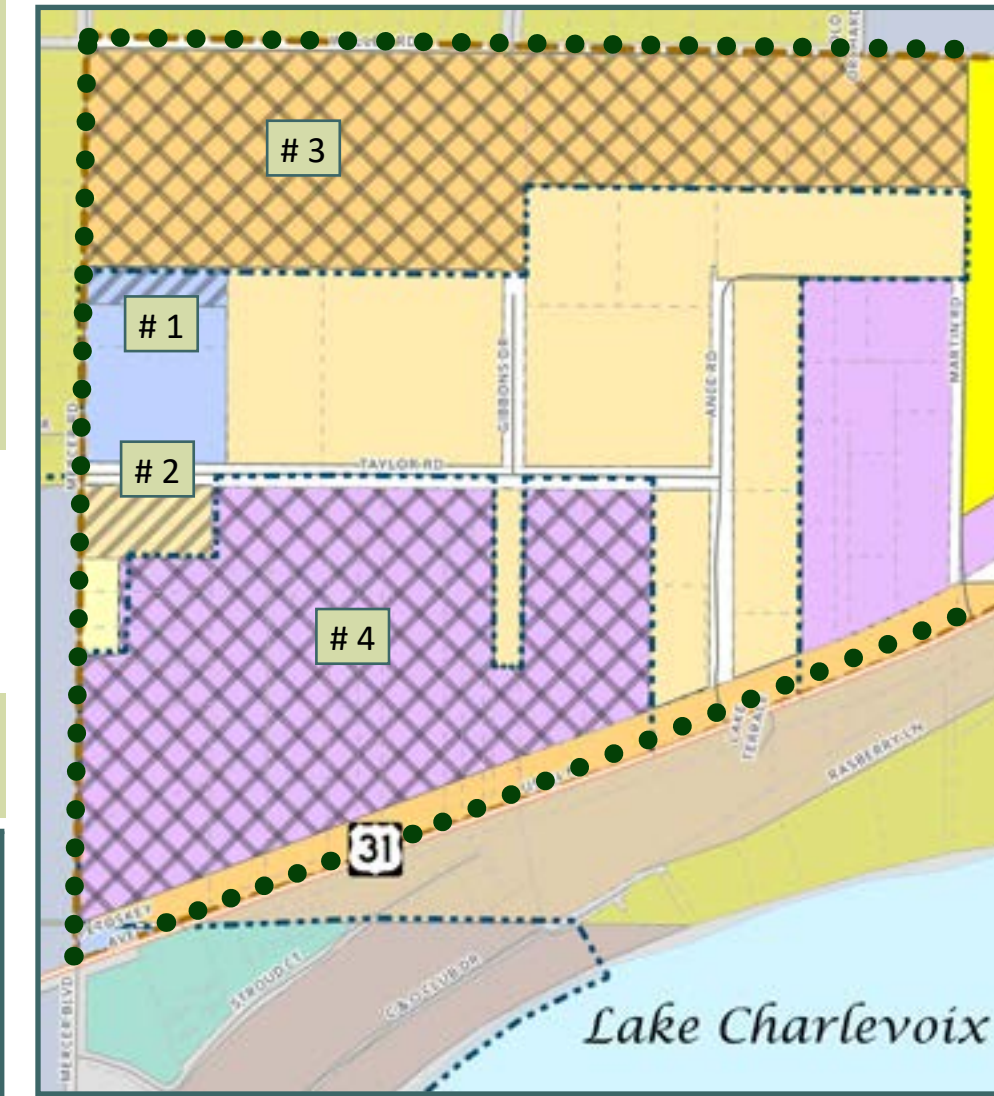
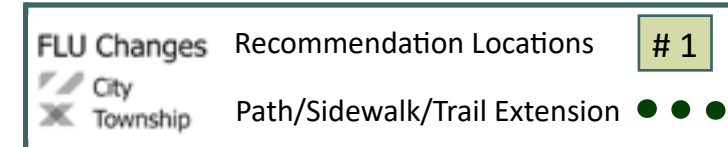
Along and following Mercer Road from US 31 to and along Waller Road to Martin Rd., and following along US 31 from the eastern boundary of the Krist Food Mart parcel to Martin Rd.

Recommendation # 5 (See Map 17)

Placement of a paved trail or sidewalk along Mercer and Waller Roads, and along US 31 as indicated by the black dotted line on the map.



Map # 17 North Focus Area Land Use Directives



North Focus Area Zoning (ZO) Directives

The future land use policy presented for the North Focus Area was developed with supporting established policy found within the respective communities Master Plans. Additional refinement of the policy through this process leads to recommended directives to be undertaken with each communities regulatory zoning. The text amendment directives outlined on these pages closely mirror recommendations made for the West Focus Area, and map amendment directives are unique to this focus area. Example template regulatory zoning language for each community is found within Appendix E.

City of Charlevoix and Charlevoix Township Zoning Text Amendment Directives

City and Township Text Amendment “Decrease Min. Dwelling Size”

It is recommended that the City and Township both adopt a decrease in minimum dwelling size for the R-2 district to 600 ft².

City and Township Text Amendment “Residential Design Standards”

It is recommended that residential design standards be developed for two family and multi-family dwellings which follow existing residential design. Incorporate covered porches, roof forms, articulation of facade, landscaping and parking/garages placed to side/rear.

City and Township Text Amendment “Decrease Min. Lot Size”

The City and the Township should decrease the minimum lot size requirements within the R1 & R2 district to the density displayed below:

- R-1 District: 3,500 to 5,000 square feet*
- R-2 District: 2,500 to 3,500 square feet*

(*density is based on single unit, additional area should be required of duplexes and multi-family structures.)

Charlevoix Township Only Zoning Text Amendment Directives

Township Text Amendment “Duplexes by Right”

In the Township’s R-1 district allow for duplexes as a use by right.

