

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

MONDAY, SEPTEMBER 13, 2021 AT 6:00 PM in the Council Chambers, City Hall

- A. Call to Order/Pledge of Allegiance
- B. Roll Call
- C. Inquiry into Potential Conflicts of Interest
- D. Approval of Agenda
- E. Approval of the Minutes
 - 1. August 9, 2021 Minutes
- F. Call for Public Comment Not Related to Agenda Items
- G. New Business
 - 1. CBD Ordinance Review
 - 2. Master Plan Update: Future Land Use
- H. Old Business
- 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

Approval of the Minutes

TO: Planning Commission

FROM: Jennifer Neal

SUBJECT: August 9, 2021 Minutes

DATE: September 13, 2021

BACKGROUND

The draft minutes from the August 9, 2021 Planning Commission meeting are included for your review and approval.

ATTACHMENTS:

- ▣ August 9, 2021 Draft Minutes

**CITY OF CHARLEVOIX
PLANNING COMMISSION MEETING MINUTES
COUNCIL CHAMBERS, CITY HALL, 210 STATE STREET
Monday, August 9, 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:	Sherm Chamberlain, Annemarie Conway, Toni Felter, David Gray, Mary Millington
Members Absent:	Jennifer Muladore, Reid Beegen
Staff Present:	Zach Vega, Networks Northwest; Jonathan Scheel, Zoning Administrator; Dean Martin, Community Development Fellow

Clerk's Note: Prior to the meeting, Member Emma Suarez Pawlicki submitted her resignation from the Planning Commission to the Mayor.

C. Inquiry into Potential Conflicts of Interest

D. Approval of Agenda

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

E. Approval of the Minutes

1. July 12, 2021 Meeting Minutes

Motion by Member Conway, second by Member Chamberlain to approve the minutes of July 12, 2021 as presented. Motion passed by unanimous voice vote.

F. Call for Public Comment Not Related to Agenda Items

G. New Business

1. Work Session: Future Land Use Mapping

Zach Vega, Networks Northwest, explained that the Land Use Map identifies land uses most appropriate for a particular part of the community for the next 10-25 years. The map takes into account recent and future changes in the community and how the built environment can be effectively managed to facilitate those changes in a sustainable manner. The Future Land Use Map and its incorporation into the City's 2021 Master Plan update will guide many of the community's planning and zoning decisions in the coming year.

Mr. Vega reviewed the future land use categories from the previous plan, and discussion followed regarding the issue of Missing Middle Housing, Future Land Use Plan Designations and Corresponding Zoning Districts. Discussion continued regarding housing options for converting larger older homes into multi-family units, available duplex and triplex units, accessory dwelling units, rehabilitation efforts for older homes, short-term rentals, loss of year-round housing for families, and minimum square footage for housing. After discussion, the Commission agreed that additional language addressing triplexes and four-plexes in R2-A zoning was needed.

Mr. Vega began a discussion of each of the commercial Future Land Use Plan Designations and Corresponding Zoning Districts. Member Chamberlain felt that the Scenic Reserve category should recognize the boating industry. Chair Waddell stated that the Public Facilities section needs to be revised to reflect changes with the middle and elementary schools, and the addition of the new Public Works building.

Fellow Martin explained that the Council just launched an RFP for a property on Marion Center Road that was currently zoned as General Commercial, however they do not have a formal interest to rezone the property yet until they receive a development offer that requires more zoning changes such as the vertical integration of future development.

Fellow Martin referenced redevelopment ready sites and noted that current zoning fits well with the vision that was established by the Planning Commission. He stated that three of the properties were currently zoned CBD – Central Business District. He felt the R-4 bus garage was suitable with the other surrounding properties, and the only potential area to look at was the development area on top of Hurlbut Avenue which is currently zoned Mixed Use and is part of the DDA District. Discussion followed regarding whether to zone that area from Mixed Use to Central Business District which would allow 5' greater in height.

