

CITY OF CHARLEVOIX
210 STATE ST. CHARLEVOIX, MICH. 49720
PLANNING COMMISSION PUBLIC MEETING AGENDA

MONDAY, MAY 10, 2021 AT 6:00 PM in the Council Chambers, City Hall

- A. Call to Order/Pledge of Allegiance
 - 1. Zoom Log-in for Remote Participation
- B. Roll Call
- C. Inquiry into Potential Conflicts of Interest
- D. Approval of Agenda
- E. Approval of the Minutes
 - 1. April 12, 2021 Minutes
- F. Call for Public Comment Not Related to Agenda Items
- G. New Business
- H. Old Business
 - 1. Bylaws Review
 - 2. Building Code Referral to City Council
 - 3. Master Plan Update
 - 4. ADU Architectural Standards
 - 5. Community Engagement Survey Update
- I. Staff Updates
- J. Requests For Next Months Agenda or Research Items
- K. Adjournment by 8:00 p.m. unless extended by a motion

The City of Charlevoix will provide necessary reasonable auxiliary aids and services, such as signers for the hearing impaired and audio tapes of printed materials being considered at the meeting, to individuals with disabilities at the meeting upon one weeks' notice to the City of Charlevoix. Individuals with disabilities requiring auxiliary aids or services should contact the City of Charlevoix Clerk's Office in writing or calling the following: City Clerk, 210 State Street, Charlevoix, MI 49720 (231) 547-3250.

CITY OF CHARLEVOIX

Call to Order/Pledge of Allegiance

TO: Planning Commission

FROM: Jennifer Neal

SUBJECT: Zoom Log-in for Remote Participation

DATE: May 10, 2021

BACKGROUND

The meeting will be held in-person under the direction of the MDHHS. Social distancing and masks are required and the capacity should be limited to 25. For those wishing to participate remotely, a Zoom link is available.

Topic: Planning Commission

Time: May 10, 2021 06:00 PM Eastern Time (US and Canada)

Join Zoom Meeting

<https://zoom.us/j/96724630790>

Meeting ID: 967 2463 0790

One tap mobile

+13126266799,,96724630790# US (Chicago)

+16465588656,,96724630790# US (New York)

Dial by your location

+1 312 626 6799 US (Chicago)

+1 646 558 8656 US (New York)

+1 301 715 8592 US (Washington DC)

+1 346 248 7799 US (Houston)

+1 669 900 9128 US (San Jose)

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Meeting ID: 967 2463 0790

Find your local number: <https://zoom.us/u/adzEBqoqdv>

CITY OF CHARLEVOIX

Approval of the Minutes

TO: Planning Commission

FROM: Jennifer Neal

SUBJECT: April 12, 2021 Minutes

DATE: May 10, 2021

BACKGROUND

The draft Minutes from April 12, 2021 Planning Commission meeting are included for review and approval.

ATTACHMENTS:

- ▣ April 12, 2021 Draft Minutes

**CITY OF CHARLEVOIX
PLANNING COMMISSION MEETING MINUTES
COUNCIL CHAMBERS, CITY HALL, 210 STATE STREET
Monday, April 12, 2021 - 6:00 p.m.**

A. Call to Order

The meeting was called to order at 6:00 p.m. by Chair Waddell.

B. Roll Call

Chair	RJ Waddell
Members Present:	Reid Beegen, Sherm Chamberlain, Toni Felter, Mary Millington, Jennifer Muladore, Emma Suarez Pawlicki
Members Remote:	David Gray
Staff Present:	Jennifer Neal, Planner; Jonathan Scheel, Zoning Administrator

C. Inquiry into Potential Conflicts of Interest

D. Approval of Agenda

Motion by Member Chamberlain, second by Member Muladore to approve the agenda as presented. Motion passed by unanimous voice vote.

E. Approval of the Minutes

1. March 8, 2021 Meeting Minutes

Chair Waddell stated that the phrase "long-term project" in the first sentence, second paragraph under Item G-2 should be changed to "long-term rental".

Motion by Member Felter, second by Member Chamberlain to approve the minutes of March 8, 2021 as corrected. Motion passed by unanimous voice vote except for Member Pawlicki who abstained.

F. Call for Public Comment Not Related to Agenda Items

G. New Business

1. Site Plan Review: 1108 Bridge Street, Proposed Mixed Use Building

Zoning Administrator Scheel described the details of the project and stated that the applicant, Ron Way of Way Building, submitted an application and plans for Level B Site Plan Review by the Planning Commission. The proposed new construction is located at 1108 Bridge Street and would include two two-story buildings with first floor commercial office space and second floor residential units.

Zoning Administrator Scheel stated that there were some access issues with the alley behind the property which is School District property. He stated when the developer talked to the School District, they were unaware that it was their property and both parties are discussing how to get access to his property. He stated that the City Manager is in favor of having that property turned into a public use alley through the developer getting the property or if the City needs to be involved. Zoning Administrator Scheel stated that the developer would like to know that he has a valid project before he spends too much time and effort in obtaining the access.

Mr. Way questioned if the site plan showed the angle parking that he discussed with Zoning Administrator Scheel so that they could have the approval going forward with that as option one and then being able to try to get the rear yard parking. Zoning Administrator Scheel stated that originally the plan showed five parking spaces coming directly off the alley, and the developer is going to develop the public right-of-way road because it is not curb and gutter at this point and was potentially looking at nine angled parking spaces directly to the sidewalk on Wood Street. He stated that the Planning Commission has the authority to allow public parking in lieu of private parking. Chair Waddell read the recommended findings of fact from the staff report.

Motion by Member Felter, second by Member Chamberlain to approve the site plan for 1108 Bridge Street with angled parking on Wood Street at the developer's expense and eventual addition of parking on the east side once the alley access is available. Motion passed by unanimous voice vote.

2. Site Plan Review: 230 Bridge Street, Proposed Rooftop Deck

Zoning Administrator Scheel stated that this was a downtown mixed-use building that is a commercial venture on the first floor and residence on the second and this was an application for a roof deck for residential use. The applicant has substantially constructed the deck without a zoning permit, and the project has a stop work order waiting for Planning Commission approval of the project. He stated his concern that Sections 151-230 through 153.243 of the Zoning Ordinance states that "Design standards. Buildings shall have architectural variety but enhance the overall cohesive community character." He stated that photos show a blank wall, and this would be a case where something like a cornice that mimics the cornice at the rooftop would be feature that would improve the look of the deck. He stated that the corner location faced the park and is very visible from the streets and the City's visitors.

Norman Carlson, applicant, stated that he was not aware of this ordinance change and he apologized for starting the project. He stated that the regulations made a lot of sense for commercial settings. He stated that the deck was the same footprint as the existing building, there would be a rail on the south and east sides of the deck, no stairs as the only deck access is from the residence and it is not a short-

term rental. Mr. Carlson responded to multiple questions from the Commission members regarding materials being used for the deck and railing and aesthetics/features of the rooftop deck.

Motion by Member Muladore, second by Member Beegen to approve the site plan for the rooftop deck at 230 Bridge Street with the following conditions: 1) stormwater plan submitted to the City, 2) deck size of 23.5' x 20', 3) schematic of the side views of the siding design for the east and south sides, and 4) a lighting plan. Motion passed by unanimous voice vote.

3. Proposed Historical Sign at Pine River Channel

Planner Neal stated that applicant Denise Fate, President of the Charlevoix Historical Society, submitted a request and plans for Planning Commission consideration for an interpretive historic sign to tell the history of indigenous people in the Charlevoix area. The proposed sign will be located on the north side of the Pine River Channel, west of the Weathervane. Ms. Fate provided a brief background of the project, the partner agencies involved, and the logic for the location selection.

Motion by Member Beegen, second by Member Felter to recommend to City Council to accept the donation as described. Motion passed by unanimous roll call vote.

4. Redevelopment Ready Communities Briefing

Community Development Fellow Martin provided a briefing about the Redevelopment Ready Communities (RRC) Program and Charlevoix's efforts to reach certification. Mr. Martin described the Program, benefits of certification and accomplishments to date. He stated that the next step was selecting the priority redevelopment sites and he described the process to identify sites to be marketed by the Michigan Economic Development Corporation (MEDC) for redevelopment. The Planning Commission's role will be to provide their vision for the identified sites for recommendation to City Council.

5. Level A Site Plan Reviews

Zoning Administrator Scheel provided an update of the three Level A Site Plan Reviews currently being conducted including: 1) 1440 Bridge Street – McDonalds for a second drive through; 2) 1410 Bridge Street (former Burger King location) – Culver's Restaurant, building using the existing footprint; 3) Bentley Hill Bakehouse - 24' x 24' outdoor pavilion for seating; and 4) special land use review for the Joppa House, 801 State Street, who wants to expand services to the house next door which the owners recently purchased.

Motion by Member Muladore, second by Member Beegen to extend the meeting for 15 minutes beyond 8:00 p.m. Motion passed by unanimous voice vote.

H. Old Business

1. Bylaws Review

Chair Waddell stated that there were three minor changes to the Bylaws as discussed at the previous meeting, but only two of the items were included in the draft so this item will be brought back to the Commission at the May meeting.

2. Accessory Dwelling Unit Discussion

Chair Waddell stated that due to the length of discussion on the earlier agenda items this item will be included on the May agenda.

Member Pawlicki asked about getting the word out to the public about this type of discussion and getting more input from the residents; Zoning Administrator Scheel stated that they could also do a press release and they were doing the same things for the Master Plan for public input/outreach.

3. Master Plan Update

Planner Neal gave a brief progress update on the City's Master Plan and reviewed the first draft of Chapter 2: *Community Description*. She also explained the efforts that will be made to engage the public in the Master Plan update process. She stated that all announcements related to the Master Plan will be posted to the City's website which can be found at: <http://www.charlevoixmi.gov/423/Master-Plan>.

Planner Neal stated that the Housing Business Park Initiative is hosting a meeting of community stakeholders to discuss the Master Plan update and housing solutions to be held on the morning of April 26th and Chair Waddell stated that he was planning to attend the meeting. If other members are interested, they should contact Planner Neal.

I. Staff Updates

J. Request for Next Month's Agenda or Research Items

K. Adjournment by 8:00 PM Unless Extended by Motion

Motion by Member Felter, second by Member Beegen to adjourn the meeting. Motion passed by unanimous vote. Meeting adjourned at 8:14 p.m.

CITY OF CHARLEVOIX

Old Business

TO: Planning Commission

FROM: Jennifer Neal

SUBJECT: Bylaws Review

DATE: May 10, 2021

BACKGROUND

Three changes are being recommended for the Bylaws.

1. The first is a change to Section 2.5 under Membership. Planning Commissioners are required to report education and training opportunities they attend to the designated staff member to be kept on a record of trainings.
2. The second is a change to Section 5.6 Parliamentary Procedure. The new language would update the edition to the newest version of Roberts Rules of Order Newly Revised.
3. The third edit is to add item g. under the heading of Section 9. Item g. includes Planning Commissioner's role in making recommendations to City Council for uses on public land and donations in public spaces.

ATTACHMENTS:

- ▣ Draft Bylaws revisions



CITY OF CHARLEVOIX

210 STATE ST. CHARLEVOIX, MICH. 49720 www.CityofCharlevoix.org

Planning Commission Bylaws

Adopted May 12, 2014

Amended April 9, 2018

Amended June 11, 2018

Amended January 14, 2019

1.0 Purpose.

- 1.1 The name shall be the City of Charlevoix Planning Commission, hereafter known as the "Commission". The City of Charlevoix hereafter shall be known as the "City."
- 1.2 These Bylaws are adopted by the Commission to facilitate the performance of its duties as outlined in P.A. 33 of 2008, as amended, being the Michigan Planning Enabling Act, (M.C.L. 125.3801 *et seq.*), hereinafter "the Planning Act."
- 1.3 These Bylaws are also adopted to facilitate the duties of the Commission for administration of a zoning ordinance as outlined in P.A. 110 of 2006, as amended, being the Michigan Zoning Enabling Act, (M.C.L. 125.3101 *et seq.*), hereinafter "the Zoning Act."

2.0 Membership. Members of the Commission are appointed pursuant to Title I, Chapter 7, Article V of the City Code, entitled Planning Commission. (Ord. 751)

- 2.1 Each member shall represent and advocate what is best for the City as a whole, putting aside personal or special interests.
- 2.2 In an effort to establish a diverse Commission, the City shall make every effort to appoint members who represent important sectors of the community and economy consistent with the requirements of Title I, Chapter 7, Article V of the City Code.
- 2.3 Liaisons. The purpose of liaisons is to provide technical assistance and advice, participate in discussions with the Commission, and answer questions from the general public or the Commission. Liaisons may include Planning Department staff, City department heads, planning consultants, the City Attorney, surveyors, engineers, or other qualified consultants.

- 2.4 Attendance. A Commission member's absence from three consecutive regularly scheduled meetings shall be considered nonfeasance in office. Nonfeasance in office shall be grounds for the City Council to remove a member from the Commission for nonperformance of duty, or misconduct, after holding a public hearing on the matter. The Commission secretary, or acting secretary in the absence of the elected secretary, shall keep attendance records and shall notify the City Council whenever any member of the Commission is absent from three consecutive regularly scheduled meetings, so the City Council can consider further action allowed under law or excuse the absences.
- 2.5 Each member shall have completed, at a minimum, basic planning commissioner training such as that offered by Michigan Association of Planning, Michigan Municipal League, or Michigan State University Extension during the member's first full term of office. The "Citizen Planner" program, offered as continuing education through Michigan State University and MSU Extension is recommended but not required. Members shall then be encouraged to attend training in planning and zoning related topics as authorized by the City Council in the adopted budget. Once a member has completed an education or training session they shall report the training to the designated staff member to be kept on official record.
- 2.6 Conflict of Interest
- (a) Each member of the Commission shall avoid conflicts of interest and/or incompatibility of office. As used here, a conflict of interest shall at a minimum include, but not necessarily be limited to, the following:
- (1) Issuing, deliberating on, voting on, or reviewing a case concerning the member, on land owned by the member, or if the case involves land adjacent to the members property.
 - (2) Issuing, deliberating on, voting on, or reviewing a case involving a corporation, company, partnership, or any other entity in which he or she is a part owner, or any other relationship where he or she may stand to have a financial gain or loss.
 - (4) Issuing, deliberating on, voting on, or reviewing a case which is an action which results in a pecuniary benefit to the commissioner, or a friend or family member of the commissioner.
 - (5) Issuing, deliberating on, voting on, or reviewing a case concerning his or her spouse, children, stepchildren, grandchildren, parents, brothers, sisters, grandparents, parents in-law, grandparents in-law, or members of his or her household.
 - (6) Issuing, deliberating on, voting on, or reviewing a case where his or her employee or employer is an applicant or

agent for an applicant, or has a direct interest in the outcome.

- b.) If a question exists whether the circumstances actually present a conflict of interest, the Planning Commission member or zoning staff shall make a reasonable attempt to contact the city attorney prior to the Planning Commission meeting at which the matter that may give rise to the conflict of interest will be considered to obtain a legal opinion concerning whether a conflict of interest legally exists. If the Planning Commission member or zoning staff is not able to obtain a legal opinion from the city attorney then the Planning Commission may, by majority vote of the members present, adjourn the case to a specific time, date, and place in order to obtain a written opinion from the city attorney.
- c.) When a conflict of interest exists, the member of the Commission, or committee, shall do all of the following immediately, upon first knowledge of the case and determining that a conflict exists:
 - (1) declare a conflict exists at the next meeting of the Commission or committee:
 - (2) cease to participate at the Commission or committee meetings, or in any other manner, or represent one's self before the Commission, its staff, or others, and
 - (3) during deliberation of the agenda item before the Commission or committee, remove one's self from the front table where members of the Commission sit, until that agenda item is concluded.
- 2.7 Incompatibility of Office. If a member of the Commission is appointed to another office, which is an incompatible office with his or her membership on the Commission, then on the effective date of the appointment to the other office, that shall result in an automatic resignation from the Commission. If a member of another office is appointed to the Commission, which is an incompatible office with his or her membership in the other office, then on the effective date of the appointment to the Commission, that shall result in an automatic resignation from the other office.

3.0 Duties of all members.

3.1 *Ex Parte* contact

- a.) Members shall avoid *Ex Parte* contact about cases where an administrative decision is before the commission whenever possible.
- b.) Despite one's best efforts it is sometimes not possible to avoid *Ex Parte* contact. When that happens, the member should take detailed notes on what was said and report to the Commission at a public meeting or hearing what was said, so that every member and other interested parties are made aware of what was said.

3.2 Site Inspections

- (a) Planning Commissioners are encouraged to do a site inspection prior to any public meetings or hearings where a decision may be made on a particular lot or parcel. Planning Commissions should visit the site by themselves and avoid contact with the applicants, property owners, and neighbors. If requested, members may visit the site with the Zoning Administrator or liaison.
- 3.3 Code of Conduct/Accepting gifts.
 - a.) Each Planning Commissioner shall abide by the City of Charlevoix Code of Ethics and Conflict of Interest Policy. Gifts shall not be accepted by a member of the Commission or liaisons.

4.0 Officers

- 4.1 Selection: At the first regular meeting of each calendar year, the Commission shall select from its membership a Chair, and Vice-Chair. All officers are eligible for reelection. In the event the office of the Chair becomes vacant, the Vice-Chair shall succeed to this office for the unexpired term and the Commission shall select a successor to the office of Vice-Chair for the unexpired term.
- 4.2 Tenure. The Chair and Vice-Chair shall take office at the first regular meeting of the calendar year following their selection and shall hold office for a term of one year or until their successors are selected and assume office.
- 4.3 Chair's Duties. The Chair retains his or her ability to discuss, make motions and vote on issues before the Commission. The Chair shall:
 - a.) Preside at all meetings with all powers under parliamentary procedure;
 - b.) Shall rule out of order any irrelevant remarks; remarks which are personal; remarks about another's race, religion, sex, physical condition, ethnic background, beliefs, or similar topics; profanity; or other remarks which are not about the topic before the Commission;
 - c.) Call special meetings if deemed necessary;
 - d.) Review with the staff, prior to a Commission meeting, the items to be on the agenda if he or she so chooses;
 - e.) Periodically meet with the Planning Director and/or other Planning Department staff to review Planning Department operation, procedures, and to monitor progress on various projects.
 - f.) Chair or perform a major role in the interview and selection process for a Planning Director;
 - g.) Act as the Commission's and Planning Department's chief spokesman and lobbyist to represent the Commission at local, regional, and state government levels.
 - h.) Represent the Commission before the City of Charlevoix; and
 - i.) Perform such other duties as may be ordered by the Commission.
- 4.4 Vice-Chair's Duties. The Vice-Chair shall:
 - a.) Act in the capacity of Chair, with all the powers and duties found in Section 4.3 of these Rules, in the Chair's absence;

- b.) Perform such other duties as may be ordered by the Commission.
- 4.5 Recording Secretary's Duties. The Recording Secretary shall be the City staff designated by the Planning Commission to properly notice meetings, record the audio, and compose draft minutes.

5.0 Meetings

- 5.1 Regular meetings. Meetings of the Commission will generally be held the second Monday of every month at 6 p.m. at 210 State Street. When the regular meeting day falls on a legal holiday, the Commission shall select a suitable alternate day in the same month. An annual notice or regularly scheduled Commission meetings shall comply with P.A. 267 of 1976, as amended, (being the Michigan Open Meeting Act M.C.L. 15.261 *et seq.*)
- 5.2 Special Meetings. Special meetings shall be called by the Chair, by any two members of the Commission, or by the Chair at the request of any non-member of the commission. Special meetings shall be properly notice in accordance with the Open Meetings Act.
- 5.3 Quorum. More than half the total number of seats for members of the Commission, regardless if vacancies exist or not, shall constitute a quorum for the transaction of business and the taking of official action for all matters before the Commission. Commissioners connected to a meeting remotely shall not be considered attendance for the purpose of establishing a quorum (City Council Resolution 2018-05-01). Whenever a quorum is not present at a regular or special meeting, those present shall adjourn the meeting to another day.
- 5.4 Motions.
 - a.) Motions shall be restated by the Chair before a vote is taken.
 - b.) Findings of Fact. All actions taken in an administrative capacity (including but not limited to, special use permits, subdivisions, zoning, site plan review, planned unit developments, review and submission on another municipality's proposed plan, review and submission on a capital improvement, review of township zoning) shall include each of the following parts.
 - (1) A finding of fact, listing what the Commission determines to be relevant facts in the case in order to eliminate misleading statements, hearsay, irrelevant, and untrue statements.
 - (2) Conclusions to list reasons based on the facts for the Commission's action, often directly related, or not, to a finding of compliance, or noncompliance, to standards.
 - (3) The Commission's action; recommendation or position, approval, approval with conditions, or disapproval.
- 5.5 Voting. Voting shall be by voice and shall be recorded as passing or failing. Roll call votes will be recorded only upon request by a member of the Commission and shall be recorded by "yes" or "no". Commissioners connected to a meeting remotely may vote and take any action as part of

the meeting as if the remote participant were attending the meeting in person (City Council Resolution 2018-05-01). Voting by proxy shall not occur. Except as provided herein, the affirmative vote of a majority of those present shall be necessary for the adoption of motions. The affirmative vote of a majority of the total number of seats for members of the Commission, regardless if vacancies or absences exist or not, shall be necessary for the adoption, or recommendation for adoption, of any plan or amendment to a plan.

- 5.6 Parliamentary Procedure. Parliamentary procedure in Commission meetings shall be informal. However, if required to keep order, Commission meetings shall then be governed by *Roberts Rules of Order Newly Revised*, (1~~20~~²⁰th Edition, ~~Perseus Publishing~~Hachette Book Group, New York, 20~~2000~~²⁰⁰⁰ (ISBN ~~978-1-5417-9770-30-7382-037-6~~)) for issues not specifically covered by these Bylaws. Where these Bylaws conflict, or are different than *Robert's Rules of Order*, then these Bylaws control.
- 5.7 Public Participation. All regular and special meetings, hearings, records, and accounts shall be open to the public.
- a.) All public comments not specifically related to agenda items shall be provided at the beginning of the meeting in accordance with the agenda. Public comments on specific agenda items shall be called for at the appropriate time by the Chair.
 - b.) The Chair may limit the amount of time allowed for each person wishing to make public comment at a Commission meeting. The Chair may ask members of the audience to caucus with others sharing similar positions so they may select a single spokesperson. If a single spokesperson is selected, that individual shall be able to make public comment at the Commission meeting without time limit or an extended time limit.
- 5.8 Order of Business. Agenda. The Recording Secretary, or designee, shall prepare an Agenda for each meeting and the order of business shall be as follows:
- a.) Call to order and Pledge of Allegiance.
 - b.) Roll call.
 - c.) Inquiry into potential conflicts of interest.
 - d.) Approval of agenda.
 - e.) Approval of the minutes.
 - f.) Call for public comment not related to agenda items.
 - g.) New business
 - h.) Old business
 - i.) Staff updates/Planning Commission general comments/Request for research items.
 - j.) Requests for future agenda items, research, or miscellaneous business.
 - k.) Adjournment.
- 5.9 Placement of Items on the Agenda.