Township Text Amendment “Amend the R-1 District Title”

It is recommended that Charlevoix Township amend the R-1 Zoning district title to “One and Two Family Dwelling”. This would align this district title with the recommended provision to allow for duplexes by right.

Township Text Amendment “Amend the R-2 District Title”

It is recommended that Charlevoix Township amend the R-2 Zoning district title to “Mix Residential Neighborhood”. This would align this district with the Township Master Plan Future Land Use Policy. This district should include allowance through Special Use of Planned Unit Developments and Planned Residential Developments. This district should also allow for Mixed Use as a Special Use.

Township Text Amendment “PUD and PRD to Special Use”

Planned Unit Development (PUD) and Planned Residential Development (PRD) are currently zoning districts requiring a re-zoning in order to accommodate a development request. It is recommended that they be classified as special uses, which will still require a formal public process for approval, while easing the process giving the planning commission more oversight and flexibility for development proposals.

Township Text Amendment “PUD/PRD Special Use in Commercial”

PUD/PRD placed as a special use in the Township Commercial district.

Township Text Amendment “Buffer & Screening Standards”

Current language allows arbitrary waiving of required buffers, and current buffer standards are limited in scope. A set of landscape buffer layouts should be developed offering design options. Consideration should be given to only allowing waiving of requirements in very limited circumstances. Buffers/Screening should be required in the following situations:

- Between all Multi-family parking areas and adjacent one and two family residential uses.
- Between all Commercial parking areas and residentially zoned property.
- Between all industrial uses and residentially zoned areas.
- Screen of all refuse/waste/delivery areas in multi-family, commercial and industrial uses.

City of Charlevoix Zoning Map Amendment Directives

City of Charlevoix Map Amendment Recommendation #1 (See Map 18)

Rezone the City of Charlevoix Zoning Map with the following map amendment. Rezone the area of PO at the northeast corner of Mercer and Taylor Roads to PF.

City of Charlevoix Map Amendment Recommendation #2 (See Map 18)

Rezone the City of Charlevoix Zoning Map with the following map amendment. Rezone the GC parcel at the southeast corner of Mercer and Taylor Roads to I.

Charlevoix Township Zoning Map Amendment Directives

Charlevoix Township Map Amendment Recommendation #3 (See Map 18)

Rezone the Charlevoix Township Zoning Map with the following map amendment. Rezone all parcels currently zoned A and R-1 in the following areas to R-2.

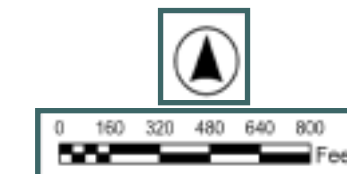
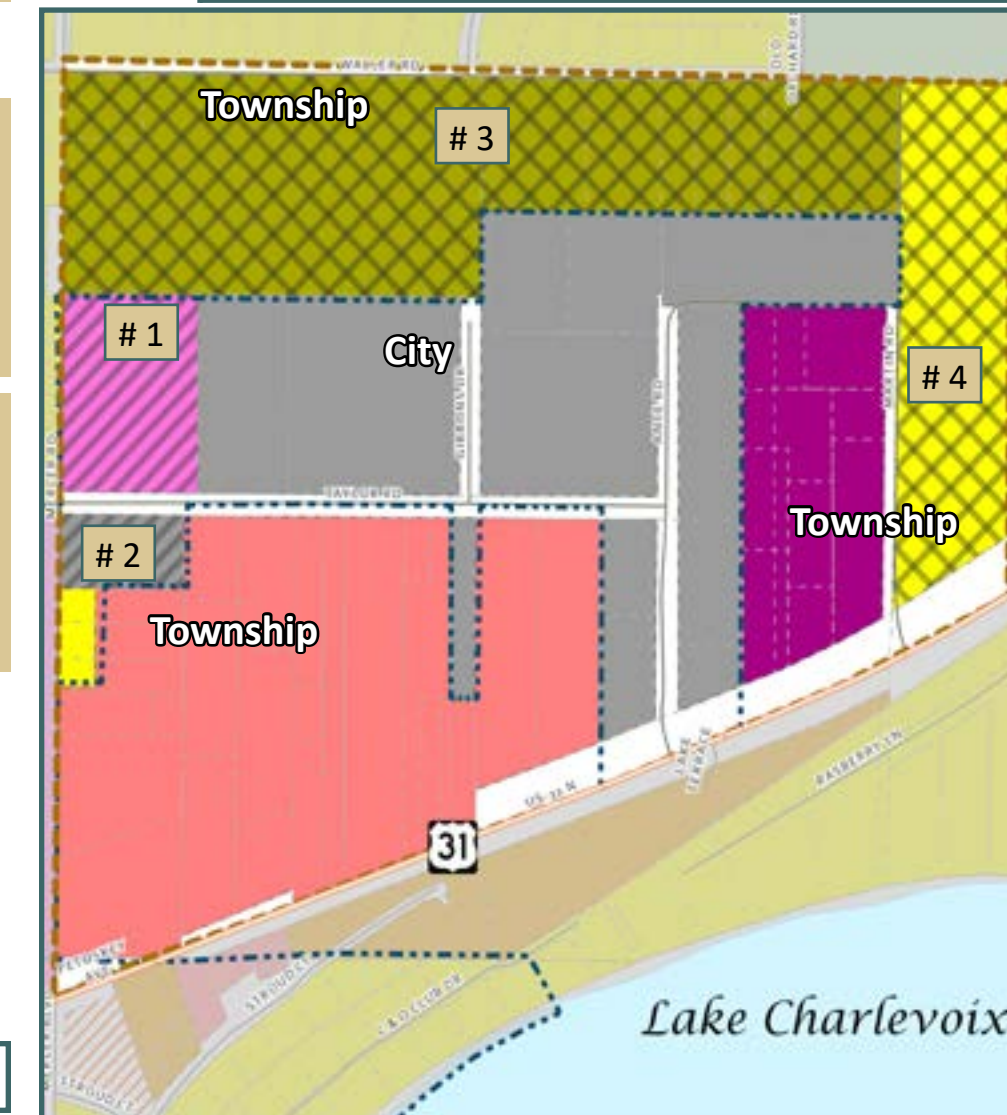
- All A and R-1 parcels located South of Waller Ave, East of Mercer Rd., North of Taylor Rd., and West of Martin Rd.