Zoning Administrator Scheel referenced the abandoned gas station on Petoskey Avenue. He advised that a couple of Council members felt that whole area might be better off being rezoned R-4. He stated that was an area he'd liked the Commission to think about. There was further discussion regarding the area east of the Peppervine development, far west area above the Airport with R-1 zoning where Swanson Construction is located, and the industrial area that is not really industrial on the back side of the Airport which could be R-2 instead of R-4. Fellow Martin referenced a vacant lot on Cherry Street owned by the Community Reformed Church which had been identified as a potential long-term development property. Chair Waddell referenced the historical overall district on Petoskey Avenue which should be identified on the maps. The commission looked at the Planning Map for areas in the future that could be a good fit for R2A.

H. Old Business

I. Staff Updates

Planner Neal has a new daughter; mother and daughter doing well. Fellow Martin will be leaving us August 31st. The Planning Commission appreciates his efforts for the Planning Commission and the city.

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

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

Meeting adjourned at 7:59 p.m.

Joyce M. Golding/fgm

City Clerk

R.J. Waddell

Chair

CITY OF CHARLEVOIX

New Business

TO: Planning Commission

FROM: Jonathan Scheel, Zoning Administrator

SUBJECT: CBD Ordinance Review

DATE: September 13, 2021

BACKGROUND

The City Manager has requested the Planning Commission review language included in Section 153.101 Central Business District Overlay District. The language under review is highlighted on the attached document.

ATTACHMENTS:

- ▣ CBD Ordinance Language

153.101 CENTRAL BUSINESS DISTRICT OVERLAY DISTRICT.

(A) *Purpose.* To create a vibrant downtown district fronting Bridge Street consisting of primarily retail and food service businesses that enhance the city's economy by defining specific uses intended to increase consumer traffic.

(B) *Applicability.* This overlay district shall include all buildings with store entrances facing Bridge Street from Antrim Street north to the Pine River Channel.

(E) *Outdoor displays and merchandise.* Merchandise or similar goods, and associated displays shall not be permitted on the exterior buildings, entryways or sidewalks, except during sidewalk sales.

CITY OF CHARLEVOIX

New Business

TO: Planning Commission

FROM: Jennifer Neal

SUBJECT: Master Plan Update: Future Land Use

DATE: September 13, 2021

BACKGROUND

Planner Neal will present the draft Future Land Use Plan and Planner Vega will present the accompanying draft Future Land Use Map. The documents presented are required for the completion of the Master Plan update.

A communication regarding this agenda item is also attached. Steve Schnell, Director of the Charlevoix County Housing Ready Program, has provided comments.

ATTACHMENTS:

- ▣ Future Land Use Plan
- ▣ Future Land Use Map
- ▣ Future Land Use Housing Memo



Future Land Use

The Future Land Use Plan and Future Land Use Map serve as a guide for how the community envisions itself in the next 15 to 20 years. It is based on an analysis of the land uses in the city, existing land use, demographics, housing conditions, community infrastructure, transportation and mobility, community engagement, and the goals and objectives set forth by the community. The City implements this Future Land Use Plan through zoning districts and other land use controls. They will ensure that the community's neighborhoods are protected, new housing is encouraged, the desired community character is upheld, economic development is encouraged, natural features are protected, and residents are served by a connected multi-modal transportation system.

The future land use categories generally align with the Community Character Areas described in Chapter 3, Existing Land Use. The future land use categories seek to consider and enhance the qualities that define the character areas, thus supporting a Community Character Plan.

Community Character Plan

The Future Land Use Plan takes the form of a "Community Character Plan" – it identifies how different areas of Charlevoix should look and function, in addition to what the land use should be. While a traditional future land use plan focuses on appropriate land uses for different areas of the city and basic dimensional requirements, the community character plan also discusses the look and feel of streets, how buildings should look and function, how uses relate to each other, and overall intensity of development within the context of a specific area.

Charlevoix has several distinct areas of commercial, residential, industrial, and mixed land uses. The Community Character Plan recognizes the differences between these areas but also describes how the different areas can transition into each other and contribute to an overall connectivity throughout the entire city. Each of these future land use areas has a different combination of design, use, and intensity that creates its own context. The purpose of a Community Character Plan is to identify all of the parts that add up to create character, not just land use and dimensional standards.