- a.) The City Planning Director/Zoning Administrator or City Manager may place items on the agenda with approval from the Chair.
 - b.) The Chair, Vice-Chair, any member of the Commission may request specific items be placed on the agenda.
 - c.) Any member of the public may request items be placed on the agenda, with prior approval from the Planning Commission Chair.
- 5.10 Minutes and Record. The Commission Secretary shall keep, or cause to be kept, a record of Commission meetings, which shall at a minimum include an indication of the following:
- a.) Copy of the meeting posting pursuant to P.A. 267 of 1976, as amended, (being the Michigan Open Meetings Act, M.C.L. 15.261 *et seq.*)
 - b.) Copy of the minutes, and all its attachments which shall include a summary of the meeting, in chronological sequence of occurrence.
- 5.11 Retention. Commission records shall be preserved and kept on file in accordance with the State of Michigan

6.0 Committees

- 6.1 The Planning Commission may establish executive, ad-hoc, or citizen committees to assist the Commission in research, creation of neighborhood plans, to increase public involvement, or other specific purposes. Any committee established by the Commission may include not more than three Planning Commissioners. All committees are considered advisory and shall be required to follow the State of Michigan Open Meetings act.

7.0 Mileage and Per Diem

- 7.1 If requested, mileage shall be paid to members of the Commission at rates established by the City of Charlevoix for attending Commission meetings and other authorized meetings and trips to represent the City of Charlevoix. City Council may establish a per diem rate for Commissioners. Commissioners may be reimbursed for travel expenses to attend training sessions or conferences with prior authorization from the City Planner/Zoning Administrator.

8.0 Hearings

- 8.1 Plan Hearings. Before the adoption of any part of a plan, as defined in the Planning Act, or any amendment to a plan, or recommending approval of an amendment to the City Council, the Commission shall hold at least one public hearing on the matter. Notice of the time and place of the hearing shall be given, not less than 15 days prior to such hearing, by at least one publication in a newspaper of general circulation within the city.
- 8.2 Any other hearings required by the Zoning Ordinance or special hearings requested by the Planning Commission shall be properly noticed in accordance with the City Zoning Ordinance, the Zoning Enabling Act, or Open Meetings Act.

9.0 Planning Commission Responsibilities

- 9.1 Planning Commission responsibilities and duties shall include all those delegated to the Commission by the Planning Enabling Act, the Zoning

Enabling Act, the Land Division Act, Condominium Act and the City of Charlevoix Zoning Ordinance. Examples include but are not limited to:

- a) Adoption and amendment to the City Master Plan and Parks and Recreation Master Plan.
- b) Review of adjacent, or contiguous, local government plans from surrounding townships or Charlevoix County.
- c) Review of the annual Capital Improvement Plan (CIP) and subsequent recommendation to City Council.
- d) Review of new capital improvement projects not included in the annual CIP as defined by the adopted Capital Improvement Review Policy. (Resolution 2013-10-02 adopted on October, 21 2013)
- e) Recommendations to City Council on zoning map and text amendments.
- f) Review and decision on Level B Site Plan Reviews, PUDs, Site Condominiums and Special Use Permit applications.
- f)g) Recommendations to City Council on uses on public property and donations to be displayed in public spaces.

9.2 The Planning Commission may make other decisions or recommendations pertaining to land use if requested by City Council or the general public.

9.3 All powers of the zoning commission have been transferred to this Commission, pursuant to M.C.L. 125.3301 of the Zoning Act.

10.0 Adoption, Repeal, Amendments

10.1 Upon adoption of these Bylaws of May 12, 2014, they shall become effective and all previous Bylaws, shall be repealed.

10.2 The Commission may suspend any one of these Bylaws, for a duration of not more than one agenda item or meeting.

10.3 These Bylaws may be added to, amended or repealed in whole or in part. Proposed changes to these Bylaws must be submitted in writing to the members of the Planning Commission at least one (1) month in advance of the meeting at which the proposed changes will be considered. A majority vote of the entire Planning Commission members, regardless of any vacancies, shall be required to amend these Bylaws. OR A vote of two-thirds (2/3) of the Planning Commission members present shall be required to amend these Bylaws.

CITY OF CHARLEVOIX

Old Business

TO: Planning Commission

FROM: Jonathan Scheel, Zoning Administrator

SUBJECT: Building Code Referral to City Council

DATE: May 10, 2021

BACKGROUND

The City Manager has asked the Planning Commission to review and recommend language for the adoption of the International Property Maintenance Code (IPMC). Discussion for the IPMC was first brought before the Commission at the October 12, 2020 meeting. The draft ordinance with legal edits provided by the City Attorney and a property maintenance policy are included for your review and recommendation.

ATTACHMENTS:

- ▣ Draft Building Regulations Ordinance
- ▣ Property Maintenance Enforcement Policy

CHAPTER 150: GENERAL PROVISIONS

BUILDING REGULATIONS; CONSTRUCTION

- **150.01. - STATE CONSTRUCTION CODE; ENFORCING AGENCY.**

Pursuant to the provisions of the state construction code, in accordance with section 8b of Public Act No. 230 of 1972 (MCL 125.1508-b), the Charlevoix eCounty department of building safety is hereby designated and recognized as the enforcing agency to discharge the responsibilities of the city under Public Act No. 230 of 1972 (MCL 125.2501 et seq.). Pursuant to MCL 125.1508b(5), the county assumes responsibility is responsible for the administration and enforcement of said act and the state construction code throughout the corporate limits of the community adopting this article.

PROPERTY MAINTENANCE CODE

- **150.10. - Adoption of International Property Maintenance Code.**

A certain document, copies of which are on file and available for public use and inspection in the office of the city clerk, being marked and designated as the International Property Maintenance Code, 2018 edition, as published by the International Code Council, is hereby adopted as the property maintenance code of the city; for the control of buildings and structures as herein provided; and each and all of the regulations, provisions, penalties, conditions and terms of said International Property Maintenance Code are hereby referred to, adopted, and made a part hereof, as if fully set out in this section with the additions, insertions, deletions and changes prescribed in section 150.11.

State Law reference— Authority to adopt technical code by reference, MCL 117.3(k).

- **150.11.- Additions, insertions and changes.**

The International Property Maintenance Code is amended and revised in the following respects:

(1) *Sec. 101.1. Title.* Insert: City of Charlevoix.

(2) *Sec. 103.5. Fees.* Insert: Fees shall be as currently established or as hereafter adopted by resolution of the city council from time to time.

(3) *Sec. 106.3. Prosecution of violation. Any person failing to comply with a notice of violation or order served in accordance with Section 107 shall be deemed responsible for a municipal civil infraction and subject to the civil fines set forth in the City of Charlevoix Code. If the notice of violation is not complied with, the code official shall institute the appropriate proceeding at law or in equity to restrain, correct or abate such violation, or to require the removal or termination of the unlawful occupancy of the structure in violation of the provisions of this code or of the order or direction made pursuant thereto. Any action taken by the authority having jurisdiction on such*

premises shall be charged against the real estate upon which the structure is located and shall be a lien upon such real estate.

(4) Sec. 106.4. Violation penalties. Any person who shall violate a provision of this code, or fail to comply therewith, or with any of the requirements thereof, shall be responsible for a municipal civil infraction and subject to the civil fines set forth in the City of Charlevoix Code. Each day that a violation continues after due notice has been served shall be deemed a separate offense.

(53) Sec. 111.2. Membership of the Board. Replace section with the following statement:

Membership of the board: The board of appeals shall consist of the members of the city council.

(64) Sec. 111.2.1. Alternate members. Section deleted.

(75) Sec. 111.2.2. Chairman. Replace section with the following statement:

Chairperson: The chairperson of the board shall be the mayor. In the absence of the mayor, the deputy mayor.

(86) Sec. 111.2.4. Secretary. Replace section with following the statement:

Secretary: The secretary of the appeals board will be the city clerk.

(9) Sec. 112.4. Failure to comply. Any person who shall continue any work after having been served with a stop work order, except such work as that person is directed to perform to remove a violation or unsafe condition, shall be responsible for a municipal civil infraction and subject to the civil fines set forth in the City of Charlevoix Code.

(107) Sec. 302.4. Weeds. Insert: Ten inches.

(118) Sec. 304.14. Insect Screens. Insert: April 1 and November 1.

(129) Sec. 602.3. Heat Supply. Insert: January 1 through December 31.

(134) Sec. 602.4. Occupiable Work Spaces. Insert: January 1 through December 31.

• **150.12.- Conflict.**

Where a provision of the International Property Maintenance Code is determined to be in conflict with a provision of any ordinance or code of the city, the provision that establishes the higher standard for promotion or protection of the health and safety of the people shall prevail.

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City of Charlevoix
Code Enforcement Policy for the International Property Maintenance Code (IPMC)
May 2021

Background

The City of Charlevoix and city officials have been challenged over the years to address issues with deteriorating structures that posed threats to the health, safety, and welfare of their residents. The only regulatory remedy for these situations is to wait until a structure became so degraded that the city's Dangerous Building and Structures ordinance could be applied to force demolition. This is a long, difficult, and costly process. The IPMC was developed with the specific purpose to secure public health, safety, and welfare by establishing minimum standards for structures and premises.

Intent

The goal of the city's use of the IPMC is to protect public health, safety, and welfare by providing a means to intervene and improve deteriorating structures prior to them becoming a serious risk to city residents or so dangerous as to require demolition. This goal is the guiding principle for enforcement.

Enforcement

The items addressed by the IPMC are wide ranging and comprehensive, and minor violation will not be considered a threat to public health safety and welfare. As such, city officials or their designees will only utilize the IPMC investigate and take further action if they find that:

- building(s) and/or property which is blighted and affects the economic well-being of this the surrounding properties, and/or is detrimental to the health, safety, and welfare of the residents in the home (if any) and in the surrounding neighborhood, and
- by requiring minimal maintenance standards as prescribed by the IPMC, the building(s) and properties can be rehabilitated and maintained to provide safe and sanitary housing or commercial facilities, and
- such rehabilitation and maintenance would eliminate, remedy, and prevent blight and help reduce or eliminate the deterioration of building(s) and/or properties, to the point where they will not become a serious risk to city residents or so dangerous that they need to be demolished.

If city officials find that the above criteria for enforcement are met, every effort will be made to work with the property owner to establish reasonable timelines and remedy the violations to a standard acceptable under the IPMC. If the property owner makes little or no effort to bring the property into compliance, city officials will pursue enforcement action as prescribed by the IPMC.

CITY OF CHARLEVOIX

Old Business

TO: Planning Commission

FROM: Jennifer Neal and Dean Martin, Community Development Fellow

SUBJECT: Master Plan Update

DATE: May 10, 2021

BACKGROUND

Included is the draft versions of the 2021 Master Plan Chapters:

- NEW Chapter 2: Community Profile
- NEW Chapter 3: Existing Land Use
- NEW Chapter 5: Infrastructure and Mobility

Review and discussion is sought and appreciated.

ATTACHMENTS:

- ❏ Draft Chapter 2 Community Profile
- ❏ Draft Chapter 3 Existing Land Use
- ❏ Draft Chapter 5 Infrastructure and Mobility

2

Community Profile

A Short History

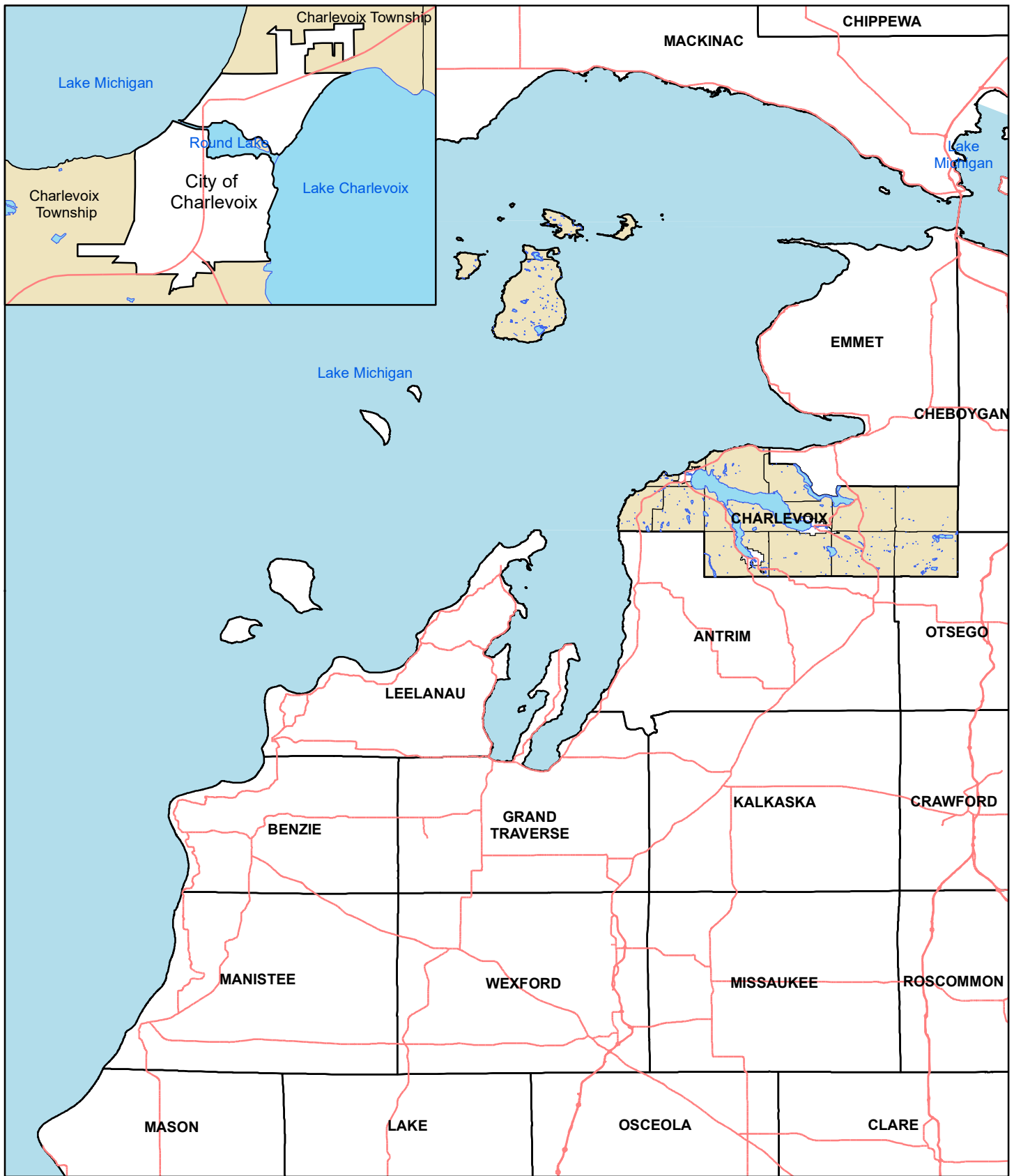
Charlevoix, then known as the Village of Pine River, was settled in 1854 by Mormon settlers from nearby Beaver Island. By 1856 the Beaver Island settlement had destabilized and more inhabitants came to settle near Pine Lake (later Lake Charlevoix). A strong commercial fishing base was established and the booming lumber trade founded what would become the Charlevoix Lumber Company in 1868. Travel to and from the area was made easier by passenger and freight ports in 1869 and then the construction of the Traverse City to Petoskey railroad in 1892. Thousands of tourists and resorters arrived in the City and the first summer home associations were established: the Charlevoix Summer Home Association (Belvedere Club) in 1878 and the Chicago Club in 1881. "For those visitors who did not build summer homes in the City, three great hotels were constructed: The Inn, the Beach, and the Belvedere hotels were located along the shorelines of Lake Michigan and Pine Lake, and towered over the City as reminders of its most prominent industry."¹

The City of Charlevoix was incorporated in 1905. However, the Great Depression deteriorated the summertime resident and tourist base, and later World War II further eroded the manufacturing base. Although the City faced hard times through the mid-twentieth centuries, the City continued to make civic improvements, the Big Rock Point Nuclear Plant went online in 1962, the Medusa Cement plant began operating in 1967, and first condominiums were constructed on Round Lake in 1973.

The City's more recent history has established Charlevoix as an ideal living destination for both year-round and seasonal residents. Improvements to public spaces and private development have helped Charlevoix remain a truly special place where residential, commercial, and public uses coexist. Much of the City's housing stock is well-maintained historic homes with access to nearby schools and parks. The centrally located downtown features a commercial center that provides dining, retail, and entertainment opportunities while the adjacent East Park is the recreational and cultural focal point of the City. This combination of quality housing, a walkable commercial center, and family-friendly recreation creates a highly desirable place where the community can grow and thrive. While the full effects of the historic COVID-19 outbreak and pandemic have yet to be fully realized, the desirability of living and remaining in a place with character, opportunities for solitude, while able to enjoy nature have increased ten-fold.



¹ City of Charlevoix Master Plan, 2016. City Council Adopted December 19, 2016. Pg. 7.

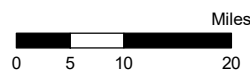


Northwest Michigan Region

CITY OF CHARLEVOIX REGIONAL CONTEXT

DRAFT

Date | April 2021 | Source | State of Michigan Open Data



Networks  Northwest
Talent / Business / Community

Location

Located in northwest-lower Michigan, the City of Charlevoix is the county-seat for Charlevoix County. The City is surrounded by Charlevoix Township on the north and south, Round Lake and Lake Charlevoix on the east, and Lake Michigan on the west. The Pine River Channel bisects the City into north and south extending from Lake Charlevoix and Lake Michigan, and US 31 bisects the City east and west which travels from Mackinaw City and Petoskey in the north to Traverse City in the south. The city area occupies roughly two square miles excluding Round Lake and the Pine River Channel. Map 2-1 identifies the location of the City in relation to the northwest Michigan region.

Transportation

The City of Charlevoix is a centralized hub for multiple modes of transportation. The City can be accessed by two highways, US-31 from the north and south and M-66 from the southeast. Both routes are maintained by the Michigan Department of Transportation and connect Charlevoix to destinations in and around the region.

The Charlevoix Municipal Airport is owned by the City and offers business and leisure jet traffic as well as two charter services serving Beaver Island. The terminal building is located on the south side of the airport off US-31. The Beaver Island Boat Company, or BIBCO, ferry service to Beaver Island, the largest island in Charlevoix County and located miles northwest of the City, operates out of downtown Charlevoix next to Robert Bridge Memorial Park. The ferry service provides transportation for passengers, cars, and cargo from April through December. Also in downtown Charlevoix, at East Park is the City's 69 slip marina. Slips at the city-owned marina are reserved through the Michigan Department of Natural Resources reservation system.

Charlevoix County Transit provides Demand Response public transit throughout Charlevoix County. Medical trips to local and out of county hospital and care facilities can also be reserved. The City and local trail organizations have expanded the network on non-motorized trails within the City and provided connections to trails in the region.



Natural Features

The City of Charlevoix Master Plan incorporates the environment as a fundamental element and takes into account the geographic conditions that help mold the City's character and setting. These elements must be respected and the original character of the landscape expressed, while at the same time allowing for Charlevoix's future development.

However, development, even on the smallest scale, should not take place in total disregard of its surroundings. Therefore, Charlevoix must be planned and designed so the environment is incorporated as an integral element, rather than something incidental

Climate

On any given day, Charlevoix is highly susceptible to quick, sudden changes in the weather. The City's proximity to Lake Michigan sets it and other coastal cities apart from inland communities. The lake keeps the area warmer in the winter and cooler in the summer, with less rainfall than locations further inland. Like many communities with an economy based on tourism and recreation, climate can be both a boon and bust. During the summer, weather can influence the number of tourists or seasonal property owners visiting Charlevoix and in the winter, the amount and duration of snow can impact the operation of local ski hills and resorts.

Water

The most well-known and influential natural feature in the City is access to the surrounding lakes. Inland lakes, Charlevoix and Round are connected to Lake Michigan through the Pine River Channel. Combined, the lakes provide 5.86 miles of shoreline used for private access, public recreation, and scenic viewing. Developments on either shoreline must be assessed for its potential to impact these prized water bodies, and great care must be taken to ensure the quality, availability, and beauty of this valued resource is not harmed. Any development adjacent to Lake Michigan should plan accordingly and consider the general rise and fall of Great Lakes' water levels. Development completed during a low water cycle, that has not accounted for the average high water mark, could be damaged or destroyed when water levels rise, or suffer from storm damage, especially in the late fall. In recent years, the swings in water levels have been unprecedented. In January 2013, Lake Michigan-Huron set an all-time record low of 576.02 feet, and seven years later in July of 2020 Lake Michigan-Huron reached a monthly record high of 582.22, the second highest water level on record.

Soils and Shorelines

Generally, area soils are sandy loam and present slight limitations to development. However, development, redevelopment and the disturbance of steep slopes, especially on Lake Michigan and Round Lake, must be carefully considered. The potential instability of disturbed slopes reinforces the importance of employing soil erosion and slope stabilization techniques into the design of waterfront development projects. Waterfront development must also respect the environmentally sensitive nature of Charlevoix's lakes and shorelines. This is particularly true when it comes to the simple acts of homeowners, such as lawn and beach maintenance. The use of phosphorus fertilizer has spiked nutrient levels in lakes, which has increased algae and altered native vegetation, fish, and other wildlife habitats. The trend of beach grooming has also played a part in altering native wildlife habitats and planting exotic vegetation has helped spread invasive plant species, including purple loosestrife and phragmites. Seemingly inconsequential individual acts, when combined, can have a cumulative and long term impact on Charlevoix's community character and its quality.

Sand Dunes

The size and scale of the sand dunes on Lake Michigan adjacent to Mt. McSaubia span over a mile of shoreline. Given their unique qualities and community value, human activities must not destroy or adversely affect them. These areas are highly valued by both private property owners and the general public for recreation and scenic beauty. Although these dunes are partially located in Charlevoix Township, the City should nevertheless be concerned with their long term protection and preservation. While the lots north of the sand dunes in the City are almost fully developed, with the exception of one residential lot at 419 Michigan Avenue, there is the potential for redevelopment in the future.

Trees / Woodlands

Most forests have disappeared from Charlevoix during more than a century of development. The most heavily forested areas currently include Chicago Club's Old Island, the Michigan Beach Park on the north side of Park Street and the

Belvedere Club's private recreation area. Charlevoix nevertheless retains countless mature hardwoods that line its residential neighborhoods. These trees are highly valued and appreciated by residents and visitors alike.

Due to the importance of urban forestry, Charlevoix has established a Shade Tree and Parks Commission, as well as an Adopt-a-Tree program, to protect and to help replace them when they need to be taken down, or when they are lost to disease or storms. While trees are important community assets it is also recognized that infrastructure maintenance and public safety require trimming, pruning, and in some instances tree removal. The Shade Tree and Parks Commission has two volunteer Landscape Architects who provide professional advice on choice of species and maintenance following National Arborist Association Standards. In addition, the City has been a member of the Tree City USA program for the past 28 years. This national program provides local education, financial assistance, and many other benefits for our urban forestry program.

View Corridors

Cities with dramatic topography and natural settings often face the question, "How do we promote development while preserving views of natural resources?" The surrounding lakes, dunes and natural environment make view corridors highly prized in Charlevoix. Scenic views can also have a direct correlation with higher property values, which is the case in Charlevoix.

Great care has already been taken to ensure existing and prominent view corridors are protected and preserved. The design of East Park is a case in point. Park structures were purposely built with low roof lines to avoid obstructing views of Round Lake from Bridge Street. While view corridors remain highly valued by property owners, it is important to note that local government has a limited ability to regulate the height and placement of structures based on views alone.