Charlevoix Township Map Amendment Recommendation #4 (See Map 18)

Rezone the Charlevoix Township Zoning Map with the following map amendment. Rezone all parcels currently zoned A to R-1 in the following area.

- The Agricultural parcel located South of Waller Rd., East of Martin Rd. and North of US 31 in the Focus Area.

Map # 18 North Focus Area Zoning Directives



4) IMPLEMENTATION

A Crossing

The City of Charlevoix and Charlevoix Township have structured very similar approaches for collaboration within their respective community master plans. A coordinated approach along the jurisdictional lines of these local units of government, as outlined within this plan, is feasible due to this willingness to work together for the betterment of the larger community.

This established coordination was the driver for this planning process. This process sought to identify commonalities in vision and provide guidance for alignment of land use direction along the community boundaries. Having outlined the strength of coordination that exists, it is important to note that the communities are at **A Crossing....**, This crossing is the choice of whether to move toward a structured collaborative approach for planning processes moving forward, or whether the individualized processes will continue to be the focused approach.

Identification of a more formal collaborative process and guidance to move through such process are contained within this chapter, while the chapter also lays the foundation for individual implementation of the plan strategies in the current context of individualized community processes.

A Set Individualized Process

The structure of this planning document concentrates attention on each of the two focus areas. It speaks to the existing conditions of land use, established policy, regulation and identifies a direction for meeting the intent of the established policy for each respective local unit of government.

Recommended at this time is an individualized process for each local unit of government to undertake for revision to their standalone master plan policy; coupled with suggested amendments to their respective regulatory zoning ordinances. The individualization of these processes is meant to expedite these revisions and amendments, and should not be perceived as a step away from coordination between the two communities.

Each community has an established process and appointed planning commissions; who can oversee, guide and approve necessary policy revisions to planning documents, and then outline recommended approval of regulatory zoning text and map amendments to the governing body. This set individualized process allows for these revisions and amendments to occur in a timely fashion when compared to the necessary time needed to develop a formal coordinated process.

Building Upon Collaboration

An established base has been set to initiate conversations of a more cohesive approach to land use policy and regulatory zoning. The following information is meant to provide guidance for the communities, should they desire to move towards a formalized collaborative approach to land use policy and regulation.

Intergovernmental Committee

Informal discussions and conversations have been ongoing between the communities likely since the early years of establishment. This coordination and communication has led to successful support of mutually beneficial government actions and services. Governing boards for both communities with advisement of executive staff should appoint an intergovernmental committee. This intergovernmental committee should explore the feasibility of establishing a joint planning commission between the City and Township.

Joint Planning Commission

The Joint Planning Commission Act (Act 226 of 2003) allows for two or more Michigan municipalities to work together on planning and zoning issues. A joint planning commission (JPC) has the flexibility to provide oversight over the entirety of jurisdictions or just over specific agreed upon areas of the jurisdictions. A JPC is an appointed body that is established under a mutually agreed upon ordinance which outlines jurisdiction and oversight, appointments and processes for the conducting of business.

Joint Planning and Zoning

The true purpose of a JPC is to provide coordinated planning in the form of land use and capital improvement, accompanied by an agreed upon regulatory zoning ordinance which regulates areas of joint land use jurisdiction. These joint efforts create efficiencies that reduce costs to the local units through proper planning of infrastructure expansion to meet desired land use densities and patterns in the planning area. Additionally less community volunteers are needed to serve in appointed roles, and processes undertaken for planning of the jurisdictions are decreased through a joint plans and regulatory ordinances which simplify policy and regulatory standards.

Findings for Implementation

Plan directives for policy and regulation outlined and supported through the research of the focus areas are summarized herein.

(See Appendix E for Zoning Template Language)

Comprehensive Policy Directive

Each focus area has a unique combination of existing land uses, design, layout and composition of buildings across the two jurisdictions. Therefore an established directive for each focus area will be reflected upon as supported through the previous chapters of this plan document. Common themes include increased residential density, mixing of land uses, guidelines for structure design, layout and at times buffering and screening of aspects of site features and uses.

West Focus Area Reflection on Plan Directive

One and Two Family (R-1) Zoning Districts (Township & City): From along the shoreline of Lake Michigan south until reaching the medical campus and immediately west of the campus, this portion of the focus area is largely developed as single family structures, with opportunity for infill development. The plan calls for the allowance of duplexes with design standards, as a use by right within the established R-1 Districts of both communities to allow for increased density of residential structures which meet the existing character of the neighborhoods.

Healthcare and Office (HCO) Zoning District (Township): Support for the medical campus should be maintained. Continued communication with McClaren should proactively seek to support necessary adjustments in policy and regulation in support of the campus.

Mixed Residential Neighborhood (R-2) Zoning District (Township): Immediately east of the medical campus and extending south is an area of established residential single-family housing that initiates with some density in the north which transitions to undeveloped lands and low density to the south. The plan calls for this area to be zoned to an R-2 District of Mixed Residential Neighborhood. The district should seek to allow **10** single family units per acre or **8** duplexes per acre. The district should allow for Mixed Use as a special use.

Mineral Resource (MR) Zoning District (Township): The MR District in the southwest of the focus area should be maintained as is with the existing berm providing buffering and screening from the activities of the quarry. Upon the time of reclamation of the quarry, once operation ceases at a future date, a rezoning of the property should occur with the likely ability to site residential development adjacent to and along the water body that will fill the former site.