The Plan establishes several character and neighborhood areas and offers recommendations on use, intensity/scale, and defining characteristics. The components of the Plan include the following:

1. Land Use: Uses which are appropriate within the character area.
2. Defining Characteristics: Unique qualities of the character area as well as the degree of human activity (intensity) within the character area
3. Buildings: How the building looks and functions and where it is located on the lot

Future Land Use Categories

The future land use character areas are displayed on and are also described in this section of the Master Plan. The elected and appointed officials of the City of Charlevoix are responsible for the interpretation of the intent of the Community Character Plan and the future land use categories.

Each future land use category is explained in greater detail on the following pages with the community character guidelines specifying the preferred land uses, defining characteristics, and designs for each area, as well as pictures showing the planned character of each area. *NOTE: Pictures are forthcoming.*

Downtown Core

The Downtown Core future land use category is aligned with the Downtown Central Business District Community Character Area. It is the most formally and intensely developed of the future land use categories. The highly intense neighborhood character is focused on commercial activity with the support of short and long term living opportunities. This mix of live – work development encourages community connection and a variety of complimentary uses.

Appropriate Land Uses: A mix of commercial, residential, office, municipal, and civic spaces are appropriate.

Key Characteristics: As the hub of commercial activity, this area maintains highest levels of intensity. Planned residential density may increase the activity during the day and night. The unique and historic character of downtown should be protected through the preservation, rehabilitation, or adaptive reuse of historic structures.

Building and Site Design: Reuse and re-occupancy of existing buildings is preferred whenever possible. Infill of new buildings or onto existing buildings should be built right to the sidewalks and surrounding lot lines or buildings. Small or no setbacks should be encouraged. New construction and infill buildings should match the feel and character of existing buildings including transparent and welcoming first floor storefronts and the use of materials similar to or complimentary to existing facades. Signs should be attractive, with projecting signs encouraged.

Housing Character: Residential uses should be multi-family units incorporated into a multi-story, mixed use building. Housing should be available for a variety of occupants including short and long term occupants as well as renter- and owner-occupied units. Future development should include a variety of unit types and sizes.

Transportation and Mobility: The Downtown Core should continue to be highly accessible by a variety of transportation options. Bridge Street will continue to serve as a state highway allowing access to neighborhoods north of the bridge and the regional destinations in northern Michigan as well as the major pedestrian thoroughfare. Vehicles and bicyclists are encouraged to use Downtown Charlevoix's grid network of streets for alternative routes whenever possible. On-street parking spaces should be utilized for short-term parking, while off-street parking located in the rear of buildings should be used for downtown residents and employees and long-term visitors. The network of sidewalks and bicycle lanes encourage alternative forms of transportation. Bridge Street should continue to be highly walkable with pedestrian access through existing alleyways and across the bridge. Bicycle parking should be encouraged in strategic locations.

Natural Features: Natural features should enhance while blending in seamlessly with the urban character of downtown Charlevoix. Efforts to reduce stormwater runoff through green infrastructure and low impact design are encouraged. Pocket parks, sidewalk planters, and parking lot rain gardens are opportunities to incorporate natural features while reducing the amount of impervious surface. Downtown buildings are encouraged to incorporate green roofs and living walls on building facades where appropriate. Natural features located in park and recreation areas should support a variety of purposes such as active play, rest areas, and pollinator habitats.

Planned Character

Downtown Edge/Mixed Use

The Downtown Edge/Mixed Use future land use category is not aligned with a character area; however, it is intended to serve as a transition area between the Downtown Core and the City Center Residential community character areas.

Appropriate Land Uses: The Downtown Edge/Mixed Use area is meant for a variety of uses that can serve as a transition between the downtown and the neighborhoods. Uses should be a mix of commercial, professional offices, residential, and civic, and transitional or temporary spaces that can be used as business incubators.