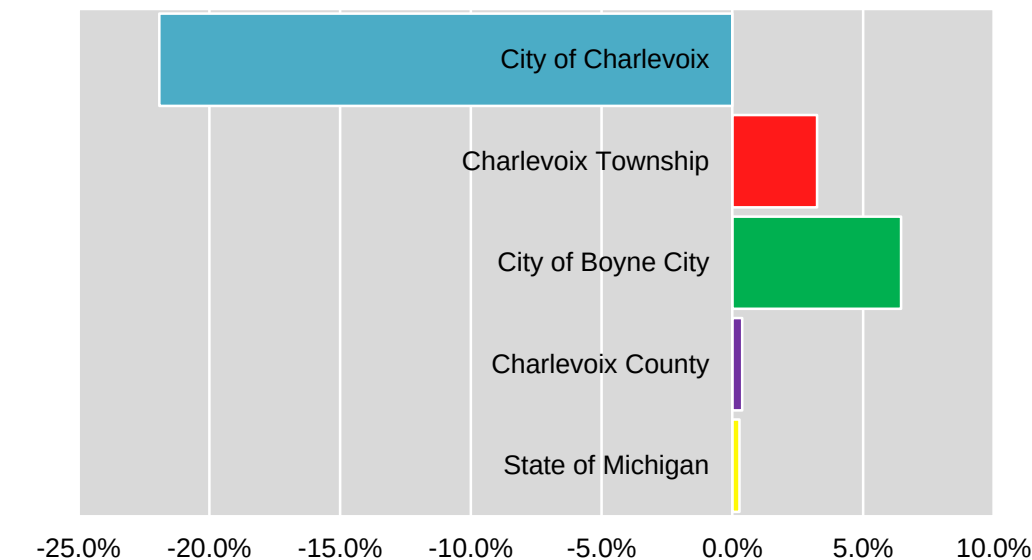
Demographic Characteristics

Through a series of tables, the next several pages show overall demographic characteristics of the City's population. The majority of tables in this chapter use data collected from US Census Bureau's Decennial Census and the 2019 American Community Survey (ACS) 5-Years estimates to represent current conditions in the City of Charlevoix. Decennial data is collected every ten years during a complete Census count while the ACS uses statistical sampling over a 5-year period to describe the average characteristic over the period of collection. Decennial data is often used as a point of comparison or to show trends throughout time. In order to show a comparison, the City of Charlevoix demographic data is often paired with data from surrounding communities, Charlevoix County, and the State of Michigan. The information selected is useful for understanding the current conditions of the population, as well as planning for housing and service needs.

Population

In a comparison of nearby jurisdictions, Charlevoix County, and the State of Michigan, all comparison communities saw a small increase in population while the City experienced a 22% population decline from 2000 to 2019. Figure 1 provides a graphical representation of the population change in the City of Charlevoix and comparison communities.

Figure 1: Population Change, 2000-2019



Source: US Decennial Census and 2019 Population Estimates

Table 1: Population Growth Comparisons, 2000, 2010, 2019

	City of Charlevoix	Charlevoix Township	City of Boyne City	Charlevoix County	State of Michigan
2000	2,994	1,697	3,503	26,090	9,938,444
2010	2,513	1,645	3,735	25,949	9,883,640
2019	2,338	1,752	3,729	26,188	9,965,265
% Change (2000-2019)	-22%	3%	6.5%	0.4%	0.3%

Source: US Decennial Census and 2019 Population Estimates

Historically, the City's population decline has been occurring steadily since 1970 when the City reached its peak population size. Table 2 provides the total population count and the percent change since 1920.

Table 2: Population since 1920

Year	Population	Increase	% Change
1920	2,218		
1930	2,247	29	1%
1940	2,299	52	2%
1950	2,695	396	17%
1960	2,751	56	2%
1970	3,519	768	28%
1980	3,296	-223	-6%
1990	3,116	-180	-5%
2000	2,994	-122	-4%
2010	2,513	-481	-16%
2019	2,338	-175	-7%

Source: US Decennial Census and 2019 Population Estimates

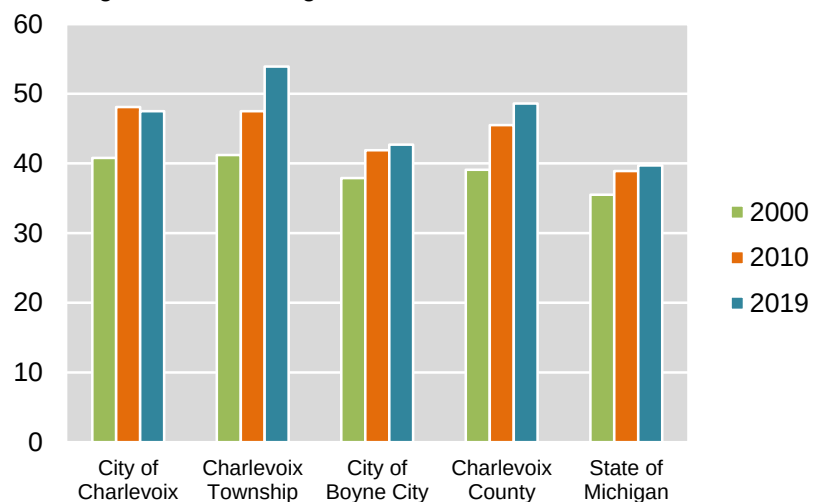
Like many northwest Michigan communities, the City of Charlevoix experiences an influx of seasonal residents and tourists during the summer months. However, the decennial Census and the American Community Survey only consistently and comprehensively track the permanent population. The *Northwest Michigan Seasonal Population Analysis*, a 2014 report by the Michigan State University Land Policy Institute, analyzed the 2012 seasonal population for ten counties in northwest Michigan. The data collected for Monthly Permanent, Seasonal and Transient Residents by County estimates the population of Charlevoix County increases by 37% in the month of July from 26,023 to 41,289. The report also indicates Charlevoix County has the third largest share (12%) of second-home residents. Antrim County, which borders Charlevoix County on the south, had the highest number of second-home residents (15%) closely followed by Emmet County (14%) which borders Charlevoix County on the north. The following ten counties were included in the study: Antrim, Benzie, Charlevoix, Emmet, Grand Traverse, Kalkaska, Leelanau, Manistee, Missaukee, and Wexford.

Although the data in this report is several years old, anecdotally, the trends for influx of seasonal residents and tourists has not decreased. While the population staying in overnight accommodations such as motels, hotels, and bed and breakfasts was considered, the boom of short term rental accommodations changed the overnight stay market considerably. Further discussion of vacant or seasonal housing units is discussed later in this section, and an in-depth discussion of the impact of short term rental accommodations is further discussed in Chapter 5. Housing and Neighborhoods.

Age, Race & Disability

Understanding the median age and age distribution of the City of Charlevoix can help identify social, economic, and public service needs in the community. As shown in Figure 2, the median age (the midpoint where half the population is younger and half the population is older) of the City of Charlevoix is older (47.5) than the State (39.7), but the City's median age is well aligned with the County and the comparison communities.

Figure 2: Median Age, 2000, 2010, 2019



Source: US Decennial Census and 2019 Population Estimates

The communities' of study total 2019 population is broken into age structure (analyzing which proportions of a municipality's population are in which stages of life). This gives a nuanced view of the makeup of a community. To compare age structure, the population is divided into the following groupings:

- Pre School Under 5
- School Aged 5 to 19
- Family-Forming 20 to 44
- Empty Nest 45 to 64
- Senior 65 to 74
- Elderly Over 75

Table 3 is a representation of the 2019 age structure across the comparison communities. While slightly older than the State's age structure, the City's age structure is largely comparable to other Charlevoix communities. The City's largest age group, Family Forming, with 32% of the total population indicates the City may see an increase in the number of Pre School aged children in the near future.

Table 3: Age Structure, 2019

Age Group	City of Charlevoix		Charlevoix Township		City of Boyne City		Charlevoix County		State of Michigan	
Pre School	110	5%	84	5%	176	5%	1,154	4%	571,094	6%
School Aged	272	12%	275	16%	691	19%	4,435	17%	1,875,898	19%
Family-Forming	743	32%	291	17%	1,089	29%	6,433	25%	3,137,938	31%
Empty Nest	648	28%	564	32%	973	26%	7,962	30%	2,713,992	27%
Senior	345	15%	261	15%	450	12%	3,666	14%	975,417	10%
Elderly	220	9%	277	16%	350	9%	2,538	10%	690,926	7%
TOTAL	2,338		1,752		3,729		26,188		9,965,265	

Source: US 2019 Population Estimates

The racial makeup of the City of Charlevoix is predominantly white. 94% of the population is white while the Black population is 2.4%, the American Indian and Alaskan Native population is 1.3%, and those of a combination of races is 2.3%.

Table 4 represents the number of persons with a disability by age groups. While the number of persons 65 years and older is the City of Charlevoix's largest age group with a disability, when compared to the surrounding communities, the City has the highest percentage of persons under 18 with a disability.

Table 4: Persons with a Disability, 2019

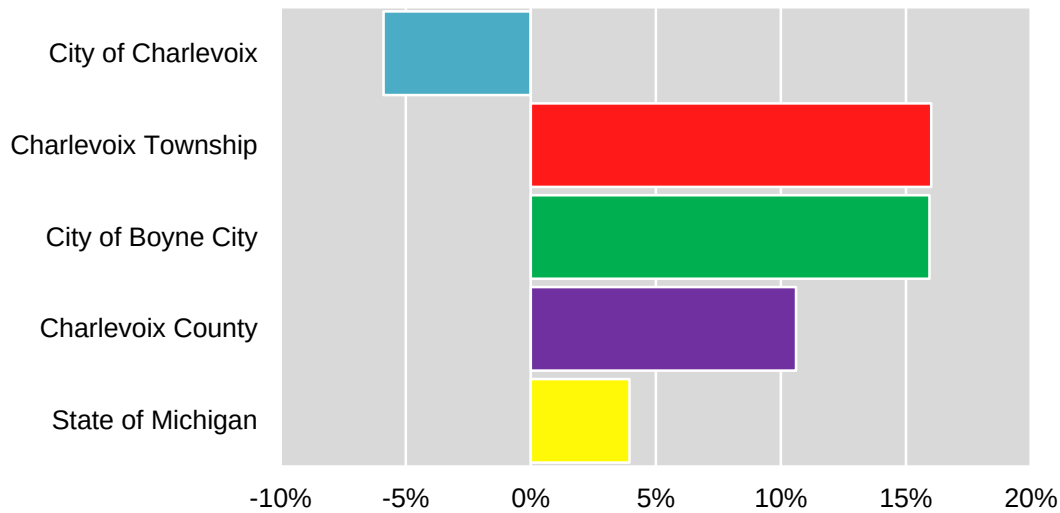
	City of Charlevoix	Charlevoix Township	City of Boyne City	Charlevoix County	State of Michigan
Under 18 Years	332	329	840	5,058	2,174,370
With a Disability	21	4	35	272	105,209
Percent	6.3%	1.2%	4.2%	5.4%	4.8%
18 to 64 Years	1,363	878	2,089	14,841	6,053,569
With a Disability	162	89	294	1,755	737,109
Percent	11.9%	10.1%	14.1%	11.8%	12.2%
65 Years and Over	565	481	800	6,036	1,628,027
With a Disability	135	156	168	1,801	559,052
Percent	23.9%	32.4%	21.0%	29.8%	34.3%

Source: US 2019 Population Estimates

Households

Figure 3 is a graphical representation of Table 6 displaying the percent change in household for the City of Charlevoix and the comparison communities. Similar to population, the City experienced a 6% decline in the number of households while the comparison communities saw an increase in the number of households.

Figure 3: Change in Households, 2000, 2010, 2019



Source: US Decennial Census and 2019 Population Estimates

Table 6: Number of Households Growth Comparisons

Year	City of Charlevoix	Charlevoix Township	City of Boyne City	Charlevoix County	State of Michigan
2000	1,375	662	1,468	10,400	3,785,661
2010	1,266	681	1,635	10,882	3,872,508
2019	1,294	768	1,702	11,503	3,935,041
% Change (2000-2019)	-6%	16%	16%	11%	4%

Source: US Decennial Census and 2019 Population Estimates

Housing Characteristics and Development Trends

The following data presents an introduction to the number of housing units available and the types of housing available in the City of Charlevoix and the comparison communities. Additional housing and discussion is presented in Chapter 5: Housing and Neighborhoods.

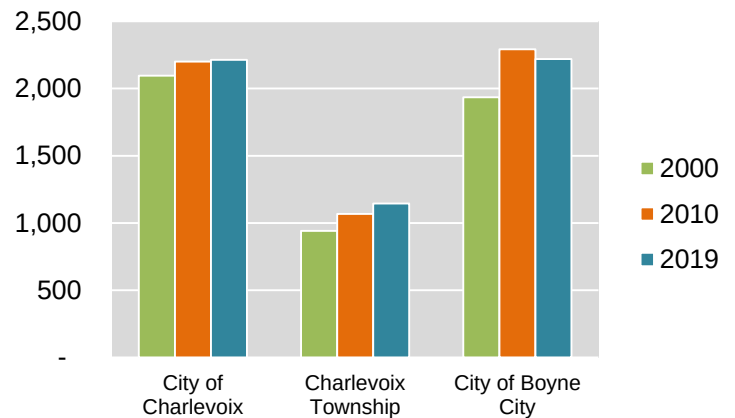
Of the 2,214 units available in the City of Charlevoix as shown in Table 7, the largest percentage of units in recent history were built from 1980 to 1989. However, overall, 45% of the housing stock was built before 1949. These surges in housing construction are likely in response to the large population booms experienced in the 1940s and 1970s. Table 8 is a breakdown of the total number of housing units by type. More than half (55%) of the City's housing stock are detached single family homes. The decrease in the number of single family detached units from 2010 to 2019 is partially due to the conversion of single family homes to two-family or multi-family units throughout the decade. Table 8 provides the *Margin of Error (MOE) to indicate the delicateness of the data. Smaller numbers (single, two and three digits) are more sensitive to larger margin of error swings.

Table 7: Year Structure Built, City of Charlevoix

Year Structure Built	Number of Homes	% of Total
1939 or earlier	458	20.7%
1940 to 1949	537	24.3%
1950 to 1959	110	5.0%
1960 to 1969	207	9.3%
1970 to 1979	250	11.3%
1980 to 1989	381	17.2%
1990 to 1999	143	6.5%
2000 to 2009	123	5.6%
2010 or later	5	0.2%
TOTAL	2,214	100.0%

Source: US 2019 Population Estimates

Figure 4: Number of Housing Units, 2000, 2010, 2019



Source: US Decennial Census and 2019 Population Estimates

Table 8: Housing Units by Type, 2010, 2019

	City of Charlevoix			Charlevoix County	
	2010	2019	MOE*	2010	2019
One-Family Detached	1,364	1,217	(±149)	13,645	14,108
One- Family Attached	61	23	(±22)	282	164
Two-Family / Duplex	87	116	(±84)	387	318
Multi-Family (3+ units)	533	839	(±410)	1,455	1,966
Mobile Homes	0	19	(±20)	1,374	1,122
Other Units (Boats, RV, vans, etc)		-		4	-
TOTAL	2,045	2,214		17,147	17,678

Source: US 2019 Population Estimates

Table 9 presents a look at building permit data gathered from the Charlevoix County Department of Building Safety for the number of permits that have been finalized or approved since 2016. This more recent look at building permit data shows an uptick in finalized permits during 2020.

Table 9: Building Permits, City of Charlevoix

	2016	2017	2018	2019	2020	TOTAL	AVERAGE
Number of Permits Finalized	22	54	35	51	47	209	41.8
Total Value of Finalized Permits	\$1,999,837	\$ 3,788,781	\$2,157,073	\$ 3,904,653	\$2,645,134	\$ 14,495,478	\$ 2,899,096
Value Per Finalized Permit	\$ 90,902	\$ 70,163	\$ 61,631	\$ 76,562	\$ 56,279		\$ 71,107
Single-Family Home Permits, Number Finalized	1	1	0	2	6	10	2
Total Value of all Single-Family Home Permits Finalized	\$ 330,824	\$ 382,686		\$ 776,956	\$1,262,644	\$ 2,753,110	\$ 275,311
Value Per Single-Family Home Permit Finalized	\$ 330,824	\$ 382,686		\$ 388,478	\$ 210,441		\$ 328,107

Source: Charlevoix County Department of Building Safety

Table 10 provides a detailed look at the tenure and value of housing units available in the City. Compared to the County, Charlevoix has a low percentage of owner occupied homes. According to the 2016 Master Plan, the City has maintained over 60% of the occupied housing is either rentals or seasonal housing and a high number of rentals are most likely seasonal. Clearly, this supports Charlevoix's standing as a resort community.

Table 10: Housing Tenure

	City of Charlevoix		Charlevoix County	
	2010	2019	2010	2019
Owner Occupied Units	757 (37%)	624 (28%)	9,434 (55%)	9,303 (53%)
Median Housing Value	\$ 177,300.00	\$ 167,800.00	\$ 162,600.00	\$ 166,300.00
Renter Occupied Units	422 (21%)	670 (30%)	1,921 (11%)	2,200 (12%)
Median Gross Rent (in dollars)	\$ 461.00	\$ 567.00	\$ 587.00	\$ 694.00
Vacant Units	866 (42%)	920 (42%)	5,792 (34%)	6,175 (35%)
TOTAL UNITS	2,045	2,214	17,147	17,678

Source: US Decennial Census and 2019 Population Estimates

While inherently there is nothing wrong with such a composition of year-round and seasonal residents, it does point out some of the challenges the City faces. These include peaks and valleys between summer and winter populations that strain road and infrastructure capacity for relatively short periods and impact retailing and make it difficult for businesses to survive the offseason by just relying on local, year-round residents.

There is also a price to pay when it comes to the vested interests of year-round and seasonal residents, who may see Charlevoix from completely different perspectives. This can substantially influence community values and how certain groups view issues and investment priorities. Clearly, to continue to prosper Charlevoix must be well integrated into the regional economy and have a broader employment base to avoid the booms and busts of the past when, due to economic downturns, or unseasonable weather, tourism has slowed.

While there may be a perception that new, expensive, waterfront homes dominate a robust housing market in Charlevoix, reality is homes in the City are relatively older, with the majority built in 1949 or earlier and the current pace of development is less than robust. Compared to the decades before the 1980s, home construction since 1980 has experienced a significant decline. This is possibly due to limited vacant land in the City and a transformation of the local economy, which has affected job growth. Taking these factors into account, a significant number of new homes are not

expected in the near future. Rather, the most likely future scenario to add housing units in the City is modest infill development and home renovation to create additional units.

As homes and neighborhoods age, a decline in upkeep and quality can become a concern. Although there is no evidence of widespread deterioration in Charlevoix, aging homes, along with an aging population is a concern and more attention should focus on this issue. There has been a recent upswing in the desirability of aging in place and providing walkable neighborhoods, which has likely contributed to the increased housing value seen within the City. Still, the renewed interest in urban living along with the high percentage of rental and seasonal homes, means that home and property inspection, home maintenance assistance, and home rehabilitation could become a greater City priority in the future as the housing stock continues to age.

Economic Profile

Household income is one key indicator of a community's overall economic condition, particularly when compared to neighboring communities or other larger measures. Figure 5 is a graphical representation of Table 11, a comparison of Median Household Incomes (MHI) across comparable Charlevoix communities, Charlevoix County, and the State. Of note is the decline of MHI in the City of Charlevoix where the comparison communities each saw an increase in already higher MHI levels over the 9 year timeframe.

Figure 5: Median Household Income Comparison, 2010-2019

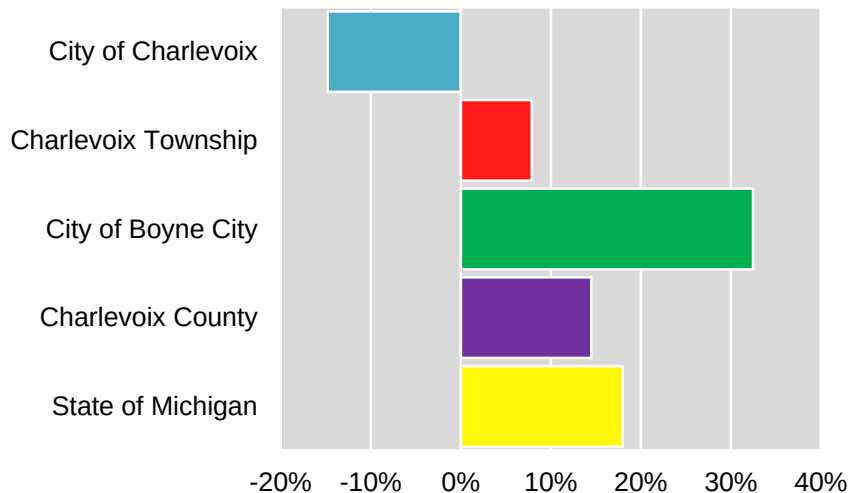


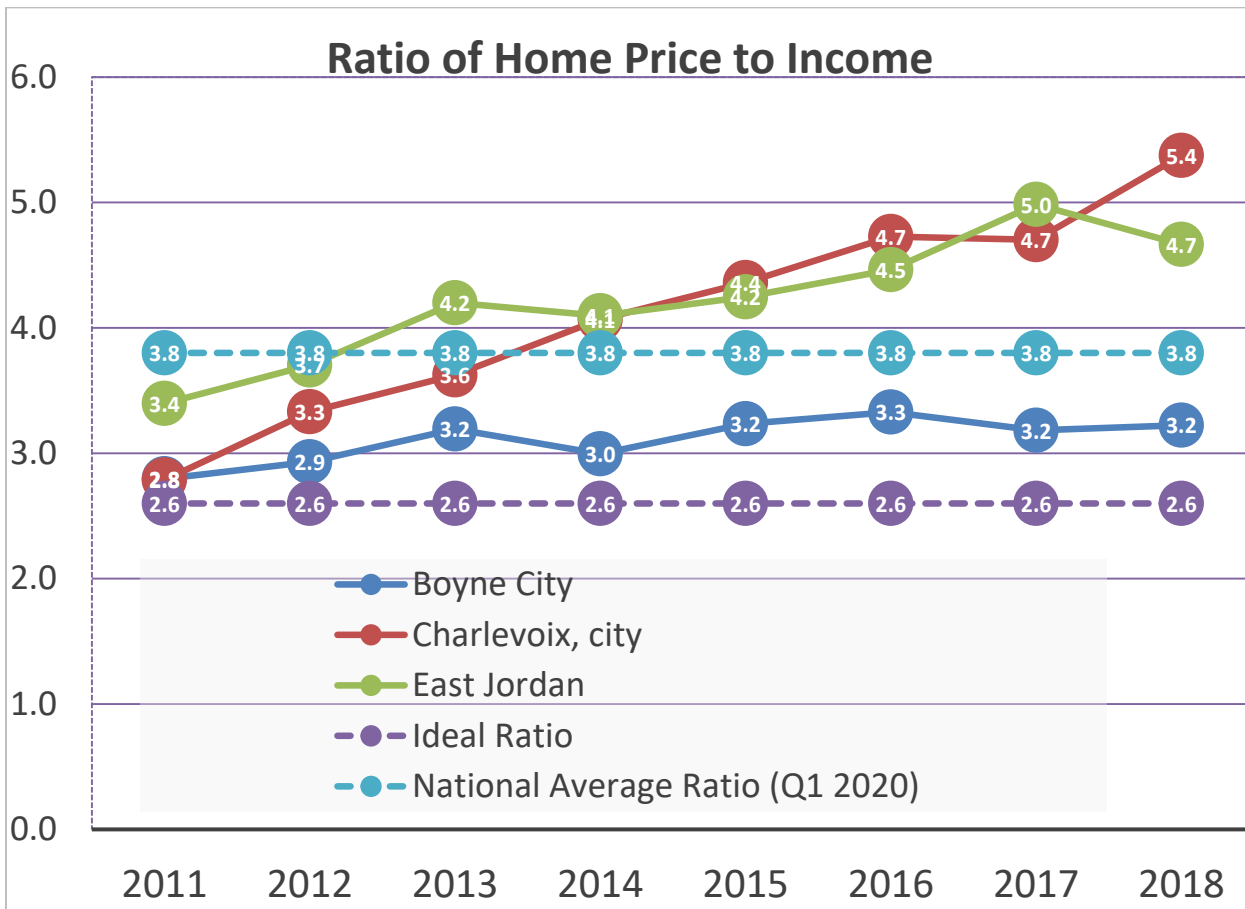
Table 11: Median Household Income

	City of Charlevoix	Charlevoix Township	City of Boyne City	Charlevoix County	State of Michigan
2010	\$ 37,417	\$ 55,815	\$ 39,716	\$ 48,704	\$ 48,432
2019	\$ 31,885	\$ 60,208	\$ 52,604	\$ 55,760	\$ 57,144
% Change	-15%	8%	32%	14%	18%

Source: US Decennial Census and 2019 ACS 5-Year Estimates

The economic profile of year-round residents can be further described by the affordability index when you consider the ratio of the Median Housing Value (shown in Table 10) to the Median Household Income. An affordability index of no more than 2.6 is considered an affordable community. The affordability index of the City of Charlevoix in 2019 is 5.3. The affordability index of the City has increased from 2010 when the index was 4.7. The Charlevoix County Housing Ready Program, a housing advocacy agency for Charlevoix and Emmet Counties, has prepared a comparison of the affordability index for several Charlevoix County communities as shown below.