Industrial (I) Zoning District (City): The Industrial zoned area within the SW corner of the City should be rezoned to Residential Medium Density (R-2), and allow the existing boat storage facility to operate as a grand-fathered use. This allows for greater opportunity for marketability of the site while supporting housing unit development.

Planned Unit Development (PUD) and Planned Residential Development (PRD) (Township): The plan calls for amendment to the Township's PUD and PRD standards for allowance as a Special Use Permit rather than requiring a rezoning. The allowance of PUD and PRD should then be placed as a special use within the R-2 District. The allowance of this special use should support unique residential layout at increased density with a character that fits the existing neighborhood. Design considerations should include necessary screening and buffering of parking areas and refuse locations along with landscaping and pedestrian amenities.

Design Standards, Buffering, Screening & Landscaping (Township): The Township should develop and amend their zoning to incorporate design standards for residential, commercial and mixed use structures. This should be accompanied with landscaping, screening and buffering standards. Standards should consider aesthetic use of landscaping against structures and throughout parking areas. Screening and buffering should be taken into consideration between multi-family and single/two-family structures, along parking areas, refuse areas and for placement between residential areas and industrial and intensive commercial uses.

Sidewalks and Non-motorized Pathways: The placement of pathways and sidewalks should be incorporated into development proposals and retroactively placed along Lake Ave., Antrim and Sheridan Roads

West Focus Area Build-Out Analysis

The build-out analysis provides an estimate of the number of residential units that would be allowable. Estimates are provided based upon the following:

- City (R-2) Lot Coverage Allowance 40% (50% for lots smaller than 7,000 square feet)
- Township (R-1) Lot Coverage Allowance 30%
- Township (R-2) Lot Coverage Allowance 35%

The remaining area is then divided by the allowable density and the number of units is determined as the base whole number with the removal of all remainders. Map 19 displays vacant and under-utilized parcels. The numbers displayed over the parcel are the high and low density allowable for each residential district, as outlined below. (See Appendix F for vacant/under-developed parcel data & build-out analysis)

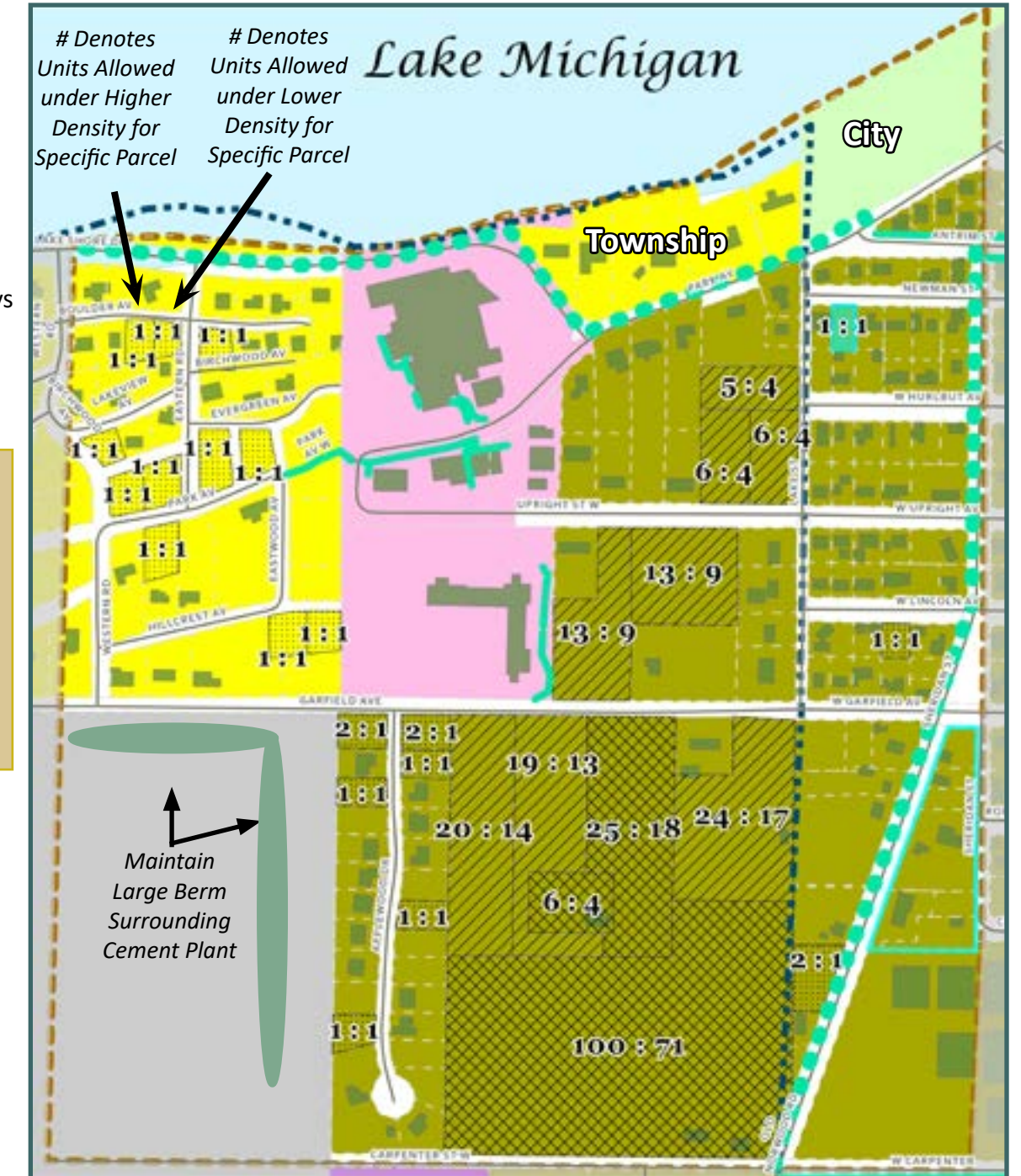
Zoning District	Higher Density *	Lower Density*
R-1	3,500	5,000
R-2	2,500	3,500

* Refers to minimum square footage required per dwelling unit.