Key Characteristics: The Downtown Edge/Mixed Use area is intended to support the transition of the Downtown Core area to the City Center Residential area. The combination of live-work, commercial, and residential spaces generates a high- to medium-level of intensity. Activity in this area will be less than the downtown core, but more than the surrounding residential neighborhood. Like the downtown core, this mix of live – work development encourages community connection and a variety of complimentary uses. Unique and historic resources should be protected through the preservation, rehabilitation, or adaptive reuse of historic structures.

Building and Site Design: Reuse and re-occupancy of existing buildings is preferred whenever possible. Infill of new buildings or onto existing buildings should be built right to the sidewalks and surrounding lot lines or buildings. Small or no setbacks should be encouraged. New construction and infill buildings should be multiple stories and match the feel and character of existing buildings including the use of materials similar to or complimentary to existing facades. Signs should be minimal and not detract from the neighborhood character.

Housing Character: Future development should include a variety of unit types and sizes. Housing types may include a mix of multi-family units incorporated into multi-story, mixed use buildings, multi-story, single family, attached units, and single family homes converted into live-work spaces or multiple-family units. Housing should be available for a variety of occupants including short and long term occupants as well as renter- and owner-occupied units.

Transportation and Mobility: The Downtown Edge/Mixed Use area should be highly accessible by a variety of transportation options. Vehicles and bicyclists are encouraged to use Charlevoix's historic grid network of streets for alternative routes whenever possible. On-street parking spaces should be utilized for short-term parking, while off-street parking located in the rear of buildings should be used for residents, employees, and long-term visitors. The network of alleys, sidewalks, and bicycle lanes support connectivity within the area and in between adjacent areas and the use of alternative forms of transportation. Bicycle parking should be encouraged in strategic locations.

Natural Features: Natural features should also transition to a more prominent role in the Downtown Edge/Mixed Use area. Efforts to reduce stormwater runoff through green infrastructure and low impact design are encouraged. Street trees, front yard shrubbery and pocket gardens, and parking lot rain gardens are opportunities to incorporate natural features while reducing the amount of impervious surface. Buildings are encouraged to incorporate green roofs and living walls on building facades where appropriate. Natural features located in park and recreation areas should support a variety of purposes such as active play, rest areas, and pollinator habitats.

Planned Character

City Center Residential

The City Center Residential future land use community character area is aligned with the Central City Neighborhood District Community Character Area. The neighborhood character is made up of primarily medium level intensity residential activity with secondary, complementary live-work spaces.

Appropriate Land Uses: Uses in the City Center Residential area should be primarily residential in nature. Live-work and other mixed uses such as public institutions, day care centers, parks, and other neighborhood commercial uses with a residential component that support and enhance residential neighborhoods may be appropriate.

Key Characteristics: The City Center Residential area has the City's oldest neighborhoods and many of the buildings are historic resources that should be protected through the preservation, rehabilitation, or adaptive reuse. Activity in this area is typically during the day with some evening and night activity. Proximity to the downtown core and downtown edge areas and ease of accessibility through the city's historic grid network of streets and sidewalks encourages a more active environment. The combination of live-work, commercial, and residential uses generates by a medium level of intensity.

Building and Site Design: Reuse and re-occupancy of existing buildings is preferred whenever possible. Infill of new buildings or onto existing buildings should match the character of surrounding buildings. Small or no setbacks should be encouraged and garages should not dominate the front façade of the home. New construction and infill buildings should match the feel and character of existing buildings including the use of materials similar to or complimentary to existing facades. Signs should be minimal and not detract from the neighborhood character.

Housing Character: Residential uses should be a mix of housing types and a variety of building and unit sizes. Housing types may include single family attached and detached units, accessory units, multi-story, single family, attached units, and single family homes converted into live-work spaces or multiple-family units. Multi-family units incorporated into multi-story buildings may be appropriate on the border of the Downtown Edge area where use intensity increases. Housing should be available for a variety of occupants including short and long term occupants as well as renter- and owner-occupied units. Future development should include a variety of unit types and sizes.