The Charlevoix County Housing Ready Program identifies the ideal affordability index ratio of 2.6 as a rule of thumb. It is derived from historic data of nationwide averages under healthy economic conditions. This was cited by Forbes, Bloomberg and many others as well as being stated to be used widely by real estate agents. Source data includes the American Community Survey 5-Year Estimates and the Zillow Home Value Index (ZHVI), a seasonally adjusted measure of the typical home value and market changes across a given region and housing type.



CHARLEVOIX COUNTY HOUSING READY PROGRAM

With Housing North as a coordinating agency to support and manage a Housing Ready staff in Charlevoix and Emmet Counties:

- build capacity locally
- identify key development opportunities
- initiate and coordinate development
- leverage local resources
- spur new housing investment.

Offering a shared local approach and buy-in funding from:



Boyne City, Michigan



City of East Jordan
Where River, Lake and Friendly People Meet



CHARLEVOIX



The United Ways of Michigan, including the Char-Em United Way, representing Charlevoix and Emmet Counties, produced a report entitled *ALICE in Michigan: A Financial Hardship Study*. ALICE, which is an acronym for Asset Limited, Income Constrained, Employed, are those households with income above the Federal Poverty Level but below the basic cost of living. Based on a calculation of the actual costs of basic necessities such as child care, transportation, housing, and healthcare, the report establishes the ALICE Threshold, “the average income that a household needs to afford the basic necessities... for each county in Michigan. Households earning below the ALICE Threshold include both ALICE and poverty-level households” (ALICE, 2). Table 12 provides the ALICE data for the comparison communities, Charlevoix County, and the State of Michigan.

Table 12: United Ways of Michigan ALICE Report Findings, 2019

	City of Charlevoix	Charlevoix Township	City of Boyne City	Charlevoix County	State of Michigan (2017)
Total Households	1,294	768	1,702	11,503	3,935,132
% Below ALICE Threshold	56%	26%	40%	37%	43%

The Median Household Income, affordability index, and ALICE report findings in the City indicates households exist on modest means. This fact is contrasted with the City’s neighbors, as well as its wealthier, seasonal residents. Unfortunately, because of the way the census data is structured, it is not possible to reflect incomes of part-time residents, as they may declare their primary residences elsewhere. While this prohibits us from seeing an image of a year-round resident / seasonal resident socioeconomic divide, it at least affords an illustration of the City’s year-round residents.

In terms of commercial development, the higher median household incomes of neighboring communities highlight the significance of a broader market view. Especially for downtown Charlevoix, if it is to remain vibrant and successful, it must not just rely on the local market, but consider a much broader definition that includes neighboring communities and seasonal residents and visitors.

ALICE IN MICHIGAN: A FINANCIAL HARDSHIP STUDY

LIVE UNITED

2021 MICHIGAN REPORT



Michigan Association of
United Ways

Significance for Planning

Socioeconomics play a significant role in the development of a community's master plan. Demographic trends can be analyzed to help identify infrastructure and service needs, take into account seasonal and year-round residents, and help consider the land use implications where opportunities and demands are greatest.

The City has two interesting phenomenon's occurring related to the age of the population. When reviewing Table 3: Age Structure the first noticeable statistic is the largest percentage, the number of people within the family forming age group, those between the ages of 20 and 44 (32%). This is the highest percentage of people within this age group across all comparison communities. The second is the combined number of persons aged 45 and over (52%). The City is in the unique position to support the short-term needs of the millennials of the family forming age group while preparing for the increased demands of the empty nester, senior, and elderly populations. Creating and supporting an environment that promotes family expansion would have the long term benefits of improving school enrollment, bringing in a new workforce to allow for succession planning, and ideally, a new resident population dedicated to the Charlevoix community.

Charlevoix's aging population is important to recognize because it suggests a potential increase in the demand for medical and certain types of social services, specialized recreation activities, interconnected sidewalks and trails, transportation and housing choice and opportunities to walk from home to personal services and shopping. Establishing programs to identify and implement effective solutions for aging in place and providing accessible housing for today's senior and elderly population will pave the way for future success.

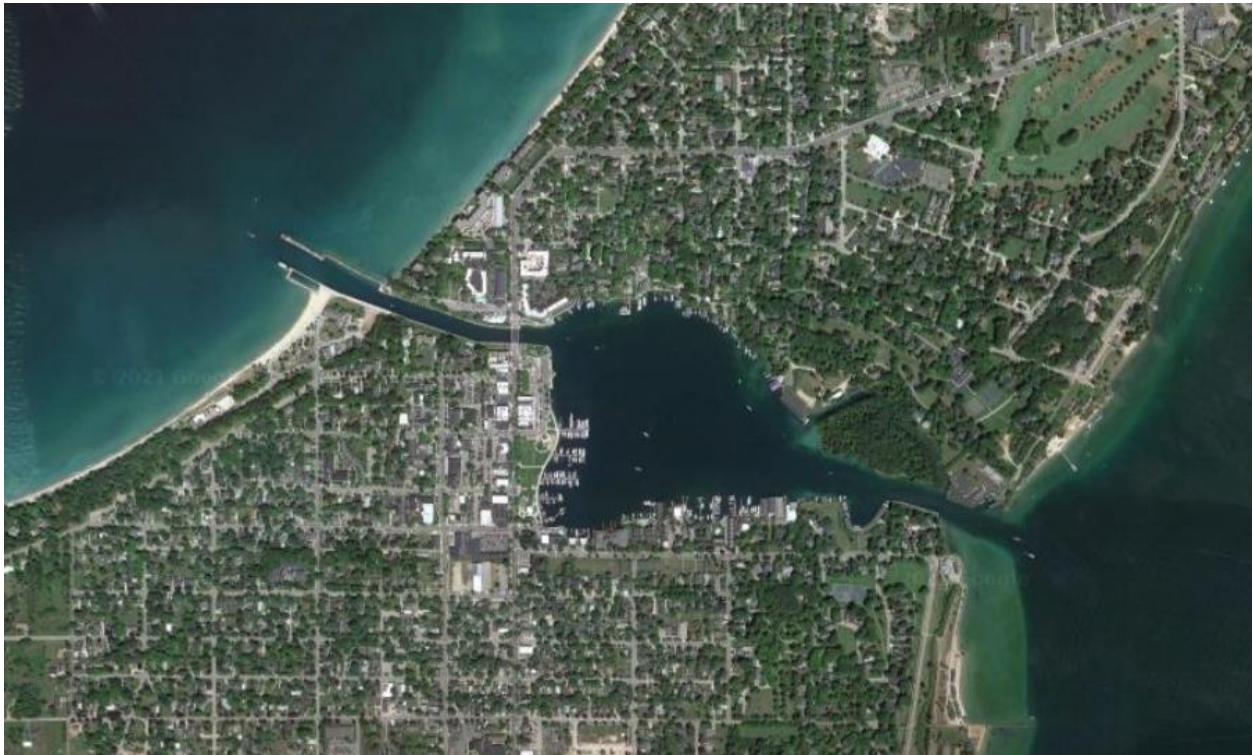
In the economic sense, the ability to support local retail and commercial enterprises is partially defined by income levels in Charlevoix and surrounding communities. As shown in this chapter, year round residents exist on modest means, however this is juxtaposed with the seasonal and short term visitors who vacation in the City. Understanding these indicators can help define the kinds of businesses that can be attracted to and supported by Charlevoix and its neighbors. It also can influence investments in public services, help determine the ability to pay for certain enhancements and guide private investment decisions.

3

Existing Land Use

The following chapter is an analysis of how the land is currently being used. This analysis, especially when it incorporates changes from historical data, provides insight into the patterns within an area, the capacity of the area to support or accept future development, and the relationship among the various activities within the community. The City is centered around the Pine River Channel which was the source of prosperity for the early region. It was first used as a commercial fishing base and later a base of operations for the booming lumber trade. Passenger and freight shipping relied on the Channel and Lake Michigan as a source of transportation. So too did the center of commerce, downtown Charlevoix. Residential neighborhoods within walking distances surrounded the Channel.

As the City grew, this pattern continued with neighborhoods expanding outward from the center of town, albeit remaining fairly compact. Post World War II and the later part of the 20th century saw suburban residential infill development on larger lots with homes accompanied by garages. In the mid-20th century, auto-oriented commercial land uses developed along US 31, north and south of downtown. Much of the land use patterns in the City are clearly established with minimal opportunities for large scale development.



Residential

Single Family – Traditional



Single family homes in the traditional styles are located near the center of the city (both north and south of the Pine River Channel) and are among the oldest homes in the community. Included in this category are the historic private seasonal resort associations the Belvedere Club and the Chicago Summer Resort Company or “Chicago Club.”

The historic architectural types such as Greek Revival, Victorian, Bungalows, and Craftsman style found in traditional single family residential areas lend Charlevoix its identifying character and charm. Over time the need for additional density introduced a mix of housing types to traditional neighborhoods. Common housing types included larger homes with the capacity to accommodate multiple family units were divided into duplexes and multiplexes and side yard space was utilized to create an additional dwelling unit. Historically, additional units were built to support multi-generational living. The mixed density of housing types was integrated into the neighborhood framework with the right scale and architectural style to be unobtrusive to surrounding uses.

Single Family – Post War and Modern Suburban



The housing boom immediately following World War II produced the largest number of homes existing today in Charlevoix. The style of these homes include the typical suburban amenities such large lot, front yard setbacks, and an attached garage. This trend continued through the later 20th century with larger homes and expanded two car garages. The private development, the C & O Club developed in the 1990s is included. The housing units are a mixture of one-story and two-story structures. Added density was accomplished by integrating duplexes into the suburban residential model. Modern suburban subdivisions are the farthest from the city center and often lack access to neighborhood amenities such as sidewalks, parks, and schools.

Single Family – New Construction

The City has few undeveloped parcels large enough to accommodate a multiple unit development. However, one neighborhood of new single family residential units is under construction. Peppervine Place off of Division Street will be the modern subdivision style.

Each year the City of Charlevoix also sees a few newly constructed homes where the existing home is torn down and a new home is built on an existing single family lot. Favorable property values will continue to spur this type of redevelopment.

Multiple Family

The Multiple Family or Multi Family category encompasses many different styles of housing units. Multi family units include apartment buildings on May Street, Pine Cove Apartments and May Street Apartments. As well as Lake Harbor Apartments and the senior living facility American House on Petoskey Avenue. Other scattered units in the city have been converted from larger homes to multiple family buildings. Charlevoix's draw as a seasonal destination also brought on the development of attached condominiums. Example condo associations include Lacroft, Weathervane Terrace, Pointes North Inn, Edgewater Inn, Charlevoix Manor, and Park Place Condominiums. Condo developments are typically located close to downtown surrounding Pine River Channel or Round Lake. These units provide diversity within the housing stock of the city.

Commercial

Commercial land uses in the City are primarily found along US 31 (Bridge Street, Michigan Avenue, and Petoskey Avenue) which runs north-south through the City. The commercial areas can be described in two ways: downtown commercial and general commercial. Within both commercial areas is a growing multi family and mixed use component to allow for residential infill development. A description of mixed use land uses and site examples are provided following commercial land uses.

Downtown Commercial



The traditional and often historic buildings of downtown are largely comprised of commercial uses on the first floor with upper floor residential units making this a mixed use area. However, much of the focus is placed on the commercial uses as Downtown Charlevoix is the economic driver for the city. Buildings front Bridge Street with curbside parallel parking and a walkable streetscape with access to the retail, restaurants, office, and entertainment uses. Its location on Bridge Street allows for high visibility from passing traffic, but creates a need to maintain a safe pedestrian environment. Numerous crosswalks are provided at intersections as well as mid-block crossings to permit access to commercial and recreational uses on either side of the street. Additional commercial uses and surface parking lots as well as the residential neighborhoods west of Downtown can be accessed from Park Avenue, Van Pelt Alley, Clinton Street, Hoop Skirt Alley, Mason Street, and Antrim Street.

General Commercial



Commercial land uses north of Bridge Street on Michigan Avenue to the City limits and on south Bridge Street starting at Antrim Street are considered general commercial. North of Downtown, on Michigan and Petoskey Avenues, the commercial uses are mostly professional offices or residential in character such as bed and breakfasts. There is a multi family presence that includes a senior living facility, duplexes, and apartment buildings. Building placement on the lot, side and rear yard parking, and effective landscaping allow these uses to blend into the surrounding residential neighborhoods. However, while sidewalks line Petoskey Avenue road width and lack of crossing points deter pedestrian activity. Designated crosswalks are located just north of Fairway Drive at the golf course and just north of the Channel at the Weathervane Restaurant. Uses along Petoskey Avenue are largely stable with little or no redevelopment occurring.



South of Downtown, the commercial development is automobile-oriented due to location on US 31, typically minimal traffic congestion, onsite parking, and site access. Typical uses include commercial strip centers, drive-thru restaurants, and auto supply and auto repair uses. Much of the original single family structures fronting Bridget Street have been converted to multi family, commercial, or a mixed use. South Bridge Street has a number of sites currently under development and ideal for future redevelopment including the opportunity to add density along the corridor through infill development. Like north US 31, in this portion of the corridor the road width, higher auto speeds, and few pedestrian crossings also deters pedestrian activity.

Mixed Use



Downtown Charlevoix historically, is the primary mixed use area in the City. However, commercial uses have expanded throughout the city. Much of the expansion has been converting residential structures into commercial or mixed use over time. New commercial spaces are largely used for professional offices or small in-home businesses. Historically, a combination of lack of available space and high rent prices in Downtown Charlevoix had business owners seeking office space outside of the traditional commercial area. Today, mixed use conversions allow for a live-work space, ideal for residents who work from home or are able to work remotely. The demand for housing and a growing trend for employers to allow working remotely, thus a need for live-work spaces, will continue to drive mixed use development.

Industrial



North of the city, east of Mercer Road at Taylor and Ance Roads, lies the Charlevoix Business Park. With its close proximity to Petoskey Avenue and US 31, the Industrial Park has an ideal location for shipping and receiving of goods as well as being connected to the City water and sewer system. The City boundary runs through the Industrial Park where both the City and the Charlevoix Township have designated land for commercial and industrial use. Additionally, Township parcels are connected to the City's infrastructure, thus supporting economic growth for the region.

Recreation and Open Space



This category includes parks, athletic fields, and other recreational facilities. Most of the recreational facilities in the City are owned and operated by the City, including the Charlevoix Golf Club, a 62 acre, 9-hole public golf course located on the north side of the City. These facilities improve the quality of life of residents as well as attract visitors and tourists to the City. The City strives to be both a summer and winter destination by providing recreation activities year round. Additional information is provided in Chapter 5: Infrastructure as well as the City's 5-year Recreation Master Plan.

Institutions



Public and semi-public land uses include such things as City facilities, schools, churches, and other similar uses such as the Charlevoix Public Library. The building housing the library was originally built in 1927 and was used as a school, most recently the Charlevoix Middle School, until 2002. Following its closing, the building was redesigned and rehabilitated and was opened back to the public as a library in 2006. The City has expanded their appreciation for historic buildings with the designation of two historic districts: the Harsha House Museum and the Charlevoix Railroad Depot. Both places are listed on the National and State Registers for Historic Places. Institutional uses are scattered throughout the City and are not concentrated all in one area. The scattered location generally benefits residents throughout the City by giving access to those services provided. City facilities and infrastructure are further discussed in Chapter 5.

Community Character Areas

Charlevoix has many unique areas and neighborhoods that help define its overall look and feel. These distinct sub-areas can be defined by multiple attributes, such as dominant land uses, the period of development, architectural character, lot size, street patterns, the location of development on a property and other such features. Sub-area plans, or a later and more detailed assessment, may document the forms that define community character so that future development is responsive to a particular neighborhood or setting. Five distinct character areas have been identified for Charlevoix including:

- Charlevoix Business Park
- Petoskey Avenue District
- Downtown Central Business District
- Central City Neighborhood District
- South US 31 Mixed Use District

Charlevoix Business Park

In 1937, the Chicago Club generously offered the City of Charlevoix an 18-hole golf course for \$1. The City bought and operated the full course until 1974, when the back nine was converted to the Norman Ance Industrial Park, in order to spur local economic development. This partially developed district is approximately 18 acres and the available land, good access, and public utilities make it an ideal location for future employment. Included could be light industrial uses, manufacturing, and information technology companies. Geographically, the district is a peninsula of the City extending into Charlevoix Township, and its borders follow uneven lot lines, which creates an irregular border with Township land. This being the case, coordination and cooperation with the Township will be very important in future zoning decisions and its development.

Petoskey Avenue District

The Petoskey Avenue District generally follows Michigan Avenue starting at Dixon Avenue on the southwest along Petoskey Avenue to the City limits in the northeast. This area includes the professional offices located along Petoskey Avenue as well as the surrounding neighborhoods, golf course, and Depot Beach Park. Much of the newest development in the City has or is occurring in the Petoskey Avenue District including the C & O Club and Peppervine Place which is currently under development. While having a significant residential population, many of this district's homes are the farthest from the City center. Future planning should consider how to connect this district with city services and commercial areas downtown.

Downtown Central Business District



The Downtown Business District is generally defined by State Street east to Round Lake and from Dixon Avenue south to Hurlbut. It is a vibrant, mixed use area that many consider to be Charlevoix's most important asset and a regional focal point for events, culture, recreation, tourism, and commerce. It was also the first area in Charlevoix to develop during the mid to late 19th century. Later, during the 20th century, residential and commercial development spread to its north and south.

The City Marina, and the numerous festivals and events such as the Farmers' Market in East Park provide a significant boost to the local economy. Further supporting these efforts is the Downtown Development Authority/Main Street Board, which has been instrumental in accomplishing district improvements, economic development, and events. In 2015 Charlevoix was accepted into the Michigan Main Street program as a Select level community. The program utilizes volunteers to lead a comprehensive revitalization effort focused around traditional downtowns. The DDA/Main Street Board and their committees are hard at work organizing projects and securing buy-in and funding from the community.

Central City Neighborhood District

The Central City Neighborhood District is an "L" shape surrounding the Downtown Central Business District, on either side of US 31. The district starts at the City limits on the west, follows Garfield Avenue on the south, to Round Lake and Lake Charlevoix on the east. This core neighborhood contains the oldest homes and the smallest lots in the city. It has also seen the most infill development accommodating a variety of housing types as well as a mixture of uses. The proximity to downtown Charlevoix will continue to drive demand for housing and accommodations in this area. The need to support a mix of year round and seasonal residents and a variety of housing types across a range of housing values is especially important for this district.

South US 31 Mixed Use District

The South US 31 Mixed Use District is generally defined as land uses south of Garfield Avenue to the City limits, excluding the Belvedere Club property. Throughout the City's history, US 31 on the south side of Charlevoix has been a prime commercial corridor. It currently contains a mix of retail shops, salons, real-estate and professional offices, restaurants and a number of homes that have been converted to commercial uses. The corridor commercial area is supported by single family and multi family residential land uses to the east and west as well as institutions and recreation facilities throughout. This vibrant mix of uses creates a unique quality of life for district residents.

Significance for Planning

The demographic and existing land use analysis indicates population, housing, and economic demands are driving redevelopment in the City. The City has a strong housing market with rapidly increasing property values which creates an opportunity for residents and property owners to repair or renovate their properties for a quick return on investment. Although the City lacks significant amounts of vacant land to do large-scale projects, private developers are also investing in the community through smaller infill projects or adding vertical space where feasible such as the Hotel Earl's recent third floor addition creating additional hotel rooms as well as a rooftop outdoor entertainment space.

Residential infill and redevelopment often means creating smaller, more affordable units that meet the missing middle housing option, a housing type discussed in the Target Market Analysis completed by Housing North. With the City's focus on housing solutions and an incremental investment in housing development, the opportunity exists to create movement in the housing market which would open up new housing units. New housing options – at all price points – allow residents and new home buyers an opportunity to find the right fit for their housing needs. As movement occurs, housing units become available and the potential to attract new residents to the City grows. With a focus on year round occupancy there is opportunity to have a sizeable increase in population. As this is a regional issue, the same can be said for growth in surrounding townships. With Charlevoix as the economic center of the surrounding region, such increases may put pressure on the City and its facilities, but it may also strengthen the economy by continued and expanded support for local businesses and bring jobs

Since the design and appearance of a neighborhood can directly correlate with property and resale values, care should be taken to ensure infill development, or redevelopment is consistent with existing forms. To accomplish this, the character of Charlevoix's districts must be assessed to identify the forms and features that are desirable and those that should be preserved and enhanced. Typically, such things as garage location, home placement, the location of doors and windows, and roof pitches are analyzed to determine which forms are the most important. Based on this kind of detailed analysis the zoning ordinance can incorporate features to better protect character and achieve more balanced and attractive neighborhoods as renovation, or redevelopment occurs over time. Additional information and recommendations for the future of Charlevoix's Community Character Areas can be found in Chapter 7 Future Land Use Plan.