For the West Focus Area the following units could be achieved based upon the densities:
Higher Density (R-1 & R-2): 257 dwelling units allowable
Lower Density (R-1 & R-2): 184 dwelling units allowable



Map # 19 West Focus Area Build-Out & Implementation



Mixed Residential Neighborhood (R-2) Zoning District (Township): Along the south side of Waller Road and extending south to the City’s Industrial zone is an area of undeveloped land with a couple of adjacent single-family residential structures and an adjacent civic use. This area is called upon to be zoned for higher density residential development, allowing **10** single-family units or **8** duplex units per acre. The existence of areas of natural trees and vegetation should be kept in consideration of the layout of any future development. Sufficient vegetation should be maintained along the southern boundary of the parcel to act as a screened separation between the adjacent industrial uses. Healthy existing trees should also be maintained throughout open areas of any future development in this location to preserve the feel of the site, and where abutting single and two family residential structures.

One and Two Family (R-1) Zoning Districts (Township & City): East of Martin Road in the focus area the plan calls for rezoning to an R-1 District. This area should allow single-family residential and duplexes with design standards as a use by right within the established R-1 District. The area is currently zoned agriculture and owned by the Conservancy, so it is suggested to perform outreach to the conservancy prior to amendment. It is very likely that the value of this property could support the Conservancy to invest in conservation of greater land area in locations of sensitive and valuable habitat, should the property sell.

Commercial (C) Zoning District (Township): The Commercial Zoning District within the Township should remain as designated, and should allow for a mix of commercial and office uses. This district should utilize buffering and screening when adjacent to residential areas and public roadways, with landscape standards providing vegetation adjacent to structures and in parking areas.

Industrial (I) Zoning District (City & Township): The City is requested to amend the zoning of the parcel located at the SE corner of Mercer and Taylor Roads to Industrial. This will bring the use into conformity and will align with the adjacent Industrial designated district along Taylor Road.

Public Facilities (PF) Zoning District: At the NE corner of Mercer and Taylor Roads is an area of educational public facilities. This area should be rezoned to align with the existing uses of these locations.

Planned Unit Development (PUD) and Planned Residential Development (PRD) (Township): The plan calls for amendment to the Township’s PUD and PRD standards for allowance as a Special Use Permit rather than requiring a rezoning. The allowance of PUD and PRD should then be placed as a special use within the R-2 District. The allowance of this special use should support unique residential layout at increased density with character that fits the existing neighborhood. Design considerations should include necessary screening and buffering of parking areas and refuse locations along with landscaping and pedestrian amenities. This would allow for creative density in the R-2 District along Waller Road.

Design Standards, Buffering, Screening & Landscaping (Township): The Township should develop and amend to within their zoning structure design standards for residential, commercial and mixed use structures. This should be accompanied with landscaping, screening and buffering standards. Standards should consider aesthetic use of landscaping against structures and throughout parking areas. Screening and buffering should be taken into consideration between multi-family and single/two-family structures, along parking areas, refuse areas and for placement between residential areas and industrial and intensive commercial uses. The natural vegetation located throughout this focus area should be maintained when not in conflict with developed site features.

Sidewalks and Non-motorized Pathways: The placement of pathways and sidewalks should be incorporated into development proposals and retroactively placed along Mercer and Waller Roads and US31.

North Focus Area Build-Out Analysis
The build-out analysis provides an estimate of the number of residential units that would be allowable. Two estimates are provided based upon two separate minimum square footage requirements. Estimates are provided based upon the following:

- Township (R-2) Lot Coverage Allowance 35%

The remaining area is then divided by the allowable density and the

number of units is determined as the base whole number with the removal of all remainders. Map 20 displays vacant parcels of the North Focus Area. The numbers displayed over the parcel are the high and low density allowable for the R-2 residential district, as outlined below. (Only the residential district density is determined.) (See Appendix F for vacant/under-developed parcel data & build-out analysis data)

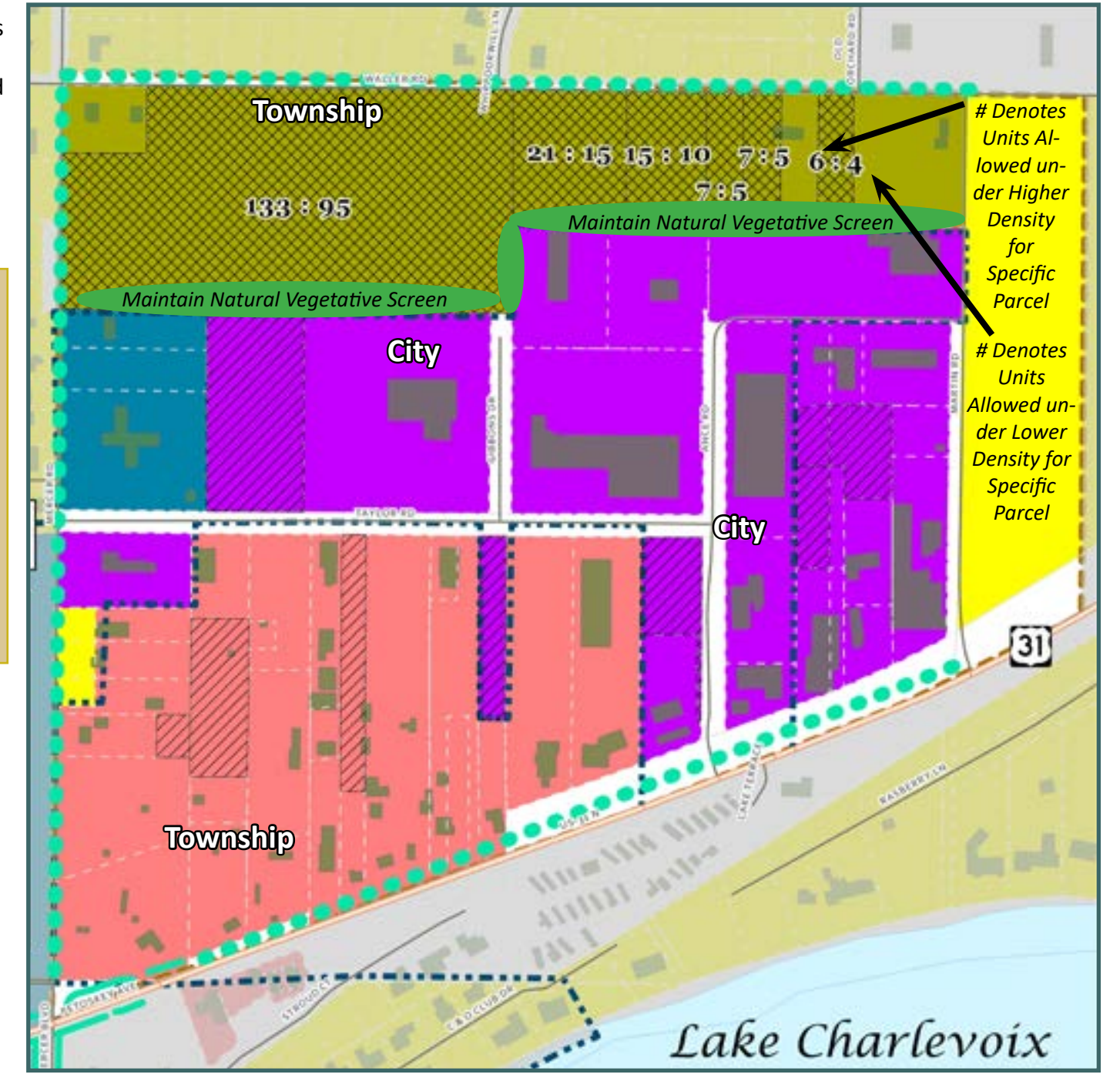
Zoning District	Higher Density*	Lower Density*
R-2	2,500	3,500