Transportation and Mobility: The City Center Residential area should maintain connections with surrounding areas and be highly accessible by a variety of transportation options. Roads within the City Center Residential area follow Charlevoix's historic grid network and also have common elements including sidewalks, pedestrian scale lighting, and a tree canopy. On-street parking provides an alternative parking option for residents and business owners who do not have onsite parking. The network of alleys, sidewalks, and bicycle lanes support connectivity within the area and in between adjacent areas and the use of alternative forms of transportation. Key intersections should help guide people to the downtown area, and the streetscape should be designed to be welcoming.

Natural Features: Both public and private property should provide natural features in the City Center Residential area. Street trees, rain gardens, and plantings of native grasses and wildflowers located in the public right of way are opportunities to incorporate natural features while creating a welcoming streetscape. Natural features located in park and recreation areas should support a variety of purposes such as active play, rest areas, and pollinator habitats.

Planned Character

Community Mixed Use

The Community Mixed Use future land use community character area is largely located in the South US 31 Mixed Use Community Character Area. It is a high intensity area that is intended to support commercial, multiple family residential, and planned development uses.

Appropriate Land Uses: The Community Mixed Use areas are encouraged to have a wide variety of retail, office, residential, and recreational uses. Commercial uses should support daily needs such as a grocery store, family clothing store, and casual dining restaurants. Existing multiple family residential uses are intended to stay and more housing options are encouraged. Planned developments with a mix of building types and uses that is interconnected with the surrounding area is encouraged. The goal of this area is to allow existing uses to continue while creating an opportunity for different types of uses in the future if sites are redeveloped.

Key Characteristics: The Community Mixed Use area's activity levels, building mass, and accessibility will be similar to that of the downtown area. The combination of live-work, commercial, and residential spaces generate day, evening, and night activity. Sidewalks as part of a pedestrian-friendly street network and shared open spaces shall provide access throughout and promote community connections. Development shall focus on adapting existing uses, redevelopment of underutilized sites, and providing infill development where appropriate.

Building and Site Design: A mix of building types should be allowed in the Community Mixed Use area while mixed use, multi-story buildings are the preferred development type. Buildings should strive to maximize energy efficiency and green building design is encouraged. Select sites may accommodate large retail stores, but commercial uses should be incorporated into a mixed use development with a harmonious design that includes architectural variation, small or no setbacks, and parking that is located in the rear of the building and open to the public. All development types should include public open space, attractive landscaping and screening as appropriate.

Housing Character: Residential uses should be a mix of housing types and a variety of building and unit sizes. Housing types should be a mix of multi-family units incorporated into multi-story, mixed use buildings, multi-story, single family, attached units, and single family homes converted into live-work spaces or multiple-family units. Housing should include rental- and owner-occupied units primarily intended for permanent residents.

Transportation and Mobility: The Community Mixed Use area should focus on "people-oriented design." Future development that accommodates cars, but people come first. Pedestrian, bicycle, and transit travel are the primary modes of transportation, while vehicular use is secondary. Bicyclists and pedestrians should be able to use streets safely as they travel throughout the area and into surrounding neighborhoods. On-street parking spaces should be utilized for short-term parking, while off-street parking located in the rear of buildings should be used for residents, employees, and long-term visitors. Bicycle parking should be encouraged in strategic locations.

Natural Features: The Community Mixed Use area should strive to create a balance between urban development and meaningful open spaces and natural features. Efforts to reduce stormwater runoff through green infrastructure and low impact design are encouraged. Innovative solutions such as urban forests as part of the area's tree canopy coverage, community gardens or orchards, and stormwater harvesting are opportunities to enhance the natural environment as well as reduce the neighborhood's energy footprint. Buildings are encouraged to incorporate green roofs and living walls on building facades where appropriate. Natural features located in park and recreation areas should support a variety of purposes such as active play, rest areas, and wildlife habitats.

Planned Character

Neighborhood Residential

The Neighborhood Residential future land use community character area is largely located in the Petoskey Avenue District and South US 31 Mixed Use Community Character Areas. It is a low intensity area that is intended to support primarily residential activity with secondary, complementary live-work spaces.