5 Infrastructure and Mobility

When examining what makes a community thrive, many may point to the more visible assets in the American City. Strong employment opportunities, bustling downtown business districts, funded schools, dependable public safety, and vibrant recreation opportunities could all be highlighted. While these are critical to creating an economic, safe, and social fiber to the community, just as important to that fiber is the infrastructure that permits it to exist. The hot mix asphalt of our roadways provides businesses with the ability to expand beyond the confines of a locality, transforming into regional, state, and nationwide commercial enterprises. It is these same roadways that bring goods into the community, such as the food lining our pantries or the wood and stone supporting our homes. The buried electrical lines and water mains below our streets ensure that businesses have the required inputs to activate their capital, and that residents can live hygienic and comfortable lives. Without dependable infrastructure, residents and businesses with the means to leave will, and those that choose to stay or those that are not afforded the luxury of choice will find their health and economic wellbeing diminished. Inversely, communities that maintain their infrastructure will find themselves the target for relocating businesses, entrepreneurs wanting to build, and prospective residents wanting to settle.

Utilities

As a home rule city in the state of Michigan, the City of Charlevoix has authority to construct, operate, and maintain public utilities for city properties and contiguous properties outside of city limits. The City currently provides Water, Sewer, and Electric services to properties in Charlevoix. These utilities operate as enterprise funds, meaning that although they are publicly managed and administered as a function of the local government, they are managed in a business-like manner. In a typically year, the revenues from user charges exceed variable costs to save for greater, systemic capital improvements. User fees and utility rates are set by City Council each year to adjust for increasing costs of operation and industry standards. Administrative plans for utility improvements are greater detailed in the City of Charlevoix Capital Improvement Plan, and annual details regarding system maintenance are noted in the City Budget.

Water Supply

Charlevoix's water treatment plant, located adjacent to Michigan Beach Park, was opened in April, 1987. It is a direct filtration facility that intakes water from Lake Michigan. Water is obtained via a 1,400 foot long, 2 ft. diameter intake pipe. The Water Department provides safe and reliable drinking water to approximately 5,000 users through the City of Charlevoix and Charlevoix Township. The service area covers 2.5 square miles through 37 linear miles of buried water mains. Treated water can be pumped at a maximum rate of 3,000,000 gallons per day (gpd), but current production varies from 400,000 gpd in the winter to nearly 2,500,000 gpd in the summer. Water storage consists of a 300,000-gallon elevated tank in the north part of the City, and a 1,000,000-gallon above-ground storage reservoir at the treatment plant.

Capital Improvements continue to increase the Water Department's ability to serve customers in Charlevoix. A 450 KW generator was installed in the water treatment plant to better ensure fire suppression and to continue operations during power outages. Filter Rehabilitation has been occurring throughout recent years to provide greater water quality. Projected improvements in future years include water tower maintenance, replacements to the static mixer and chlorination system, and upgrades to the pump and monitoring systems. Starting in 2021, engineering will be conducted to install north-south water mains behind the downtown businesses on Bridge Street between Antrim, Mason, and Clinton for a needed improvement over the decades-old water main that are currently servicing these buildings.

Water quality continuously meets or exceeds the standards set and monitored by the Environmental Protection Agency and the Michigan Department of Energy, Great Lakes, and Environment. Further information on water quality can be viewed on the City's website.

Wastewater Treatment

City's wastewater treatment plant was built in 1973 and is located off Lakeshore Drive in Charlevoix Township. Charlevoix provides wastewater treatment services to about 5,000 users located in the City and Charlevoix, Hayes, and Marion Townships. The plant has been rated for 2,000,000 gallons per day, although present flows range from 750,000 gpd in the summer to approximately 350,000 gpd in the winter.

Improvements have been made to the city wastewater treatment plant that have increased treatment capacity and increased energy efficiencies. Future scheduled improvements to the system will include upgrades to the lift stations, which act as repositories for waste to be treated, and the sewer collection system. These improvements will have engineering plans started in 2021. The City continuously meets or exceeds state and federal standards in wastewater collection and treatment.

System Item	Number
Wastewater Treatment Plant	1
Lift Stations	17
Manholes	796
Force Main Pipes	74,100 feet (14.03 miles)
Gravity Sewer Pipes	175,500 feet (33.24 miles)

Figure 5.1 Sewer System by the Numbers

Storm Water

The City storm water system consists of 55,500 feet (10.5 miles) of storm sewer pipes. These pipes have large variation in size, ranging from 4 to 60 inches in diameter. The system utilizes 246 manholes and 439 catch basins. Stormwater infrastructure is some of the oldest in the city, as our most dated piece was installed sometime in the 1890's.

The quality of Charlevoix's water resources is greatly affected by the flow of stormwater runoff. In several areas, mostly along side streets, drainage has become an issue because curbs, gutters, and other appropriate drainage systems are lacking. However, even for those neighborhoods with storm drains, water quality remains an issue because contaminants such as sediment, oil, gasoline, and chemicals from lawns, streets, sidewalks, buildings and parking lots, eventually end up in Lake Charlevoix, Round Lake and Lake Michigan. Given the community's unique environment and its reliance on tourism, these are especially good reasons to monitor and enhance water quality.

Charlevoix has recently partnered with the Tip of the Mitt Watershed Council and the two other cities in Charlevoix County (Boyne City and East Jordan) in enacting a unified stormwater control ordinance. The ordinance included regulations and standards for development that changes earth or impacts storm water runoff and water quality. Stormwater management may be required of developers, either through built or natural infrastructure, whichever befits the project at hand. The City also works with Charlevoix County under a countywide Stormwater Management Ordinance that establishes permit requirements for certain construction projects. This ordinance is administered and enforced by the County Drain Commissioner. This is another regulatory measure intended to help protect water quality and prevent adverse impacts from development.

While much of Charlevoix is served by an ample stormwater system, large areas on the north and south sides currently lack this infrastructure. This increases the potential for street and yard flooding. Charlevoix, as well as most other Michigan cities, also face the challenges of aging stormwater infrastructure and limited budgets for their replacement or upgrade. Despite this fact, the City understands the importance of infrastructure enhancements and the need to incorporate best management practices that help preserve and protect water quality. Improvements are scheduled to begin in 2021, starting with a complete re-engineering of Antrim Street both in surfacing and utilities, and a responding replacement of Mason Street's collector for better compatibility and overflow prevention when linked to the 48-inch pipe being installed in Antrim. Downtown alleys, corridors, and parking lots will consider resurfacing to brick pavers in future improvements to decrease burden on the city's storm water system.

Electric Service

Charlevoix is just one of forty communities in the State of Michigan to provide public power services to its residents⁽¹⁾. The municipally owned electric system provides overwhelming benefits to residential and commercial customers, and to the City of Charlevoix. Electric services are on average cheaper to residents in Charlevoix than to other communities in Michigan and across the United States. ⁽²⁾⁽³⁾ Benefits come to the City of Charlevoix in having greater local control of the distribution of power and synergies with other public works; with Electric being controlled by city management, upgrades and replacements can be better integrated with other infrastructure. Timing road repairs, water main upgrades, and buried

electric line replacements can decrease costs, share personnel, and reduce impact to city traffic. Sharing facilities, vehicles, equipment, and employee benefit plans further reduce costs, saving the customers money and giving our city professionals greater efficacy. Cash flow from the electric services can be responsibly borrowed by the city for other functions, decreasing short-term debt to private lenders. Customers in Charlevoix will also find their energy department to be more responsive to their input and better prioritize local objectives than a national corporation would.

Charlevoix's Electric Department serves not just those in the City, but Customers in Charlevoix, Evelin, Hayes, and Marion Townships. The electric system consists of the Westenbroek Substation, the Industrial Substation, and both overhead and underground distribution lines. For a more specific breakdown of the Electrical System in Charlevoix, see the chart below:

Electric System Details	Inside City Limits:	Outside City Limits:
Miles of Overhead Lines	33.9	26.7
Miles of Underground Lines	37.8	47.1
Total Miles of Lines	71.7	73.8
Combined Total of Miles of Lines	145.5	
Number of Service Meters	2931	1529
Grand Total of Service Meters:	4460	

Figure 5.2 Electric System by the Numbers

Despite out-of-city-limit customers making up just 34.3% of total meters on the electric system, 50.7% of the line buildout is devoted to these customers, including 55% of the more expensive underground connections. While providing electric service to these customers is more costly on a per-meter basis than providing to those in the city (largely due to density), the City still supports its neighboring customers with its reliable power services. To account for the inequities in the cost of providing service, customers outside of city limits have fees more reflective of these increased costs.

The City of Charlevoix owns and receives a majority of its power from small portions of the Belle River Coal Plant with Detroit Edison, the Campbell Coal Plant with Consumers Energy, a Combined Cycle Natural Gas Plant in Ohio, the Natural Gas Turbine Plant in Kalkaska, various landfill gas plants, a wind farm and solar facilities. The City gets its remaining power from various forward purchases and daily purchases off the market. All of the City of Charlevoix's purchases are through the Michigan Public Power Agency (MPPA) in Lansing. MPPA membership also provides power supply opportunities that would not be available if the city operated independently. The Electric Department will continue to review power supply alternatives in cooperation with the MPPA.

In April 2020, the City of Charlevoix City Council approved a proposal for an Electric Distribution System Study. The final report was made available in April 2021. The scope of the study was to review the capacity of the electric distribution substations and distribution system under various operating conditions. Several recommendations were provided along with cost estimates that will be used to develop a strategy and budget to implement the recommendations.

Sustainable Energy

The City of Charlevoix offers multiple programs customers can take advantage of to promote sustainable energy generation and lower their monthly electric bill.

The Voluntary Green Pricing Renewable Energy Program was established to allow customers to guarantee a portion, or all, of their energy is sourced from renewable energy infrastructure. The program is free for customers to sign up and adds a small increase to the kilowatt per hour rate to reflect the price of purchasing renewable energy.

Wanting to permit customers greater efficacy in how they can obtain power, the Electric Department allows residents and business the ability to install their own renewable energy generators, such as solar panels, to the premises. The

renewable energy generators can offset part or all of the premises' energy costs, and if the generator exceeds the electric usage, will be reimbursed for excess energy contributed to the system.

Out-of-date appliances and lighting can demand an unsustainable and expensive amount of energy to power, but the high costs of new appliances can be out of reach for many customers, creating a conundrum that results in latent demand for efficient capital to go unrealized. The City of Charlevoix identified that a gap exists between affordable energy consumption and affordable lighting and appliances, and partnered with Energy Smart to assist owners in retooling for energy savings. Residential, commercial, and industrial customers buying various appliances can apply for a rebate through the City of Charlevoix Energy Smart website, making the costs associated with efficient energy use more tangible for those in the City.

Significance for Planning

New developments and parcels undergoing redevelopment all require an adequate connection to the city's utilities that will fully satisfy their needs. Should a development's prospective uses exceed the capacity of the underlying utilities, public-private partnerships could be explored to make the project feasible, changes to the property's usage could be recommended by city planners or department heads, or new locations could be explored for areas where the designated use would better fit the built infrastructure. The Planning and Zoning department will continue to collaborate with public works, electric, water, and sewer departments to ensure developments meet proper capacity.

With sustainability a core focus of the City of Charlevoix, promotion should continue to occur for renewable energy programs and sustainable appliances. Solar panels are permitted by right in each residential zoning district and each non-residential district except for marine commercial, but further study is needed to determine whether current ordinances surrounding installation deter use. Likewise, aggregating data about the usage of these programs could help better determine the state of sustainability in Charlevoix help target marketing and promotions.

Park Facilities

The City of Charlevoix holds over 125 acres of public park land, distributed across 15 parks. These parks, in order from largest to smallest, include:

- | | |
|--|--|
| • Charlevoix Golf Club (61 acres) | • Elm Street Tennis Courts (.6 acres) |
| • Mt. McSauba Recreational Area (59 acres) | • Robert Bridge Memorial Park (.5 acres) |
| • Michigan Beach Park (17 acres) | • Water Tower Park (.45 acres) |
| • Ferry Beach Park (5 acres) | • Coast Guard Park (.43 acres) |
| • East Park (4 acres) | • Hoffman Park (.33 acres) |
| • Depot Beach Park (4 acres) | • Community Skate Park (.3 acres) |
| • Carpenter Street Ball Park (3 acres) | • Veteran's Park (.2 acres) |
| | • West Dixon Park (.1 acres) |

Charlevoix's quality and abundance of park land positions the City of Charlevoix as a leader across the nation's municipalities. The National Recreation and Park Association notes that for communities under 20,000 in population, the median acreage per 1,000 residents is 12, with the upper 25% of communities having 20.8⁽⁴⁾. Charlevoix far exceeds these measures, providing 52.88 acres per 1,000 residents. Likewise, the median number of residents per-park in communities under 20,000 in population is 1,300, with the lower quartile having 908 residents per-park. The City of Charlevoix's large number of parks provides ample opportunity to for residents to recreate, as the City has a 158 resident-to-park ratio.

A majority of Charlevoix's park facilities are oriented around passive recreation, including walking, hiking, biking, jogging, swimming, and wildlife and scenic viewing. This aligns with the public's use of our parks. A survey conducted in 2017 asked park patrons what their top reasons were for visiting our parks, and 7 of the top 10 answers mention a form of passive recreation (2 mention events/festivals, and 1 mentioned active recreation)⁽⁴⁾. Active recreation opportunities offered by the City of Charlevoix include skateboarding, skiing, snowboarding, tennis, baseball, basketball, golf and disc golf.

Development opportunities exist to better utilize our existing parks. In Spring 2021, The Charlevoix City Council approved the development of 1.5 unused acres of the Carpenter Street Ball Park to be designated as a dog park. This action will accomplish a major goal highlighted in the Parks and Recreation Master Plan, as a dog park was the 4th most desired additional park facility. The park facility is expected to open in late summer 2021. Currently, Coast Guard Park on the north side of Charlevoix is undeveloped and underutilized, with nearly 70% of 2017 Park Master Plan respondents saying they do not visit the park⁵. Depot Beach Park, which is less than 1000 feet to the north, had 85% of respondents visit it within the past year, and is in the top half of frequently visited parks. Development of Coast Guard Park could represent an expansion of recreation uses from Depot Beach, or host new park uses synergistic with the assets currently in the area.

Two state parks are in close proximity to the City of Charlevoix. Fisherman's Isle State Park is located south of Charlevoix off US 31 and is composed of dense woods, campgrounds, and Lake Michigan Shorelines. Young State Park is east of Charlevoix, on the eastern edge of Lake Charlevoix on Boyne City Road. Additionally, there are various roadside parks along US 31 outside of the city that provide transient patrons opportunity to rest and enjoy scenic views of Lake Michigan to the west and smaller lakes to the east.

More information on the specific recreation offerings, park amenities, long-range park planning, and public input can be found in the City of Charlevoix Parks and Recreation Master Plan. This plan can be viewed online at the City of Charlevoix website, and a physical copy is available for viewing at City Hall.

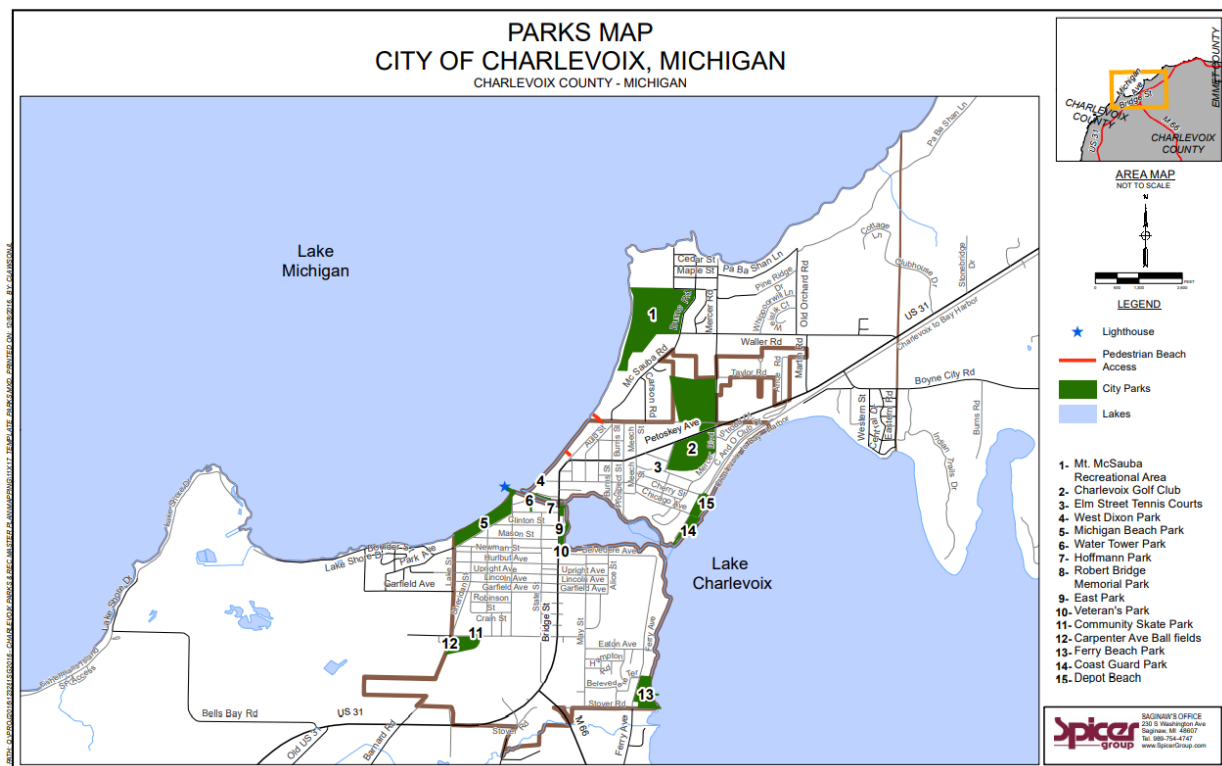


Figure 5.3 Parks Map, City of Charlevoix, Michigan

Significance for Planning

Park facilities and subsequent recreation program provide vibrancy to the urban environment while protecting selected natural resources in the City. Possible zoning or charter amendments that could impact these areas should consider the City's role in stewardship of the open and public space, inclusivity for those of all ages, and the programming that helps to attract and retain year-round residents. Planning functions should be parallel with the recommendations established in the 2021 Parks and Recreation Master Plan, when it is launched. Development of parcels adjacent to and in proximity of park land should consider how their use is harmonious with the use of the parks.

Transportation

Mobility is a quintessential component to building a community with a regional, statewide, and nationwide footprint. By examining traffic counts, road uses, parking capacity, transportation services, and non-motorized transportation, the City of Charlevoix and its public boards and committees can better craft plans and policies that will enhance transportation in a synergistic manner.

Roads and Transportation

Charlevoix's street pattern is mainly configured as a grid and its most apparent traffic congestion issues are concentrated downtown, and especially around the Memorial Bridge. While additional channel crossings have been explored, they are not practical considering financial constraints and the seasonal nature of traffic backups. Except for sections of Bridge Street and two one-way streets, all City streets are two lanes wide. Overall, traffic congestion, even during most summer months, is not significant, except for a few concentrated problem areas. Traffic congestion on US 31 is primarily between Nicholls Street and Carpenter Avenue. This results from heavy seasonal traffic volumes, bridge openings on US 31, and congestion related to the downtown traffic light and numerous intersecting side streets that empty onto Bridge Street. While traffic can be an issue during the peak tourist season, offseason it is minimal and congestion is seldom a problem for year-round residents. While previous studies have been completed by the Michigan Department of Transportation concerning bridge traffic and backups, summer-time traffic counts and further evaluation by a transportation engineer is warranted.

Charlevoix has approximately 26 miles of streets within city limits. The city maintains 23 miles of these streets, with the remaining 3 miles designated as state trunklines and maintained by the Michigan Department of Transportation. The City uses the Pavement Surface Evaluation and Rating System to survey roads for improvement, rating roads between 1 – 10 on criteria such as age, raveling, cracks, rutting, distortion, and general structural condition. At the time of the last evaluation, 12% of City streets had ratings of 4 or lower, indicating structural improvement should be scheduled. These repairs are regularly scheduled and indicated in the Capital Improvements Plan (Charlevoix Tomorrow).

With the convergence of high traffic highways US 31 and M66, transient populations traveling through Charlevoix, downtown businesses oriented around the interstate serving as a regional economic destination, and the City's large seasonal and short-term population, the City records comparatively high traffic counts. A chart below compares the City's traffic counts to others in Northwest Michigan.

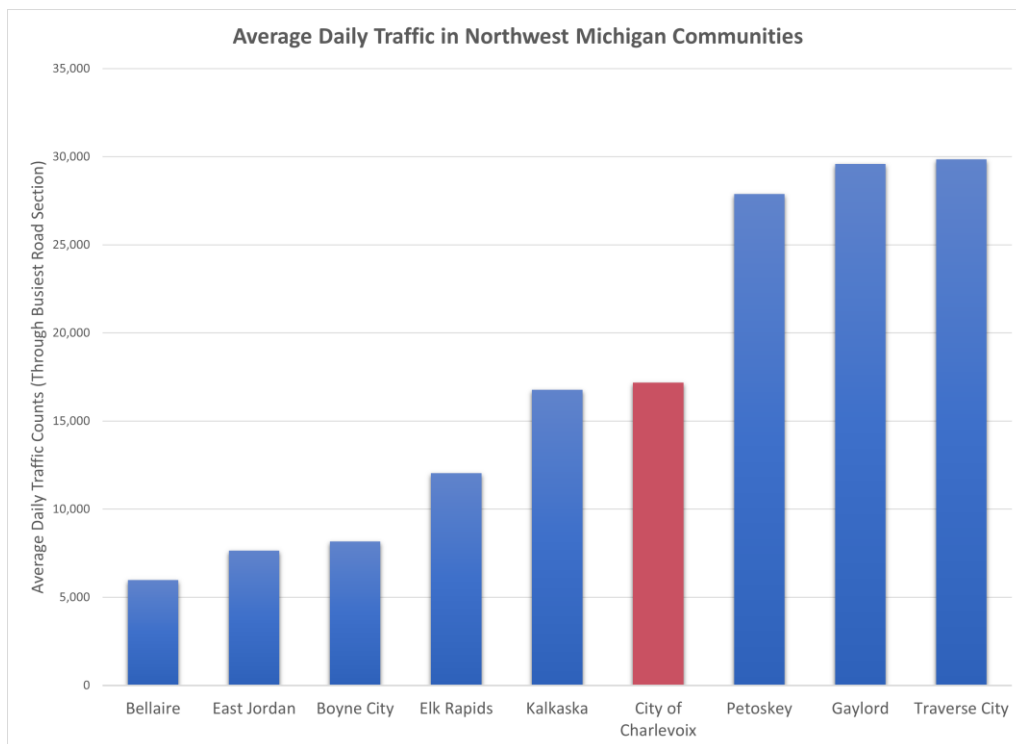


Figure 5.4 Northwest Michigan Comparative Traffic Counts (Michigan Department of Transportation)

Significance for Planning

Summertime traffic backups on US 31 make left turns especially difficult for a number of intersections, including West Dixon, Pine River Lane, Park Avenue, Mason and Antrim Streets, Belvedere and Hurlbut Avenues. Consequently, future development and its level of intensity should be carefully considered when reviewing zone changes and subsequent development requests affecting these intersections. Developments should consider actions or additions that alleviate traffic or parking concerns. This can be accomplished by promoting alternative transportation options, such as designated spaces for bicycles, user-friendly and accessible gateways to the local sidewalk system, or through encouragement of ridesharing.

Transportation and traffic studies should be encouraged and carefully evaluated, especially for any development that does not have secondary means of access.