* Refers to minimum square footage required per dwelling unit.

For the North Focus Area the following units could be achieved based upon the densities:
Higher Density (R-2): 189 dwelling units allowable
Lower Density (R-2): 134 dwelling units allowable



Map # 20 North Focus Area Build-Out & Implementation



Architectural Design, Layout, Buffering and Screening Examples

Residential Design and Layout Examples

Density and architectural design which maintains neighborhood character is a fundamental principle which was outlined within the community master plans researched for this process. That principle was built upon the outcomes of the community engagement process for those planning documents. It is known that in order to meet permanent resident housing needs, density will play a key role in order to develop structures which are more affordable due to decreased minimum required land area, decreased dwelling structure size, while also supporting more than one dwelling unit within a single structure. All of these factors often decrease costs associated with land and construction materials.

Single-Family Detached (High Density)

The image below displays high density residential single-family structures which are small in structure area and are located on small lots with minimum lot sizes as small as 2,500 square feet. Design requirements outline covered front porches, peaked or gabled roof with landscaped yards. Parking and garages are placed to the rear of the structures with ally access.



Cottages

Smaller single-family structures considered 'cottages' provide avenues to go extremely dense with 600 square foot or less minimums, and design standards which outline porches, peaked roofs and layout that creates a quaint neighborhood appearance.



Duplex

Two-family units constructed with shared walls, and vertically designed for optimal use of space on small lots create living space and high density, while limiting the occupied amount of lot space. Design considerations outline features which create harmony with surrounding single-family structures.



Mini Apartment

Small apartment complexes can be sited on as little as an acre or two if infrastructure is present. Considerations of design can meet neighborhood character and screening of parking and refuse areas is important for adjacent residential uses.



Town Homes

Town homes fit aesthetically well into higher density neighborhoods with existing varied residential structures. Close-knit community feel and sound design, support continuation of neighborhood build-out in locations with sufficient land area to accommodate larger overall structure footprints.



Mixed Use

Mixed use, allowable as a special use within the residential R-2 District, can provide retail, service or office amenities close to residents home. Appropriate guidelines for design allow for incorporation into neighborhoods where they most often should be considered as a piece of a larger town home or other multi-family development, or where existing commercial space exists and the character would remain uniform. Protection of neighboring residential with screening and landscaping of parking and refuse locations should be considered necessary.

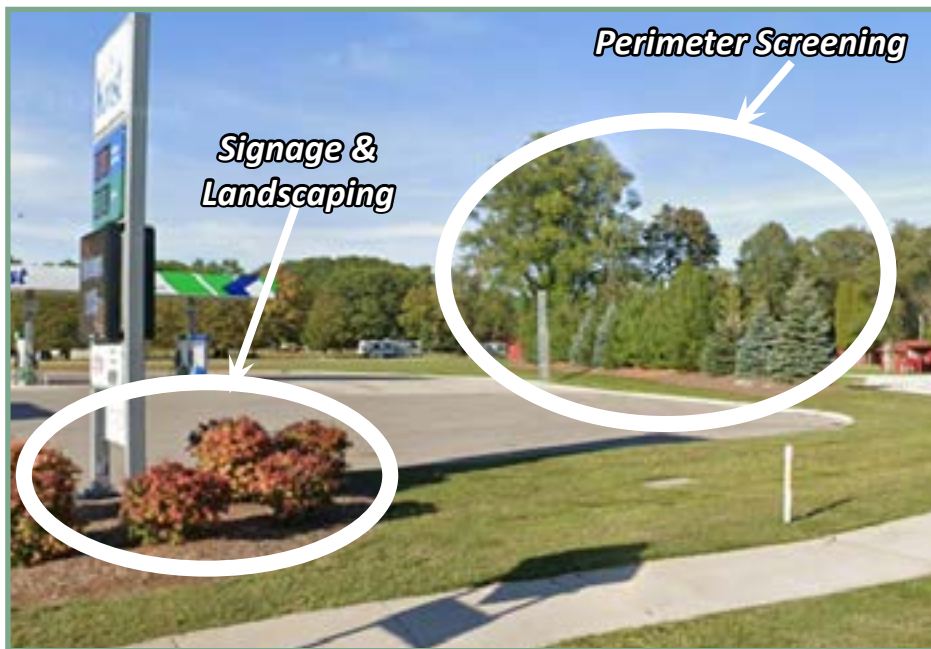


Buffering , Screening and Landscaping Examples

Percieved and realized negative impacts of density and the built environment can be mitigated through design considerations. The utilization of design elements which incorporate breaks and separation of site features through aesthetically pleasing built elements and use of vegetation, add a visually stimulating appeal to a site's final layout. Functionality of the use of screening and buffering allows for close proximity of uses and assets which support the use without causing disruption to the appeal of a neighborhood. The following examples display policy for supporting recommended regulatory requirements.