Appropriate Land Uses: Uses in the Neighborhood Residential area should be primarily residential in nature. Live-work and mixed use spaces may be appropriate. Uses that support and enhance residential neighborhoods that may be appropriate such as public institutions, day care centers, parks, and other neighborhood commercial with a residential component.

Key Characteristics: The intensity of this neighborhood area shall be low due to the primarily day time activity, lower levels of traffic and pedestrian movement, and reduced building mass compared to other neighborhoods in the city. The Neighborhood Residential area's unique and historic resources should be protected through the preservation, rehabilitation, or adaptive reuse of historic structures.

Building and Site Design: Reuse and re-occupancy of existing buildings is preferred whenever possible. New construction and infill buildings should match the feel and character of existing buildings including the use of materials similar to or complimentary to existing facades. Small or no setbacks should be encouraged. Signs should be minimal and not detract from the neighborhood character.

Housing Character: Residential uses should be a mix of housing types and a variety of building and unit sizes. Housing types may include single family attached and detached units, accessory units, and single family homes converted into live-work spaces or multiple-family units. Multi-family and mixed use buildings may be appropriate along the borders of the neighborhood where use intensity increases. Housing should include rental- and owner-occupied units primarily intended for permanent residents.

Transportation and Mobility: The residential streets located within the Neighborhood Residential area should be designed for slow traffic and easy pedestrian and bicycle usage. However, they should form a connected, logical pattern with as many connections to the existing street system as possible. Cul-de-sacs are highly discouraged.

Natural Features: Both public and private property should provide natural features in the City Center Residential area. Street trees, rain gardens, and plantings of native grasses and wildflowers located in the public right of way are opportunities to incorporate natural features while creating a welcoming streetscape. Natural features located in park and recreation areas should support a variety of purposes such as active play, rest areas, and pollinator habitats.

Planned Character

Neighborhood Center Commercial

The Neighborhood Center Commercial future land use category is located in the Petoskey Avenue District community character area. It is intended to serve as a buffer area for surrounding Neighborhood Residential areas.

Appropriate Land Uses: The Neighborhood Center Commercial area is meant for a variety of uses including a mix of commercial, professional offices, residential, and civic, and transitional or temporary spaces that can be used as business incubators. Commercial uses should support live-work activity and provide goods and services that support the needs of permanent residents. Existing multiple family residential uses are intended to stay and more housing options are encouraged.

Key Characteristics: The Neighborhood Center Commercial area is the gateway district for the north side of Charlevoix. The streetscape should be designed to be welcoming for all coming into the city on Petoskey Avenue. The combination of live-work, commercial, and residential spaces generates a high- to medium-level of intensity. Activity in this area will be less than the downtown core, but more than the surrounding residential neighborhood. The neighborhood has high levels of movement from vehicular and pedestrian traffic, and activity along the corridor occurs throughout the day. However, massing of buildings is intended to match the surrounding Neighborhood Residential areas.

Building and Site Design: Reuse and re-occupancy of existing buildings is preferred whenever possible. New construction and infill buildings should have designs that are compatible with and match the feel and character of existing buildings including the use of materials similar to or complimentary to existing facades. The scale and massing buildings should also be similar. Parking should be provided in the side or rear yard where possible as well as landscaping and screening. Signs should be minimal and not detract from the neighborhood character.

Housing Character: Residential uses should be a mix of housing types and a variety of building and unit sizes. Housing types should be a mix of multi-family units incorporated into multi-story, mixed use buildings, multi-story, single family, attached units, and single family homes converted into live-work spaces or multiple-family units. Housing should be available for a variety of occupants including short and long term occupants as well as renter- and owner-occupied units.

Transportation and Mobility: The Neighborhood Center Commercial area should be highly accessible by a variety of transportation options. The network of sidewalks and bicycle lanes support connectivity within the area. Bicyclists and pedestrians should be able to use streets safely as they travel throughout the area and into surrounding neighborhoods. Bicycle parking should be encouraged in strategic locations.

Natural Features: Natural features should support aesthetic and environmental purposes in the Neighborhood Center Commercial area. Efforts to reduce stormwater runoff through green infrastructure and low impact design are encouraged. Street trees, front yard shrubbery and pocket gardens, and parking lot rain gardens are opportunities to incorporate natural features while reducing the amount of impervious surface.