Regional Road Network

Two main highways access Charlevoix. From the east, M 66 enters near the south City limits, making Ironton and East Jordan easily reachable. US 31 cuts right through the middle of Charlevoix and connects with Petoskey to the north and Elk Rapids and Traverse City to the south. The County Road Commission maintains two other regional roads outside the City limits. The Boyne City-Charlevoix Road runs from US 31 to the north of Charlevoix, through Horton Bay into Boyne City. On the south side, Marion Center Road runs south from US 31 to Ellsworth and Central Lake.

Functional Classification

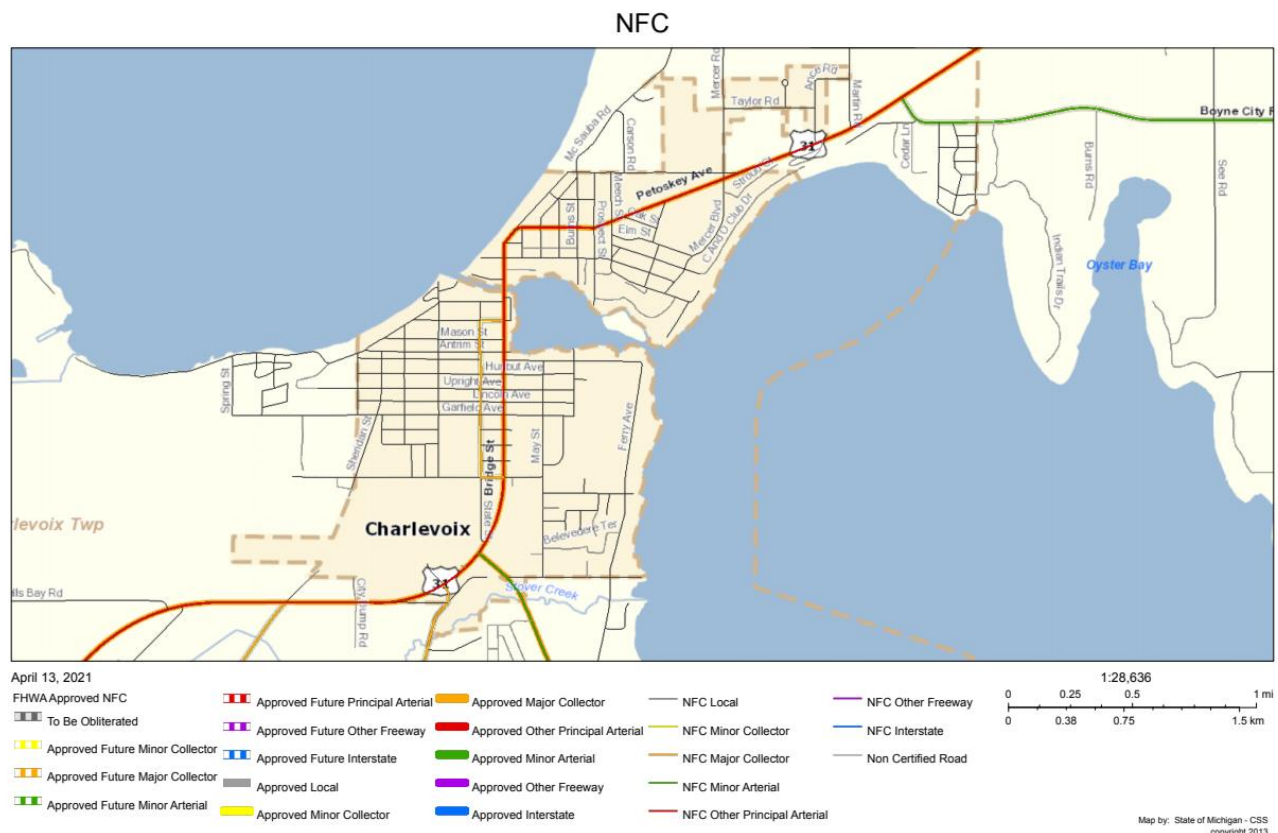


Figure 5.5 National Functional Classification, Charlevoix Streets

All Michigan streets, roads, and highways have a National Functional Classification (NFC) designation. The NFC is a planning tool that Federal, State and local transportation agencies have used since the late 1960s to help organize a hierarchy of roads. The Federal Highway Administration (FHWA) developed this system to classify all streets, roads and highways according to their function. Basic to this classification is the recognition that roads and streets do not serve a

purpose independent of one another; rather, each is part of a network. This system helps determine how traffic can best be channeled through the street network efficiently and logically. Functional classification is important to state and federal aid formulas, and for a community's own fiscal planning — especially when it comes to determining maintenance priorities. Charlevoix has a four-tiered hierarchy, and the Functional Classification Map should be referenced for exact designations. Streets should be designed, constructed, and maintained in accordance with this hierarchy:

- **Principal Arterials:** Principal arterials generally carry long distance, through-travel. They also provide access to important traffic generators, such as employment centers and shopping areas and includes US 31 within the City. This is an important route through the City and is also the primary entrance, or gateway from outlying areas.
- **Minor Arterials:** The primary function of minor arterials is to move traffic between principal arterials and local streets and between major parts of the City such as neighborhoods, employment and shopping. M-66 between Charlevoix and East Jordan and Boyne City Road between Charlevoix and Boyne City are designated as such by MDOT. These minor arterials provide important roadway links into Charlevoix and to major activity areas considered secondary gateways.
- **Collector Streets:** These streets serve as a link between local and arterial streets. The City's collector streets include a majority of State Street, and small portions of Clinton and Carpenter Streets.
- **Local Streets:** Local or neighborhood streets primarily access individual properties and homes. Charlevoix has a well interconnected grid of local streets on either side of the lake. Such a pattern helps disperse local trips and reduces overall traffic congestion on major streets. A pattern of interconnected local streets should be maintained with all new developments and redevelopment. A majority of streets in Charlevoix are local streets.

Downtown Parking

Downtown Charlevoix currently has 470 public on street parking spots, 239 public off street parking spots (lots), and 455 private off street parking spots, for a total 1,164 spots. The same factors that influence high traffic counts (a thriving central business district, transient users along state trunklines, a strong tourism industry, and high seasonal residents) also create challenges for parking in the city. During busy summer months, both street and lot parking fill to levels near maximum capacity on the weekends, creating difficulties for the various stakeholders and their differing uses of downtown (figure 5.6). This problem however is not persistent year-round, with weekend parking capacity opening up as early as September, according to a previous parking study commissioned for the City of Charlevoix (figure 5.7).

Since the Parking study was conducted in 2018⁽⁵⁾, aggressive measures have been taken to better utilize these parking spaces in Charlevoix. The municipally owned parking lots have transitioned from all day parking to two hour parking, helping to increase parking turnover and better clear spots for downtown patrons seeking to spend in the community's small businesses. Side streets along Park, Clinton, and Antrim continue to be unenforced, allowing visitors to recreate and enjoy Charlevoix at their own pace. Smart parking meters have replaced mechanical ones, providing visitors with more forms of payment, more easily adjustable rates (which can better account for high-use times), and data collection for policy guidance. The implementation of these strategies help to better management of parking spaces, while shifting use and encouraging non-motorized transportation for those who have the ability to do so. In addition to these administered strategies, the City will be expanding parking supply by surfacing the Palmer Street lot, to be completed in 2021. This lot will add 34 parking spots near the pine river channel.

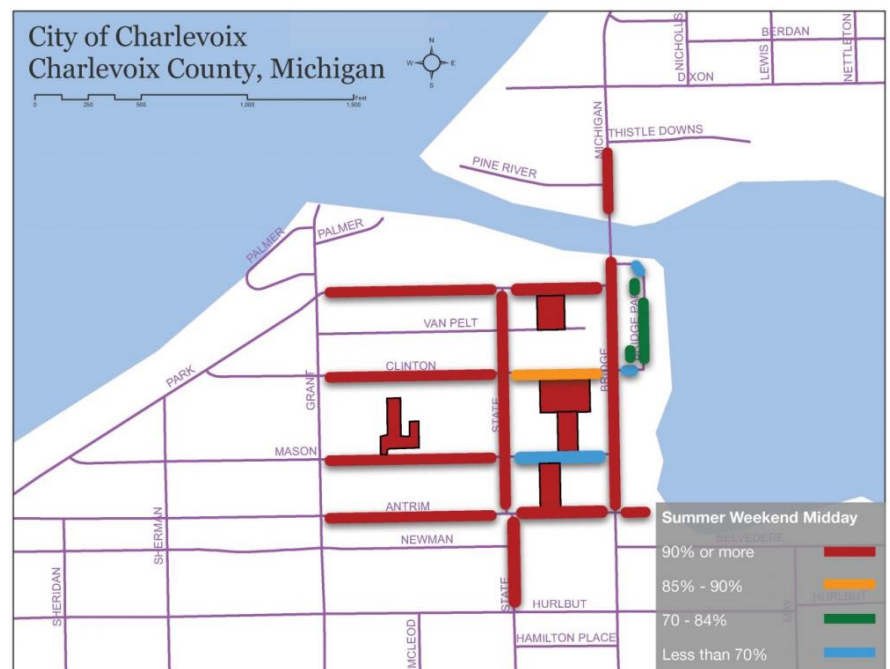


Figure 5.6 Summer Weekend Parking, Downtown Charlevoix

Significance for Planning

While downtown parking problems are compounded only during the summer months, developments should still consider how their prospective uses will impact parking, traffic, and the adjacent parcels during site design phases. Residential developments will need parking for each unit, but also important to consider is employee parking and patron parking in mixed use and commercial developments. Developments that bring a heightened number of passenger vehicles to Charlevoix should either provide built infrastructure that can accommodate these vehicles or look for mitigating solutions that will decrease or share parking in active areas. Without adequate downtown parking, transient visitors may choose to continue their travel, residents may be deterred from visiting city assets, and small brick and mortar businesses will have difficulty in attracting new customers.

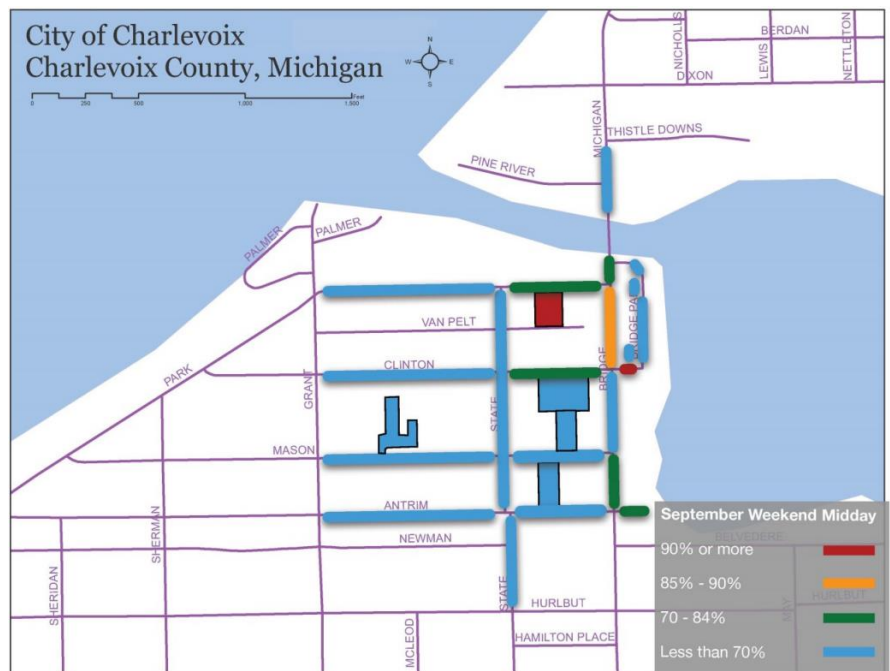


Figure 5.7 September Weekend Parking, Downtown Charlevoix

The 2018 Downtown Parking study still has recommendations the city has yet to enact concerning the expanding supply, shifting usage, reducing parking demand, and improving management of parking resources. The city should consider pricing parking based on demand, improving bicycle parking and signage, and creating more partnerships to share parking while providing shuttling during large events. The City of Charlevoix should further seek strategies to encourage residents with the ability to walk or engage in non-motorized transportation to do. Residents opting to walk to their destination will improve the peak season parking conditions, create a more vibrant and active downtown, and promote healthier lifestyles within the community.

Opportunities to improve the physical conditions of Charlevoix's public parking lots should be pursued where appropriate. Using permeable pavement or pavers will decrease the burden on the city's storm sewers while improving the aesthetic quality of these areas. Greater landscaping efforts, backside building facades, parklets, and outdoor dining opportunities could be explored to promote place-centric uses of these public lots, in-line with the implementation of the 2021 Ally Corridor Vision Plan.

Non-motorized Pathways

Sidewalks

The City of Charlevoix has constructed and maintains 13.86 miles of sidewalk throughout the city. Sidewalks are typically installed with consideration to traffic, safety, and connectivity. As a result, large portions of our sidewalk system are built around US-31/Bridge Street/Petoskey Avenue and local streets with higher vehicle traffic, such as State, Dixon, Belvedere streets. Sidewalks are considered multi-use infrastructure, accommodating different purposes including, but not limited to, transportation, recreation, fitness, and public safety. As a result of the variation in uses, differing populations can be seen utilizing this infrastructure, including transient residents of other communities cycling through Charlevoix and using the sidewalks as gap between trails, families leisurely walking after work, volunteers riding motorized utility vehicles to water the petunia baskets lining the streets, or visitors strolling along the cement between stores. The City of Charlevoix Department of Public Works is responsible for the construction and maintenance of sidewalks in the city. A map of the city's current sidewalk system can be seen below.

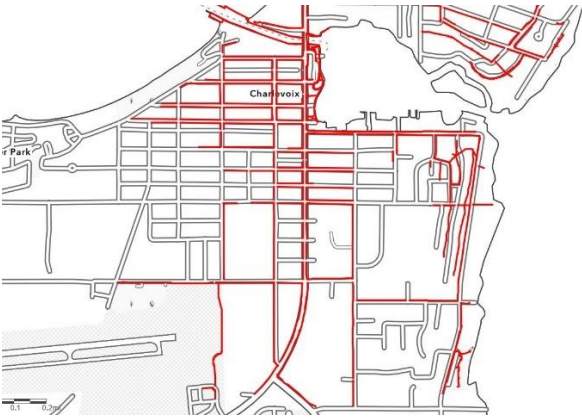


Figure 5.8 Sidewalk System, South Side



Figure 5.9 Sidewalk System, North Side (Enhanced)

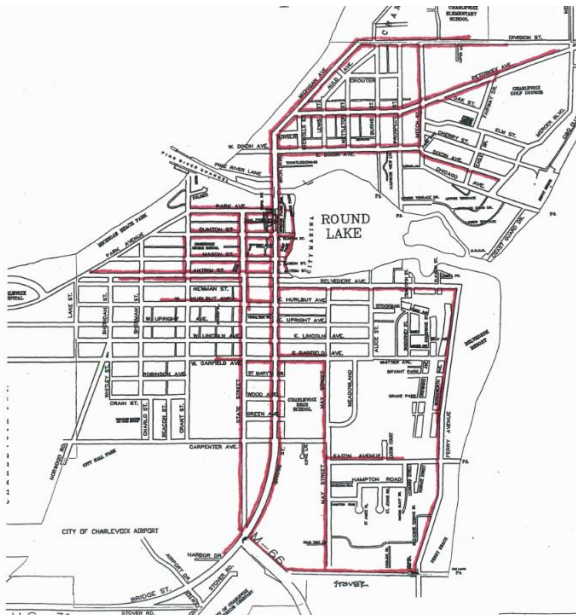


Figure 5.10 Sidewalk Snow Removal Map

Critical to sidewalk discussion is the year-round use of the infrastructure. A sidewalk that is not maintained during winter serves little purpose, as residents will likely use the cleared roads for their convenience. This can create safety concerns for both pedestrians and vehicle operators, especially considering the shorter days in the winter, visions obstructed by snowfall, and harsher road conditions giving operators less control over their vehicles. With Charlevoix known as a “winter city” that offers plenty of snow-based activities, consideration occurs to the snow removal on City sidewalks. The city removes snow on selected sidewalks around the city, as seen in Figure 5.9 (snow removal routes are colored red). Charlevoix does not currently have a snow removal ordinance mandating property owners care for the sidewalks adjacent to their homes.

Significance for Planning

Sidewalks serve as the base unit for non-motorized transportation and recreation in Charlevoix. Continued maintenance of sidewalks should remain a high priority for the City of Charlevoix’s Public Works Department. A city sidewalk survey was started in 2020 and is expected to be completed in 2021. This survey will update the sidewalk inventory while describing the physical conditions of our

sidewalks and where repairs are most needed. Common conditions impacting our sidewalks include vertical faults between panels, surface cracking, and surface spalling. Repairs and proper maintenance of sidewalks should take precedent over the construction of new sidewalks, except in cases where expansion is critical to public safety and walkability. Sidewalk expansion discussions should consider factors such as traffic counts of the adjacent street, number of people served, and the marginal impacts to safety, accessibility, and connectivity to city assets. These factors must be weighed against the financial liability of perpetual maintenance and care of sidewalks. Developers creating commercial, mixed-use, or high-density residential developments are encourage to consider walkability in their projects.

Discussions of best serving our residents, businesses and visitors in the winter should continue. Our active sidewalk clearing network is robust and covers a large portion of our total sidewalks. To increase walkability, designated winter trails or transportation routes can be established to heighten awareness, or the City can explore the equity and impacts of passing a sidewalk snow removal ordinance. In the downtown district, past plans have highlighted the economic benefit that could occur by having more active and consistent snow removal. This can be accomplished through built infrastructure such as a sidewalk-heating system, by passing a snow removal ordinance, or by hiring out the services of a private company to remove snow more consistently from areas adjacent to storefronts. Continued public input and financial analysis is needed to determine which solution could serve the City of Charlevoix best.

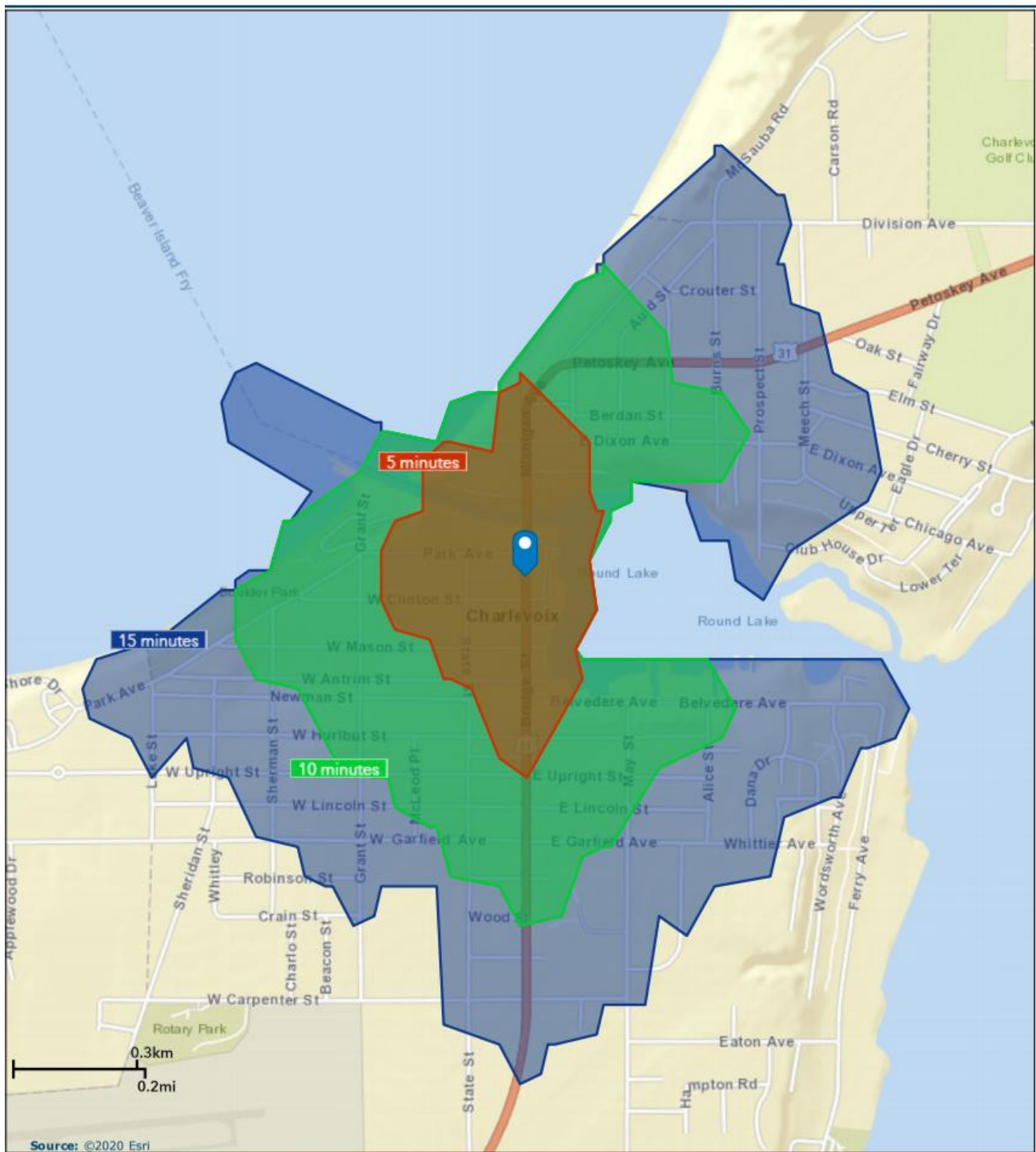


Figure 5.11 City of Charlevoix Common Walk Times to Downtown

Trails

The City of Charlevoix is both a leader and collaborator in bringing high quality trails to area residents and visitors. These trails serve passive recreational purposes for activities such as walking, jogging, bicycling, cross-country skiing, rollerblading, and more. However, the value added to transportation by trails should not be overlooked. With safe and inviting trails available to bicyclists, the city becomes more accessible to those living miles beyond city limits. Unlike local sidewalks, trail infrastructure is similar to principal arterial streets, connecting communities adjacent, regional, and across the state with contiguous non-motorized pathways. Charlevoix was designated one of the first four Pure Michigan Designated Trail Towns in 2019, providing greater outreach of City trails statewide.