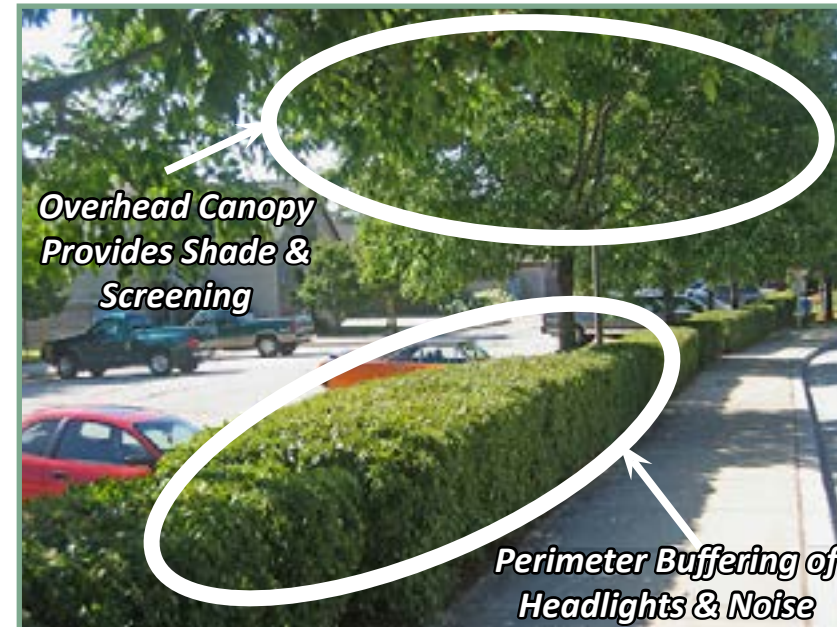
Use Screening

A move towards a form over function approach associated with 'Form Based Code' can lead to less separation of uses, proximity of residential spaces to locations of work, services and options for entertainment. In many instances separation of noxious aspects of a use can be mitigated through the use of perimeter screening. The image below displays a use buffer of evergreen trees providing separation from a gas station retail use and neighboring uses. Also note the use of landscaping incorporated into the layout and placement of the business signage.



Parking Area Screening & Landscaping

Parking areas often present noxious use impacts to communities. The presence of automobile noise, exhaust and headlights can impact community members whether within their homes, office or retail locations or when utilizing outdoor spaces. The images below represent methods of vegetative screening/buffering and landscaping which can mitigate the negative impacts of parking areas while creating aesthetically pleasing site design.



Refuse Area Screening & Landscaping

Locations of garbage receptacles and refuse areas are often located to the rear of buildings placing them most often outside of the view of the public ROW on which the structure is sited. This shields the view from a single direction, but still impacts neighboring parcels to the side and rear. The use of quality building materials and landscaping can improve a sites design, protecting neighboring uses which can be impacted by the unsightly location of a dumpster or garbage receptacle.



Structure Landscaping

Placement of landscaping incorporated into the design of structures, whether commercial, industrial or residential, adds to the aesthetic quality of a built environment. Simple requirements stating placement of vegetation against hard built elements and incorporation of trees in open areas leads to quality site design.



The Process to Be Undertaken

Communities Focus Areas Plan

The process to be undertaken follows the structure outlined within the Planning Enabling Act, ACT 33 of 2008 for the adoption of a Master Plan. Each community should review the plan and move through individual adoption processes.

Focus Plan Adoption Process

1. Planning Commission Recommends Plan for Public Review
2. Governing Body Authorizes Release of Plan for Review Period
3. Formal Notice of Availability for a 63 Day Public Review Period
4. Setting of a Public Hearing and Formal Noticing of Hearing
5. Holding of Public Hearing
6. Adoption of Plan by Resolution

Zoning Ordinance Amendments

The amendment process for incorporation of recommended zoning text and map amendments shall follow the prescribed process established within the Zoning Enabling Act, ACT 110 of 2006. Each community should review the recommended amendments and move through individual amendment processes. The processes require:

Zoning Text Amendment Process

1. Planning Commission Recommends Amendments to Governing Board
2. Governing Board Places Notice of Amendments for Public Review
3. Setting of Public Hearing and Formal Notice of Hearing
4. Holding of Public Hearing
5. Adoption of Amendments by Resolution

Zoning Map Amendment Process

1. Planning Commission Recommends Amendments to Governing Board
2. Governing Board Places Notice of Amendments for Public Review
3. Setting of Public Hearing and Formal Notice of Hearing
4. Mailing to Property Owners of Properties to be Rezoned
5. Holding of Public Hearing
6. Adoption of Amendments by Resolution

Development Oversight and Infrastructure Expansion

The adoption of this planning document and subsequent amendments to respective zoning ordinances will structure the necessary policy and regulation to guide the desired development pattern. Infrastructure must be expanded to the proposed focus areas to facilitate development and in particular for the increasing of density. Expansion of infrastructure is recommended to occur under the provisions of Public Act 425 of 1984, Conditional Land Use Transfer.