Planned Character

Industrial

The Industrial future land use community character area is largely located in the Charlevoix Business Park Character Area. It is a low- to medium- intensity area that is intended to support light industrial, commercial, and residential as part of a planned development.

Appropriate Land Uses: Industrial areas land uses include light industrial uses such as light manufacturing, assembly, warehousing, processing and distribution, and research facilities with no external off-site impacts. Commercial uses should support an associated industrial use, be of an industrial nature such as glass blowing or metal working, or require large warehousing or research space. Planned developments may incorporate multiple-family residential in a mixed use building. Like the Community Mixed Use area, the goal of this area is to allow existing uses to continue while creating an opportunity for different types of uses in the future if sites are redeveloped.

Key Characteristics: The Industrial area's uses, building mass, and accessibility will largely accommodate low levels of primarily daytime activity. Development shall focus on adapting existing uses, redevelopment of underutilized sites, and providing infill development where appropriate.

Building and Site Design: A mix of building types should be allowed in the Industrial area while medium- to large-sized industrial buildings are the preferred development type. Buildings should strive to maximize energy efficiency and green building design is encouraged. Development should be of a harmonious design that includes architectural variation, small or no setbacks, and parking that is located in the rear of the building. All development types should include public open space, attractive landscaping and screening as appropriate, and sidewalks as part of a pedestrian-friendly street network.

Housing Character: Housing types should be a mix of multi-family units incorporated into multi-story, mixed use buildings and live-work spaces. Housing should include rental- and owner-occupied units primarily intended for permanent residents.

Transportation and Mobility: Roads in Industrial area should be designed to be sufficient for truck traffic, without making them unsafe for other users. Bicyclists and pedestrians should be able to use streets safely as they travel throughout the area and into surrounding neighborhoods.

Natural Features: The Industrial area should strive to create a balance between large-scale development and meaningful open spaces and natural features. Efforts to reduce stormwater runoff through green infrastructure and low impact design are encouraged. Buildings are encouraged to incorporate green roofs and living walls on building facades where appropriate. Site landscaping should feature native grasses and wild flowers as opposed to turf grass, and natural features located on site should connect to natural features in surrounding areas to provide a continuous recreation area and wildlife habitat.

Planned Character

Public Facilities

The Public Facilities future land use community character area is not aligned with a community character area; however public facilities are located throughout the city. Public Facilities are typically long-term uses which serve specific and essential functions in the community.

Appropriate Land Uses: Public Facilities uses generally support and enhance the surrounding neighborhoods. These uses include public institutions such as schools, libraries, churches, municipal buildings, community centers, and parks and recreation facilities such as the golf course, marina, and public beaches.

Key Characteristics: Generally, Public Facilities areas are low intensity uses with the exception of the Charlevoix Municipal Airport. The size and scale of the facility is typically determined by the specific use, and activity at the facility generally occurs during daytime hours. Public Facilities uses provide active and passive recreation needs for the community and protect the scenic and environmental quality of sensitive natural areas. Public Facilities are generally owned by public agencies (city, county, state, or federal).

Building and Site Design: Building and site design should be based on the specific use, but should maximize site potential where possible.

Housing Character: Residential uses will not typically be combined with public facilities. However, should the opportunity to incorporate residential or mixed uses become available, the design should consider the appropriate future land use category for recommended residential housing types.

Transportation and Mobility: The Public Facilities areas should be highly accessible by a variety of transportation options.

Natural Features: Publicly owned public facilities are ideal opportunities to protect and enhance natural areas. Open spaces unsuitable for development or identified for preservation should feature plantings of native grasses and wildflowers as opposed to turf grass. Buildings are encouraged to incorporate green roofs and living walls on building facades where appropriate. Recreation areas and open spaces should provide a variety of wildlife habitat to encourage diversification and education opportunities.