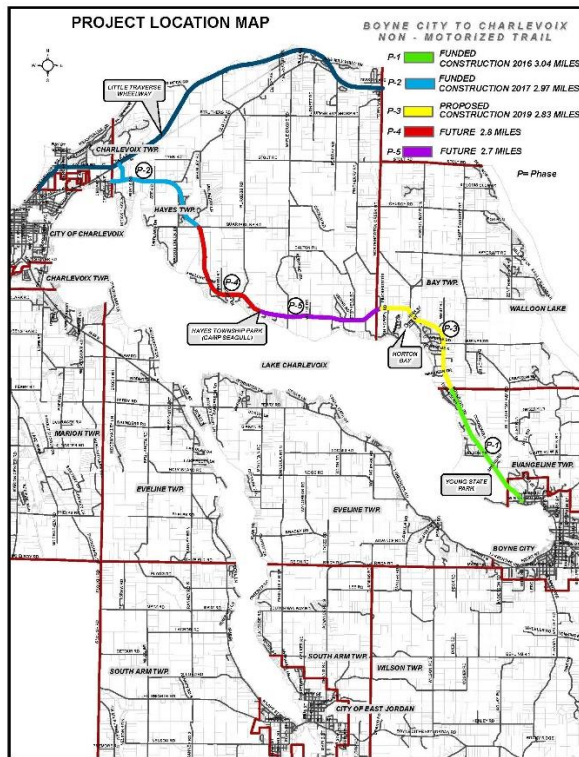


Figure 5.12 Boyne City to Charlevoix Non-Motorized Trail Map⁽⁶⁾

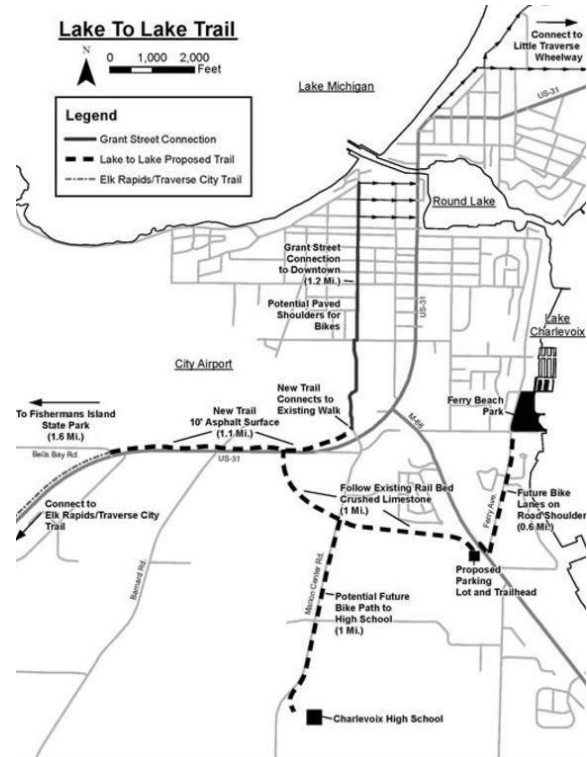


Figure 5.13 Lake to Lake Trail Map



Figure 5.14 Little Traverse Wheelway Trail Map⁽⁷⁾

Boyne City to Charlevoix Non-Motorized Trail (Figure 5.12)

The Boyne City to Charlevoix Non-Motorized Trail first started constructed in 2016, though desire for the trail was formally recognized in 2003 by the Boyne City to US-31 Citizens Trail Committee. The trail is being constructed in 5 different phases to better align with funding opportunities available. Phases 1 and 2 are completed, with phases 3 to begin

engineering in 2021. The project is funded by a large collaboration of local governments, non-profits, and state agencies. When completed, the trail will be just over 14.5 miles in length.

Lake to Lake Trail (Figure 5.13)

The 3 mile Lake to Lake Trail located in the southern portion of Charlevoix provides connectivity between Lake Michigan, Lake Charlevoix, and the Charlevoix High School, with a trailhead and parking off of M-66. The trail was built to provide a safer route for travelers looking to avoid the busy roads of M-66 and US-31 when traveling between the two lakes. The trail will connect to the prospective Charlevoix – Norwood segment of the Nakwema railway along US-31.

Little Traverse Wheelway (Figure 5.14)

The Little Traverse Wheelway is a scenic non-motorized trail north of the City of Charlevoix. The 26 mile-long path follows US-31 and the Little Traverse Bay, connecting Charlevoix, Petoskey, Harbor Springs, and many roadside parks and businesses along the way. The trail varies in width from 6'-10', providing plenty of spaces for bicycling, rollerblading, skateboarding, and other forms of non-motorized travel. While the trail is a large transportation milestone, it serves as a historic one as well; a portion of the trail by Petoskey existed as far back as 1880⁽⁷⁾.



Figure 5.15 Nakwema Trailway Map⁽⁸⁾

Nakwema Trailway (Figure 5.15)

The Nakwema Trailway will be a 45 mile trail extending from Traverse City to the City of Charlevoix⁽⁸⁾. The project is in early stages, with a connector to Acme currently engineered, the Acme-Elk Rapids portion undergoing engineering, and the remaining portions still in early design phases. Through Charlevoix, the trail will link to the Lake to Lake trail, ultimately connecting to the Little Traverse Wheelway. When the project is complete, there will be a continuous 325 mile trail network, including the state-wide Iron-Belle Trail. Major project partners for this trail include the TART Trails, Top of Michigan Trails Council, Networks Northwest, the regional local governments, and the Michigan Department of Transportation and Department of Natural Resources.

Other trails exist within or around Charlevoix that serve explicitly recreational purposes. Mt. McSauba holds multiple hiking and cross-country skiing trails throughout the park, while Fisherman's Isle State Park and the Charles Ransom Natural Preserve provide forested hikes just outside of city limits.

Significance for Planning

Charlevoix's trail system is a key asset for recreation and inclusive transportation for those in the City and neighboring townships. These resources were not built overnight, nor were they built unilaterally. The City of Charlevoix must continue to partner with relevant stakeholders in maintaining this infrastructure, identify ways to safely connect trails

together and with local sidewalk systems, and collaborate in building new trails where there is need and community demand. Through working with TART Trails and the Top of Michigan Trail Council, Charlevoix can have an important role in creating a connective system extending from the Traverse Area to Harbor Springs. In early 2021, City Council approved of the construction of a North Side Trail that would connect the wheelway to downtown, creating the substantial action towards a contiguous trail system throughout Northwest Michigan.

Public/Shared Transportation

Charlevoix County Transit

Charlevoix County Transit is a demand-response service that provides residents the ability to schedule trips around the county for a modest fee. The County Transit is a curb-to-curb service, meaning that residents can schedule (or same day call at a lower priority) to have the county transit bus pick them up at their current location and drop them off at their desired location. Services extend to Petoskey for medical-related trips and communities across Northern Michigan for VA medical centers. Charlevoix County Transit has transportation agreements in place with the Bergmann Center, Charlevoix County Probate, Head Start, and North Country Community Mental Health Authority. A service expansion created during the COVID-19 pandemic, the County Transit also has a grocery delivery program, enabling those who have difficulty accessing grocery stores to have their ordered food delivered to their place of residence. While not an official service, a growing use of the transportation service is students accessing schools outside of their residential district.

The service is funded primarily by fares and a .2483 county-wide millage. While the Charlevoix County Transit Master Plan notes that the state does not provide performance guidelines for rural county transit programs, the service operates within industry norms for metrics such as cost per hour, cost per mile, passenger trips per mile, and passenger trips per hour. The CCT's cost per passenger is slightly higher than industry standards, though this can be largely attributed to the higher costs of operating a demand-response system.

According to the Charlevoix County Transit rider survey, a majority of riders used the service to get to and from work (58.3%), followed by shopping (25%), and personal errands (21.7%)⁽⁹⁾. Survey respondents were largely frequent patrons, with 61% indicating they use the service more than 4 times a week, and an additional 23% using it 2-3 times a week. While a majority of respondents have a driver's license, 90% of respondents indicated they did not have a vehicle available to make their current trip.

Significance for Planning

The Charlevoix County Transit program provides a needed and equitable service for those who do not otherwise have the ability or resources to travel across the county. Because the service is funded, operated, and evaluated at the county level, the City of Charlevoix has little ability to influence the service. However, city policymakers and staff look forward to promoting the service within the community and working with the county should they pursue optimizing the county transit model. The Charlevoix County Transit Master Plan discusses a conceptual "circulator" service that would make regular stops in Boyne City, Charlevoix, and East Jordan. Knowing that most patrons do not have access to motorized vehicles, it would be paramount that the Cities partner with Charlevoix County in ensuring these pick-up/drop off locations are accessible and walkable for residents.

Beaver Island Boat Company

Boat ferries have been the primary transportation option for the 32-mile trip to Beaver Island for over 100 years. This tradition continues with the current ferry service, the Beaver Island Boat Company (BIBCO). BIBCO is a private transportation service located at a round lake dock within Downtown Charlevoix. The company works in partnership with the Beaver Island Transit Authority, a governmental authority that owns one of the ferries and contracts operations out to BIBCO. Services provided by the Beaver Island Boat Company include passenger, vehicle, and freight transportation, as well as historical island tours. These services are available from mid-April to December.

2 boats provide most of Beaver Island Boat Company's services. The 130-foot-long *Emerald Isle* can transport up to 296 passengers and 20 vehicles per trip, while the 171-foot-long *Beaver Islander* transports up to 171 passengers and 11 vehicles. Annually, these boats transport 35,000 customers, 6,000 vehicles, 11,000 tons of freight to and from Beaver Island. The company also has overnight/weekly parking options for patrons, and a shuttle service to bridge gaps in transportation.

Like many transportation options, the ferries to and from Beaver Island can be viewed as a conduit of economic development. The Beaver Island Boat Company accounts for 20 jobs within the City of Charlevoix, and 55 positions county-wide. The company reports 1.2 million in community expenditures, which includes spending contributed to the local economy for items such as salaries, contractors, local materials and more. The average visitor using the Beaver

Island Boat Company spends \$350 during their trip to Charlevoix/Beaver Island, and the company brings 34,000 visitors to the Charlevoix/Beaver Island area annually.

Significance for Planning

The City has unique ties to Beaver Island that should be continually promoted and addressed. The Beaver Island Boat Company helps facilitate this important economic and historical link, while directly benefiting the city and its residents through transportation, economic externalities, and cultural heritage tourism. Improvements to the walkability and parking of downtown Charlevoix should take into consideration the ferry connection to Beaver Island, making it easier for residents, businesses, and visitors to access this vital service.

Other Services

City and area residents have access to other public and private transportation services in Charlevoix. The airport holds two private charter companies which provide services most frequently to and from Beaver Island, but also make flights to other regional airports. More about the airport functions and statistics will be covered in the next section. The Ironon Ferry is ferry service provided by Charlevoix County south of the City of Charlevoix, between the city and East Jordan. The ferry circumvents travelers from going around the South Arm of Lake Charlevoix and through East Jordan to get to Boyne City. The ferry can eliminate up to 10 miles of additional travel, though residents of the City of Charlevoix may find that Boyne City Road provides the fastest travel option to Boyne City. A regional, shared-use travel option for Charlevoix residents can be found in the Indian Trail bus service. Indian Trails has bus routes networking across Michigan, and Charlevoix's route contains stops at Petoskey, Alanson, Mackinaw City, and St. Ignace to the north, and Traverse City, Cadillac, Big Rapids, and Grand Rapids to the South. One-way and round-trip tickets can be bought online at Indian Trails' website, and the bus stop in Charlevoix is located at the Beaver Island Boat Company building downtown.

Airport

The Charlevoix Municipal Airport is a general utility public airport currently hosting two charter-based operators, Island Airways and Fresh Air Aviation. These commercial operators provide transportation to and from Beaver Island. CVX also serves the needs of local flying clubs, local general aviation pilots, business jets, transient charter operations, local businesses, flight training, Coast Guard, medical flights and other periodic military operations. The Airport currently provides one all-weather runway and one seasonal grass landing strip. Leasable hanger space, public terminal, flight training, aircraft maintenance/repair, accessibility to car rental, and refueling equipment are among its amenities. The Airport receives traffic from seasonal residents returning to the community throughout the year with especially heavy traffic during the summer months. In the winter, when the ferry is closed, CVX serves as the primary transportation service for transporting people, goods, services, groceries, and medicines to Beaver Island.

The 10-year airport capital improvement program called for major renovations beginning in 2010 and extending through 2021. Scheduled improvements that occurred throughout this period included a new runway overlay and grooving, enhanced airfield runway and taxiway lighting, and taxiway rehabilitation. Additional improvements occurred that were not originally listed in the CIP, most notably the construction of the south taxiway, which will encourage and assist in the development of larger corporate hangers, better utilizing both the transportation and economic development functions of the airport. Capital improvements at the airport continue to be planned for in the Charlevoix Tomorrow CIP, such as improving security gates, the creation of an Airport Layout Plan, expanding through the Railroad ROW, and the construction of a T-hanger.

The airport receives funding through a variety of resources. Budgetarily, the airport exists as an enterprise fund, not unlike our utility systems in Charlevoix. Our local fees, fuel revenue, parking revenue, airport land leases, and hanger rents support the day-to-day operations of the facility, rather than property taxes. Capital improvements were previously funded by Federal Aviation Administration entitlements money. This has changed in recent years, as the airport is no longer designated as a primary airport is not eligible for the \$1,000,000 federally allocated to these facilities. The change in status is due to operators within the airport not submitting enplanement numbers. The airport now falls into the State Block Grant Airports program, receiving \$150,000 annually for capital improvements. While the funding amounts are lower, the City of Charlevoix has taken advantage of greater project eligibility and has used four years of the funding to increase the airport's fuel capacity, a use not previously permitted with FAA entitlement funds. The airport's fuel capacity has increased by three times the previous amount, from \$10,000 to \$30,000. With airport fuel sales serving as the

greatest revenue source in airport operations, this capacity upgrade increases the facility's ability to finance future projects. Further, expanded fuel capacity can increase the private sector's commercial activity. Jet turbine operations continue to climb, with operations increase from 1,500-1,600 annual to 2,000-2,100 over the course of 2 years.

Airport operations, while focused on the transportation of goods and people, should also be viewed as an important catalyst to economic development and community benefit. A Community Benefits Analysis performed by the State of Michigan noted that for each dollar (private and public) used by the Charlevoix Municipal Airport or in activities conducted at the facility, the community experienced economic gains valued at \$3.54. The airport is both directly and indirectly accountable for job creation in Charlevoix and the surrounding region; 77 jobs exist directly in the airport and 236 positions off-site exist due to the airport's suppliers, re-spending, reliance on air transport, cargo services, or are funded in part by visitor spending attributed to the airport. The average community visitor drawn by airport activities spends \$60 within the community per visit. The airport logged 98,000 passengers in 2018, although this number does not account for the full variety of airport uses.

Significance for Planning

The Airport is an essential link between the Charlevoix community, Beaver Island, and distant metropolitan/international areas. The city should continue to expand and enhance the Airport and surrounding area to create an attractive regional transportation hub for employers, tourists, and residents. Charlevoix Municipal Airport serves as an important economic catalyst for Charlevoix, Beaver Island and Northern Michigan. The airport can be considered as an on/off ramp to and from our community, as it is often the first and last thing many visitors to the area see. As such, landscaping and placemaking features around the airport could enhance visitor perception of the community. The airport also brings valuable dollars into our area hotels, retail, restaurants, and businesses. Many of our local businesses use our airport to transport their goods and services to regional/national/international markets. It is in the City's best interest to promote, update and improve its airport to bring more people, businesses, and revenue to our community to help ensure future economic growth.

It is important to consider the airport when making planning and zoning decisions in the surrounding area. Future developments could be positively impacted by the asset, such as industrial developments that frequently use aeronautical services when shipping goods or facilities that can take advantage of frequent fliers. It is also likely that some uses could be negatively impacted by the high volumes of air traffic and active environment that occurs around the airport. Even when in alignment with the zoning ordinance, developers should consider ways to best utilize the airport as resource when planning their construction or business.

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CITY OF CHARLEVOIX

Old Business

TO: Planning Commission

FROM: Jonathan Scheel, Zoning Administrator

SUBJECT: ADU Architectural Standards

DATE: May 10, 2021

BACKGROUND

To continue the discussion about Accessory Dwelling Units, information about Architectural Standards and Form Based Code have been provided for your review.

ATTACHMENTS:

- ▣ Memo Architectural Standards
- ▣ Building Envelope
- ▣ Forma Based Code description
- ▣ ADU Architectural Examples

MEMO

RESIDENTIAL ARCHITECTUAL STANDARDS FOR ACCESSORY BUILDINGS

To: Planning Commission

From Jonathan Scheel Zoning Administrator

May 10, 2021

GOALS

This proposed ~~ADU~~ accessory building ordinance language addresses a number of public policy goals, these include:

1. Preserve and enhance the existing historic fabric of Charlevoix, with buildings that reflect early 20th Century Northern Michigan architectural styles.
2. Creating a sustainable "urban neighborhood development" that is built at a human scale, is pedestrian friendly and is not dominated by the requirements of the automobile, as well as, taking advantage of its relationship to the downtown and waterfront.
3. Increase the efficiency and quality of pedestrian, vehicular, and bicycle circulation.
4. Improve land use patterns within and encourage private development supporting the historical model of Charlevoix.

With the approval and construction of a few new accessory dwelling units in the last two years, there has been a noticeable change in the "feeling" of the neighborhoods the ADUs were built in. Concerns range from their scale to the individual parcel it was built on and to the neighborhood in general. Included in that are maximum height, roof pitch, setbacks from other buildings, and lot lines. This issue relates directly to goals above: enhancing Charlevoix with buildings that reflect Charlevoix's architectural style and the historical model of Charlevoix.

Even though the newly approved ADUs brought attention to this issue, upon further reflection, any accessory building could and has caused the same problems. The building itself, not the use can create the issues discussed above. Our current ordinance, for example allows a 2,000 square foot accessory building. This is larger than most of our homes and would never be considered a historical use for Charlevoix. Reviewing figure 5.46 (1)1 and 5.46 (1)2 in the existing zoning ordinance showing accessory building examples are at complete odds with the goals above. (see 153.116 ACCESSORY BUILDINGS AND USES ordinance language at the end of this memo). This is an accessory building issue, not just an ADU issue.

There are potentially other concerns with ADU use that will need to be discussed later. This memo is not meant to address those concerns. The following is commentary and suggested ordinance language to

provide minimum architectural standards for accessory buildings throughout the residential areas of the city:

SITE PLACEMENT

Detached ADUs in rear yards are preferred. A street scene with the emphasis on residences instead of garage doors and driveways is the goal. Detached ADUs on corner lots can create interesting corner yard spaces, although access should be from side streets. Attached side or front-loaded garages are acceptable, but care should be taken to keep the design from being too massive in appearance. Windows with blacked out glass, shutters or blinds soften the effect of a garage. Attached garages siding on corner lots are discouraged. Such an approach creates a massive facade void of architectural interest. This requires a large amount of concrete, presents a large amount of paved area to public view, and creates conflict with traffic turning from side streets. Detached garages on the interior lot side are encouraged.

- Detached garages on corner lots should face side streets. Detached garages on the corner side with driveways extending from the front street are prohibited.
- Front loaded attached garages protruding from the front elevation of a residence are the least desirable. A three foot (3') minimum offset of such a garage allows for variation of facade, the front of the garage shall be setback a minimum of ten (10') from the projection of the front porch or building line
- Driveways are required to be constructed of concrete or masonry to the back of the sidewalk. Stamped and colored concrete, interlocking pavers, concrete with brick borders, and exposed aggregate concrete paving is encouraged. Color, pattern, and design should complement that of the proposed new home or renovated home. Asphalt, shell, mulch, grass, and gravel driveways are prohibited.

EXTERIOR APPEARANCE OF BUILDINGS

Elevations, and Massing. The look and feel of a plan from the exterior is determined by the footprint and the roof form. The two should work together to provide variety in the existing street scene. Varied elevations and arrangements on the site result in more interesting street scenes. More pleasing arrangements are achieved with a variety of articulated plans which break the rectangular box into interesting three-dimensional shapes with courtyard-like spaces in and around each house. Priority should be given to those sides of the house which are visible from streets and walkways. The most articulated elevations should be those which are in the public view, however, it should be assumed that the houses will be seen from all angles and that there will be a continuity of colors, materials, and details on all elevations.

Doors

Garage doors (often sixteen [16'] feet wide) are equivalent to blank walls. They are devoid of architectural elements which give a building scale life and character such as windows, terraces, landscaping, etc. When front-facing, attached two-car garages are built, two single doors divided by a column will be required. This breaks up the expanse of the door into appropriately scaled architectural elements. Side entry garages should be used to break up the monotony of garage door corridors.

Windows can be used to break up massive garage frontages. Treatment of detail on garage doors should be consistent with the overall character of the house. This may be accomplished with one or two well placed windows along the top of the garage door and by breaking up the mass with paneled construction.

- Garage doors over ten (10') feet wide are not allowed.

Windows

Windows are central elements in the definition of the architectural vernacular. Care should be given to the size, type, and organization of all windows. They should never appear like surface "holes" cut into the side of a box. They should be architectural features and whenever possible, grouped into recessed areas or bordered by projections which provide a shadow pattern. Scattered windows tend to create awkward, face-like shapes and should be avoided.

- Window color and finish should complement color and architectural style of house.
- Accessory Buildings with walls facing a street will have minimum glazing of 7% per street facing wall.

Roof Form

The roof is both a structural and aesthetic component for the home. The roof pattern is one of the most significant elements in establishing the overall massing and appearance of the building. In addition, it is important to recognize the relationship of the roof pitch to the appearance of the building.

- Roof pitch will stay within 20% of existing home, less or more.
- Roofing will be of similar style. Shingle color should complement the materials and architecture of the home.
- Overhang width will be similar as existing home.
- Skylights shall be flat (non-bubble).
- Metal roofing will be standing seam.

Height of building

- Accessory buildings will not exceed the height of the principal building by more than six (6') feet.

Exterior materials

- Accessory building's exterior finishes will be constructed of similar materials as the principal structure or traditional materials such as wood, wood lookalike, brick, or stone.

- **153.116 ACCESSORY BUILDINGS AND USES.**

- (A) *Accessory buildings and structures.*

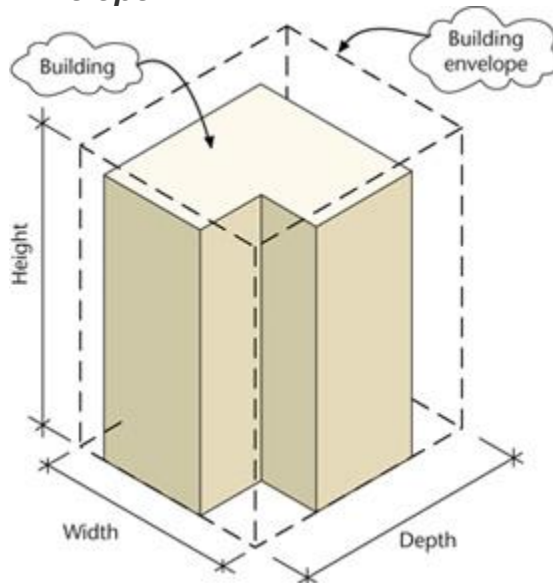
- (1) Authorized accessory buildings and structures may be erected as part of the principal building, may be connected to the principal building by a roofed breezeway or similar structure or may be completely detached from the principal building.
- (2) Where an accessory building is attached to the principal building, it shall be considered part of the principal building for purposes of determining setback dimensions and building height. If, however, the attached accessory building is connected to the principal building by a roofed porch, breezeway or similar covered structure, it shall not exceed 16 feet in height, shall not be closer than 20 feet to the rear lot line and shall meet the front and side yard setback requirements of that zone district.