Conditional Land Use Transfer (ACT 425 of 1984)

The purpose of PA 425 is to structure a process for local governments to coordinate through collaboration for the sharing of tax revenue from new developments through mutual support of economic development projects. 425 agreements allow for the transfer of land from one jurisdiction to a neighboring jurisdiction conditionally for a period of time up to 50 years in length. The agreement specifies the controlling local unit which has jurisdiction over the property during the life of the agreement and what occurs to that property once the agreement ends. In most instances the project area reverts back to the local unit which transferred the property for the time-frame of the agreement.

425 agreements are arrangements which can support infrastructure expansion efforts from municipalities who control water, sewer or other utilities, to neighboring local units which have development potential and a need for these services. The agreements must define the specific economic development project and area, specifically detailing what is desired in terms of land use and density.

[MEDC PA 425 Resource Document](#)

Conditional Land Use Transfer Process

1. Continue Coordinated Conversations Throughout Process
2. Utilize This Planning Document as the Project Area Guide
3. Consult Respective Municipal Attorneys on 425 Process
4. Hold Joint Governing Body Meeting to Discuss Process
5. Follow Respective Municipal Attorney Recommendation for Drafting of Agreements and Execution of Agreements

Closing

This process underscores the importance of collaboration and coordination. Community leadership is well aware of the need to meet the challenges presented to their communities in the face of very limited permanent housing, decreasing permanent families, and existing land use guidance which stops short of cross-jurisdictional analysis and strategies. Supportive policy and information for shaping regulatory measures is the tool that is presented. There is understanding of the difficulties that may arise as the communities move through processes to implement these ideas. Continued communication and transparency with the public, and the need to focus on community building through aesthetically pleasing design must be conveyed.

At times density has an incorrect connotation perceived by those unfamiliar with the ability to pair good design with density. It is in these exchanges that opportunity presents itself to convey the message of quality design creates quality community, and community is built and maintained through its permanent residents. As the number of permanent residents remains stagnant in the face of a growing seasonal population, it is the very life of the community that is at stake. Leadership must create the avenues that will support and provide opportunity to balance and shift the scales in favor of maintaining our communities permanent population.

Focus Area Parcels

West Focus Area		
Property Class	Parcels	Area
Residential Improved	135	69.14 ac
Commercial Improved	6	44.19 ac
Industrial Improved	1	23.27 ac
Unimproved (vacant)	47	28.31 ac*
Exempt Unimproved (vacant)	3	1.74ac**
* (share of parcel, total parcel size is 1,042 ac)		
*(Conservancy & Road Commission)		
North Focus Area		
Property Class	Parcels	Area
Residential Improved	12	12.29 ac
Commercial Improved	30	47.62 ac
Industrial Improved	6	25.94 ac
Unimproved (vacant)	21	42.36 ac
Exempt Unimproved (vacant)	2	13.66 ac

North Focus Area Unimproved Parcel Data	Parcel Number	Acres
<i>Equal or Greater than 4.5 acres</i>		
	004-024-011-10	19.18
TOTAL		19.18
<i>Greater than 1 acre, less than 4.5 acres</i>		
	004-024-013-50	1.08
	004-024-010-35	1.01
	004-024-010-50	3.10
	004-024-023-10	1.26
	052-130-001-00	3.97
	004-024-021-30	1.85
	052-124-012-20	1.02
	052-124-008-20	1.27
	004-024-010-30	1.01
	004-024-010-45	2.20
	004-024-022-25	1.08
TOTAL		18.85
<i>Equal or Less than 1 acre</i>		
	004-024-010-15	0.96
	052-124-012-40	0.27
	052-124-012-50	0.23
	052-124-012-30	0.29
	052-124-001-45	0.50
	004-023-010-95	0.69
	004-024-017-55	0.29
	052-124-010-20	0.40
	052-124-010-10	0.69
TOTAL		4.33
ALL TOTAL UNIMPROVED		42.36

West Focus Area Unimproved Parcel Data	Parcel Number	Acres
<i>Equal or Greater than 4.5 acres</i>		
	N/A	N/A
<i>Greater than 1 acre, less than 4.5 acres</i>		
	004-027-002-35	1.96
	004-150-065-10	1.64
	004-027-006-10	3.58
	004-027-002-40	1.97
	004-150-040-10	1.29
	004-027-007-30	2.98
	004-027-007-20	2.80
TOTAL		16.22
<i>Equal or Less than 1 acre</i>		
	004-150-021-00	0.22
	052-270-041-00	0.19
	004-150-047-00	0.38
	004-150-048-00	0.28
	004-150-027-00	0.22
	004-027-016-40	0.20
	052-227-010-00	0.22
	004-110-018-00	0.28
	004-150-076-00	0.27
	004-150-054-00	0.35
	004-150-061-00	0.35
	004-150-002-50	0.10
	004-150-045-00	0.28
	004-027-019-40	0.89
	004-150-077-00	0.31
	052-227-012-20	0.21
	004-150-021-50	0.19
	004-110-007-00	0.28
	004-150-904-00	0.11
	004-150-033-00	0.19
	004-150-046-00	0.33
	004-110-001-00	0.34
	004-150-006-00	0.17
	004-150-903-00	0.02
	004-110-002-00	0.28
	004-150-022-00	0.27
	004-027-016-25	0.76
	052-270-221-00	0.19
	052-270-229-20	0.14
	004-150-042-00	0.54
	004-110-026-00	0.28
	004-110-028-00	0.33
	004-150-902-30	0.06
	052-227-001-25	0.50
	052-227-006-00	0.52

Focus Area Parcels

West Focus Area Unimproved Parcel Data	Parcel Number	Acres
<i>Equal or Less than 1 acre....cont.</i>		
	052-227-007-00	0.07
	004-150-902-40	0.07
	004-150-902-20	0.05
	004-027-019-20	0.82
	004-027-019-30	0.88
TOTAL		12.09
ALL TOTAL UNIMPROVED		28.31