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- (3) In the R1 and R2 Single-Family Residential Districts, if the principal building has an attached accessory building, only one detached accessory building shall be permitted.
- (4) Lots in the R1 and R2 Zone shall be permitted to have a secondary detached accessory building, such as a storage shed. Secondary accessory buildings shall meet all the requirements of this section and not exceed 200 square feet in area.
- (5) No detached accessory building shall have a building footprint (length x width) greater than 2,000 square feet.
- (6) The minimum distance between a principal building and detached accessory buildings shall be ten feet, and a minimum of ten feet shall be provided between the sides of adjacent single family buildings and/or accessory structures.
- (7) Detached accessory buildings and structures shall meet the following minimum setbacks.
- (a) Rear yard: six feet from a rear lot line. Detached accessory structures that store vehicles adjacent to alleys or sidewalks shall not be closer than 15 feet from the edge of the alley or sidewalk surface.
- (b) Side yards: an accessory building shall conform to the side yard setback requirements of the principal building, unless it is located in a street side yard, the minimum setback shall be 15 feet from the street side lot line.
- (c) Front yard: an accessory structure shall not be located within any front yard.
- (8) Detached accessory structures shall not exceed 16 feet in height.
- (9) Prohibited uses within detached accessory structures or accessory structures connected by a breezeway or similar structure in all districts except the R2 Zone:
- (a) May not contain features that form a habitable dwelling unit or create a second dwelling unit;
- (b) These structures may contain utility sinks, one bathroom, and refrigeration units. Full kitchen facilities that include a range or stove are prohibited; and
- (c) Rooms within accessory structures may be used for additional sleeping quarters for the owner, or resident, and their immediate family provided that these rooms may not be rented out as short or long term rentals for any length of time.

RESIDENTIAL BUILDING SIZE

Building Envelope



A building envelope is the maximum three-dimensional space on a zoning lot within which a structure can be built, as permitted by applicable height, setback and yard controls.

Contextual Zoning

Contextual zoning regulates the height and bulk of new buildings, their setback from the street line, and their width along the street frontage, to produce buildings that are consistent with existing neighborhood character.

Some bulk rules limit the amount of the lot that can be covered by a building, or the inverse – a required minimum amount of open space. Other rules require yards that cannot be occupied by a building, or height limits that cannot be exceeded. Still other rules may determine how close to or far from the street the front building wall may be, and the minimum or maximum building height before a setback must be provided. Rules establishing minimum lot sizes, court sizes and distances between buildings (or separated parts of the same building) also affect the building envelope. Once a potential building form has been established, other bulk regulations, such as density regulations, further determine the shape, size and configuration of the building.

Some examples of criteria to meet the goals of ***development*** that is compatible with the scale and character of the surrounding area are:

1. Lot width. Minimum/maximum
2. Lot area. Minimum/maximum
3. Setbacks. Minimum. Staggered as structures get taller. Distance between buildings and not lot lines
4. Yards. Minimum/maximum
5. Height of structures
6. Accessory structures
7. Lot Coverage sliding scale

Area of Zoning Lot (in square feet) Maximum Percent of Lot Coverage

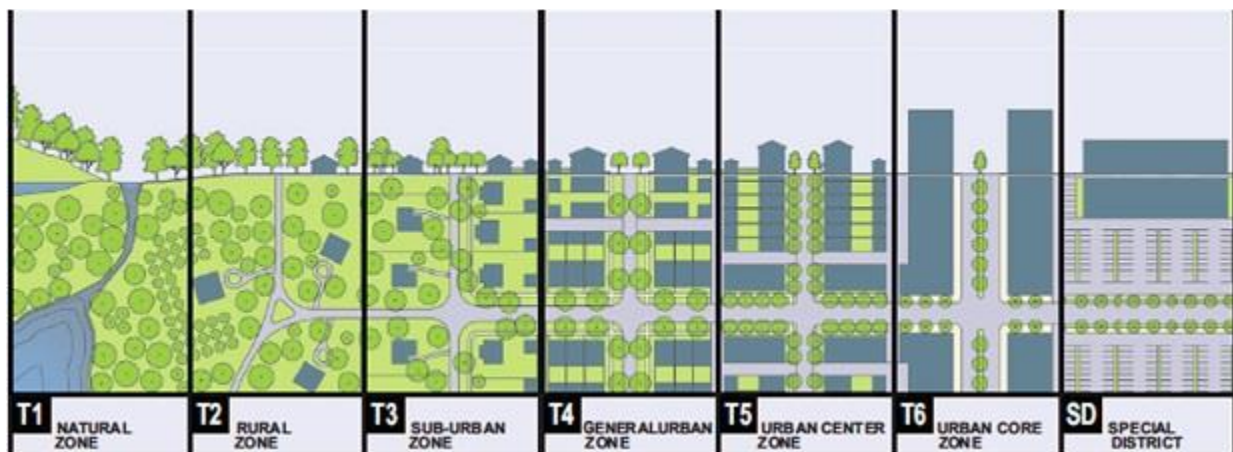
10,500 or less	40
10,501 to 11,500	39
11,501 to 12,500	38
12,501 to 13,500	37
13,501 to 14,500	36
14,501 to 15,500	35

8. "Floor area ratio" is the total *floor area* on a *zoning lot*, divided by the *lot area* of that *zoning lot*. If two or more *buildings* are located on the same *zoning lot*, the *floor area ratio* is the sum of their *floor areas* divided by the *lot area*. (For example, a *zoning lot* of 10,000 square feet with a *building* containing 20,000 square feet of *floor area* has a *floor area ratio* of 2.0, and a *zoning lot* of 20,000 square feet with two *buildings* containing a total of 40,000 square feet of *floor area* also has a *floor area ratio* of 2.0)

Form-Based Codes

In contrast to conventional zoning, form-based codes (FBCs) focus on specifying the physical form and design of development and public spaces that matches the community's vision. For instance, conventional zoning codes typically establish a minimum distance that buildings must be set back from the street and neighboring property lines. In contrast, a form-based code may specify a "build-to" line that new buildings must align with to fit community patterns. Form-based codes can be stand-alone codes but are also often used as a specific regulatory approach to implementing the principles embraced by traditional neighborhood development (TND) proponents.

In their purest application, FBCs de-emphasize regulation of land uses. FBC advocates argue that tighter environmental controls have reduced the need for separation of different land use types. Instead, the FBC focus on the relationship of buildings to each other, to the street, and to public spaces, as well as assuring greater compatibility than produced by conventional zoning. FBCs use "transect zones" to identify and describe the gradual transitions between high intensity downtown development to rural and natural landscapes. Transects zones can be used to organize FBC code provisions as an alternative to use-based zoning districts.



[Urban-Rural Transect](#). Image credit: Duany Plater-Zyberk & Company

More and more, many local governments are incorporating elements of FBCs into their "conventional" zoning codes, such as creating mixed-use districts or implementing design guidelines/standards. These codes that borrow elements of FBC but still designate use districts are sometimes referred to as "hybrid" zoning codes. These hybrid options can be good incremental steps for jurisdictions that want to achieve better design outcomes and a mix of land uses.

Whereas Euclidean zoning is “district” based and many FBC’s are “street” based, I suggest we employ both. An Overlay District map looks much like a zoning map. (We have very different architecture and streetscapes in the R-1 District for instance). The districts dictate permitted uses (though more flexible than current zoning) and building heights.

The combination of applicable overlay districts and street types dictates the front setbacks, ground floor use, façade transparency, and parking location along street frontages.

This code also includes detailed site planning, building design, landscaping, signage, and design standards. Given a mix of uses permitted and the diversity of lot sizes and environmental conditions, the site planning standards helped to identify appropriate side and rear yard treatments and internal pedestrian and automobile connectivity solutions. Building design standards frequently employ toolbox methods whereby applicants can choose from a number of options to meet standards related to architectural scale and façade details.

Below are some important assumptions and key elements in an approach in developing the code:

- **Pedestrians & Autos:** Residential areas are now strictly auto focused and automobiles are likely to remain the dominant transportation mode within the area in the near future. Standards could promote an environment that accommodates both pedestrians and automobiles in a safe & attractive manner.
- **Change Won’t Come Overnight:** The standards acknowledge this and provide for incremental change over time rather than forcing development forms that aren’t currently viable.
- **Promote More & Better Housing:** Proposed standards could promote more housing than under current code by removing and providing more emphasis on good design.
- **Adaptability:** The code is written in a way that can easily be amended to apply in other neighborhoods and subareas around the City.
- **Predictability and Flexibility:** While the code emphasizes clear minimum requirements for most provisions, it often includes departure opportunities whereby applicants can propose alternative designs if they can successfully demonstrate how such designs meet the intent of the code.
- **Toolbox Method:** Many of the standards should provide a toolbox of optional ways to meet the requirements. This provides more choices for the applicant and offers more diversity in design.
- **More Work to be Done:** These codes are perhaps the most important tool in implementing the subarea plan’s goals, more actions are likely needed to truly transform the corridor. Ongoing coordination with property owners, is essential. Targeted infrastructure projects including street/transit improvement would obviously help. More detailed master planning for key centers is also recommended.









CITY OF CHARLEVOIX

Old Business

TO: Planning Commission

FROM: Jennifer Neal

SUBJECT: Community Engagement Survey Update

DATE: May 10, 2021

BACKGROUND

The Community Engagement Survey is currently available. The survey has been distributed both in paper format and electronically. The survey was mailed (or emailed) to all addresses who receive a City utility bill. City residents and non-residents are encouraged to respond to the survey.

The survey is also available online through the City's website. The link to the survey has been shared on the City's and DDA's Facebook page.

Anyone with questions or comments are asked to contact me, Jennifer Neal. The survey will be available through the end of the month.

ATTACHMENTS:

- ▣ Community Survey

City of Charlevoix Master Plan Community Survey

Thank you for taking the time to consider this request for your participation in our survey. Participation is voluntary. You may choose not to answer certain questions, to discontinue your participation at any time or not to participate at all, without consequence. If you have any questions or concerns about this project, please contact Jennifer Neal (231-709-3204; jennifer.neal@networksnorthwest.org).

Your responses are kept confidential and will only be used to help us determine planning efforts for the future. Any identifying information will NOT be associated with any specific survey responses in any publications, presentations, or other materials.

For more information about the City of Charlevoix's Master Plan update go to the City's website: <https://www.cityofcharlevoix.org/423/Master-Plan>.

Please return any completed paper copies of the survey to City Hall. You may mail completed surveys to City of Charlevoix Planning Commission, c/o Jennifer Neal, Planner, 210 State Street, Charlevoix, MI 49720.

City of Charlevoix Master Plan Community Survey

About You

1. What is your association with the City of Charlevoix? Check all that apply.

- ☐ I am a permanent resident.
- ☐ I am a part-time or seasonal resident.
- ☐ I own property in the city.
- ☐ I own a business or work in the city.
- ☐ I visit the city regularly to access services such as shopping or recreation.
- ☐ I vacation in the city seasonally.
- ☐ Other (please specify)

2. How long have you lived, worked, or owned property in the city? Select one.

- ☐ 0-3 years
- ☐ 4-10 years
- ☐ 11-20 years
- ☐ 21+ years
- ☐ I do not live or own property in the city.

3. Select your age group.

- ☐ 0-19 years
- ☐ 20-44 years
- ☐ 45-64 years
- ☐ 65-74 years
- ☐ Over 75 years

4. If you are a (seasonal or full-time) resident of the city, please identify the type of dwelling you live in. If you are not a resident, select none of the above and skip to question #7.

- ☐ My home is the primary single family residence on my property.
- ☐ My home is the accessory dwelling unit on a single family property.
- ☐ I reside in a multi-family unit attached to another unit.
- ☐ I rent the home I live in.
- ☐ I own the home I live in.
- ☐ The home I live in is not mine and I don't pay any rent.
- ☐ None of the above

5. If you are a (seasonal or full-time) resident of the city, please identify which area of the City you live in. A comment box is provided if you would like to add specific cross streets or your address.

- ☐ I live in a neighborhood north of the US 31 bridge.
- ☐ I live in a central city neighborhood near downtown Charlevoix,
- ☐ I live in a neighborhood south of downtown Charlevoix.

Please enter any additional details about your neighborhood.

6. How many people reside in your household full time?

- ☐ Just myself
- ☐ 2 people
- ☐ 3 people
- ☐ 4 people
- ☐ 5 or more people

City of Charlevoix Master Plan Community Survey

Housing and Neighborhood Quality

Residents and non-residents alike are asked to answer a set of questions about the qualities that attract them to live in Charlevoix.

7. What is the overall quality of housing stock (appearance, cost, property maintenance) in the City of Charlevoix?

- ☐ Excellent
- ☐ Good
- ☐ Fair
- ☐ Poor
- ☐ Don't know

8. How is the quality of housing changing in the City?

- ☐ Getting much worse
- ☐ Getting somewhat worse
- ☐ Staying about the same
- ☐ Getting somewhat better
- ☐ Getting much better
- ☐ Don't know

9. Are you satisfied with the overall quality of life in the City of Charlevoix?

- ☐ Very satisfied
- ☐ Satisfied
- ☐ Neither satisfied nor dissatisfied
- ☐ Dissatisfied
- ☐ Very dissatisfied

10. How do each of the following influence your decision to live in the City of Charlevoix. Select the circle that best applies to you.

	Does not influence	Neutral	Strongly influences
Residential neighborhoods	☐	☐	☐
Quality of housing	☐	☐	☐
Housing costs	☐	☐	☐
Housing options	☐	☐	☐
Northern Michigan location	☐	☐	☐
Quality of schools	☐	☐	☐
Available shopping	☐	☐	☐
Job opportunities	☐	☐	☐
Business environment	☐	☐	☐
Taxes	☐	☐	☐
Arts and culture	☐	☐	☐
Environment / natural features	☐	☐	☐
Parks and recreation facilities	☐	☐	☐
Traffic and circulation	☐	☐	☐
Alternative transportation options	☐	☐	☐
Quality of roads	☐	☐	☐
Quality of sidewalks	☐	☐	☐
Municipal infrastructure	☐	☐	☐
Religious and community institutions	☐	☐	☐
Friendliness of community residents	☐	☐	☐
Safety and security	☐	☐	☐
Local government	☐	☐	☐
Community appearance	☐	☐	☐
Community image/reputation	☐	☐	☐

11. What type of new residential development would you like to see come to the City? Check all that apply.

- ☐ One-family homes
- ☐ Two-family homes or duplexes
- ☐ Townhomes
- ☐ Condominiums
- ☐ Apartments
- ☐ Senior citizen housing
- ☐ Live/work spaces
- ☐ Mixed use (residential/commercial)
- ☐ Other (please specify)

- ☐ None of the above

City of Charlevoix Master Plan Community Survey

Housing and Neighborhood Quality Continued

To answer the following questions, seasonal and full-time residents are asked to consider the residence they live in as well as their surrounding neighborhood. A neighborhood may be made up of one street or multiple streets. It may be made up of only houses or houses and businesses. The neighborhood area is up to you. If you are not a resident, skip questions 12-17.

12. Please rate the overall condition (appearance, cost, property maintenance) of your residence. If you are not a resident select none of the above to be taken to question #18.

- ☐ Excellent
- ☐ Good
- ☐ Fair
- ☐ Poor
- ☐ Don't know
- ☐ None of the above

13. Select whether the following statements are true or not concerning your current residence.

	This is true of my current residence	This is not true of my current residence	I would move to another home if this was achievable
Price that I can afford	☐	☐	☐
Close to family/friends	☐	☐	☐
Close to schools	☐	☐	☐
Close to work	☐	☐	☐
Close to recreational opportunities/nature	☐	☐	☐
Close to health care	☐	☐	☐
Close to shopping	☐	☐	☐
I like the neighborhood	☐	☐	☐
The size of the home	☐	☐	☐
The size of the yrd	☐	☐	☐
I/We would like the home to accessible when I/we become less physically able	☐	☐	☐
Low crime	☐	☐	☐
I/We received assistance with rent payments	☐	☐	☐
Home is in good repair	☐	☐	☐

14. Describe the quality of the amenities of your neighborhood such as sidewalks, trees, and nearby parks.

- ☐ Excellent
- ☐ Good
- ☐ Fair
- ☐ Poor
- ☐ Don't know

15. List the characteristics or features of your neighborhood you are most proud of.

16. List the characteristics or features of your neighborhood you would like to see changed.

17. What is the biggest threat to the viability of your neighborhood? Select one.

- ☐ Blighted properties
- ☐ Property values
- ☐ Vacancies
- ☐ Short-term rental properties
- ☐ Crime
- ☐ Distance from other areas of the city
- ☐ Access to city services and amenities
- ☐ Other (please specify)

City of Charlevoix Master Plan Community Survey

Business and Economy

18. How important is it for the City of Charlevoix to attract new businesses/uses to the city?

- ☐ Extremely important
- ☐ Very important
- ☐ Somewhat important
- ☐ Not so important
- ☐ Not at all important

19. Would you support the use of local government incentives to retain existing businesses and attract new businesses to the city?

- ☐ Yes
- ☐ No
- ☐ Unsure

20. City government encourages new businesses and supports existing businesses in the City.

- ☐ Strongly agree
- ☐ Agree
- ☐ Neither agree nor disagree
- ☐ Disagree
- ☐ Strongly disagree

21. What type of business or service would you like to see come to the City?

City of Charlevoix Master Plan Community Survey

Transportation and Infrastructure

22. What is your primary mode of transportation to work? Select one.

- ☐ Private automobile
- ☐ Car-pool/van-pool
- ☐ Bicycle
- ☐ Walk
- ☐ Charlevoix County Transit
- ☐ Work at home
- ☐ Retired / no longer in the workforce
- ☐ Other (please specify)

23. How often do you engage in non-motorized transportation (walking, biking, skateboarding, etc.)? This can be for travelling or recreation purposes.

- ☐ Every day
- ☐ A few times a week
- ☐ About once a week
- ☐ A few times a month
- ☐ Once a month
- ☐ Less than once a month

24. Please indicate your agreement to the following statements.

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
The City of Charlevoix provides a satisfactory amount of infrastructure (sidewalks, road shoulders, lanes, paths) for non-motorized transportation.	☐	☐	☐	☐	☐
It is easy to get around the City without a vehicle.	☐	☐	☐	☐	☐
I am satisfied with the condition of non-motorized infrastructure.	☐	☐	☐	☐	☐
I am familiar with and have used the City's designated bike route.	☐	☐	☐	☐	☐
I am familiar with and have used the City's Bicycle Share program located at the Marina.	☐	☐	☐	☐	☐
I participate in non-motorized transportation in the winter months.	☐	☐	☐	☐	☐
I am satisfied with the infrastructure available for non-motorized transportation in winter months.	☐	☐	☐	☐	☐
I feel safe when I am walking/biking/other.	☐	☐	☐	☐	☐
I am familiar with bicycle rack locations and use them often.	☐	☐	☐	☐	☐
The City has a satisfactory amount of bike racks around the City.	☐	☐	☐	☐	☐
The City is well connected to regional trails.	☐	☐	☐	☐	☐

25. Please rate the quality of the following public facilities and services within the City of Charlevoix. Select the circle that best applies to the facility or service.

	Excellent	Good	Fair	Poor	Don't know
Regional / state roads	☐	☐	☐	☐	☐
Local streets	☐	☐	☐	☐	☐
Sidewalks	☐	☐	☐	☐	☐
Parking availability	☐	☐	☐	☐	☐
Trees and landscaping in public spaces	☐	☐	☐	☐	☐
Schools	☐	☐	☐	☐	☐
Police protection	☐	☐	☐	☐	☐
Fire protection	☐	☐	☐	☐	☐
Water quality	☐	☐	☐	☐	☐
Electric quality	☐	☐	☐	☐	☐
Trash service	☐	☐	☐	☐	☐
Sewer service	☐	☐	☐	☐	☐
Storm water drainage	☐	☐	☐	☐	☐
Snow removal	☐	☐	☐	☐	☐
Brush / leaf pickup	☐	☐	☐	☐	☐
Internet availability, service, price	☐	☐	☐	☐	☐
Services for youth	☐	☐	☐	☐	☐
Services for senior citizens	☐	☐	☐	☐	☐
Health care services	☐	☐	☐	☐	☐
Parks and open space	☐	☐	☐	☐	☐
Recreation facilities and programs	☐	☐	☐	☐	☐
Cultural facilities and programs	☐	☐	☐	☐	☐
Library services	☐	☐	☐	☐	☐
Community meeting space	☐	☐	☐	☐	☐
Beaver Island Boat Company services	☐	☐	☐	☐	☐
Charlevoix Municipal Airport services	☐	☐	☐	☐	☐

	Excellent	Good	Fair	Poor	Don't know
Charlevoix County Transit for transportation services within Charlevoix County	☐	☐	☐	☐	☐

26. Share any thoughts you have regarding public and shared services in the city, including what you would like to see improved or added in the future.

City of Charlevoix Master Plan Community Survey

Energy

27. Are you familiar with the City of Charlevoix Customer Renewable Energy Projects Program?

- ☐ Yes
☐ No

28. Have you ever considered installing renewable energy systems (wind, solar) for economic or sustainability purposes (cheaper bills, better for environment)?

- ☐ Yes
☐ No

29. Are you familiar with the City of Charlevoix Energy Smart Program?

- ☐ Yes
☐ No

30. Have you ever considered selecting more energy efficient appliances when making a purchase?

- ☐ Yes
☐ No

31. Have you ever considered signing up for the City of Charlevoix voluntary green pricing renewable energy program, where you can guarantee energy you use is renewable?

- ☐ Yes, I have considered signing up.
- ☐ No, I have not considered signing up.
- ☐ I have already signed up.
- ☐ I have never heard of this program.

32. Is pursuing sustainable and efficient energy sources important to you?

- ☐ Yes
- ☐ No

33. Please write down any thoughts you have on energy, electric, or renewable energy not covered above.

City of Charlevoix Master Plan Community Survey

Winter Amenities

34. Please identify your desire for the following winter-targeted improvements.

	Very Desireable	Desireable	Not Desired
Snow cleared sidewalks in residential areas.	☐	☐	☐
Snow cleared sidewalks in commercial areas.	☐	☐	☐
Creating a designated Winter Recreation Path/Trail around the city (plowed or unplowed).	☐	☐	☐
Install a sidewalk snow melting heating system for Downtown Charlevoix.	☐	☐	☐
Better utilize East Park or other city parks for winter recreation, like sledding or ice skating.	☐	☐	☐
Provide winter-appropriate group gathering spaces in public areas.	☐	☐	☐
Provide winter-appropriate outdoor dining spaces in Downtown Charlevoix.	☐	☐	☐
Provide programming to encourage light winter activities such as snowman/snowfort/ice sculpture contests or letters to santa.	☐	☐	☐
Create a Winter City Committee to identify and implement winter improvements and activities.	☐	☐	☐

35. Please write down any improvements to winter programs or practices you would like to see in the City of Charlevoix not included in the above list.

General

36. Do you feel informed about what is going on in the City?

☐ Yes

☐ No

37. Where do you typically get your information about City and community affairs and programs?

☐ Mailings

☐ Internet

☐ TV

☐ Local newspaper

☐ Local conversations

☐ Attend public meetings

☐ Social media

☐ Other (please specify)

38. Do you think local government is effectively dealing with local issues and concerns?

☐ Yes

☐ No

39. What are the top three priorities the Master Plan should focus on improving or preserving? Choose three.

- ☐ Neighborhoods
- ☐ Commercial / shopping areas
- ☐ Schools
- ☐ Location and access
- ☐ Parks and open space
- ☐ Natural environment
- ☐ Downtown
- ☐ City government services (regulations, infrastructure, etc.)
- ☐ Development and growth potential
- ☐ Public safety (police, fire, etc.)
- ☐ Taxes
- ☐ Walkability / connectivity
- ☐ Redevelopment of vacant and/or underutilized properties
- ☐ Community beautification
- ☐ Historic preservation
- ☐ Other (please specify)

40. Please provide any additional comments in the space below.