Planned Character

Zoning Plan

Section 33(d) of the Michigan Planning Enabling Act, PA 33 of 2008, as amended, requires a Master Plan that is prepared in conjunction with this act to be the foundation for the community's zoning plan. The Michigan Zoning Enabling Act, PA 110 of 2006, as amended, requires a zoning plan to be created as the basis for the zoning ordinance. A zoning plan must depict the zoning districts and their use, as well as standards for height, area, bulk, location, and use of buildings and premises. The Zoning Plan serves as the basis for the Zoning Ordinance.

Districts and Dimensional Standards

There are 15 zoning districts within the City, each of which is described in the current Zoning Ordinance. Uses permitted in each district are described there. In addition, the Zoning Ordinance's schedule of lot, yard, and area requirements defines specific area, height, and bulk requirements for structures in each zoning district. The Zoning Map is also part of the Zoning Ordinance and illustrates the distribution of the defined zoning districts throughout the City.

Relationship to the Master Plan

The Master Plan describes the City's vision, goals, and objectives for future land use and design standards in Charlevoix. As a key component of the Master Plan, the Zoning Plan is based on the recommendations of the Master Plan and is intended to identify areas where existing zoning is inconsistent with the objectives and strategies of the Master Plan. The Zoning Ordinance is the primary implementation tool for future development in Charlevoix. The Zoning Ordinance contains written regulations and standards that define how properties in the specific geographic zones can be used and how they can look. The Zoning Plan is designed to guide the development of the Zoning Ordinance based on the recommendations of the Master Plan.

Future Land Use	Community Character Area	Existing Zoning
DC - Downtown Core	Downtown Central Business District	CBD – Central Business District
DE - Downtown Edge/ Mixed Use	Partial Downtown Central Business District and Central City Neighborhood District	PO- Professional Office; CM- Commercial Mixed Use; MC – Marine Commercial
CC - City Center Residential	Central City Neighborhood District	R2 – Residential Medium Density
Community Mixed Use	South US 31 Mixed Use District	GC – General Commercial; R2A - Residential Medium Density - Multi-Family; R4 - Residential Planned High Density
Neighborhood Residential	Petoskey Avenue District	R1 – Residential Low Density; PC – Residential Private Clubs;
Neighborhood Center Commercial	Petoskey Avenue District	R1 – Residential Low Density North Side Professional Office Overlay District
Industrial	Charlevoix Business Park	I - Industrial
Public Facilities	Located in all areas	PF - Public Facilities SR - Scenic Reserve

Recommended Changes to the Zoning Ordinance

In order to implement the vision of the Plan, the following changes to the Zoning Ordinance are recommended.

- PO Professional Office, MC Marine Commercial, and CH Commercial Hospitality should be eliminated and replaced with the newly created zoning district, DE Downtown Edge, based on the Downtown Edge/Mixed Use Future Land Use category.
- R1 and R2 districts should be revised to reflect the Neighborhood Residential (R1) and City Center Residential (R2) Future Land Use categories.
- Reformulate the North Side Professional Office Overlay District to better accommodate mixed uses and create a new NC Neighborhood Center zone district.
- Consider folding the R2A District into a reformulated R4 District to create a true mixed use zone district.
- Rewrite the Zoning Ordinance to be a form-based code for parts of, or all of the City.

Exploring Form Based Code

The City of Charlevoix is interested in exploring the possibility of adopting form –based code (FBC) standards for appropriate areas of the City. According to the Michigan Chapter of the Congress for New Urbanism, “form-based codes are development regulations (*a type of zoning code*) used by local government agencies that emphasize the physical character of development (*its form*) and de-emphasize the regulation of land use.” Under conventional zoning, land use is regulated by districts often segregating uses that may otherwise be compatible. Use regulations in the form-based code recognize that building forms can accommodate a variety of uses. Therefore, uses are organized by broader use groups, which are groupings or categorization of compatible uses which exhibit similar characteristics.

Form-based code originated from the early “design based code” which was often applied to specific areas such as historic districts or neighborhoods. Limited forms of form-based code have also focused on the physical form of new development. A fully realized form-based code differs from other design based codes by applying a broader set of planning and design principles. In addition to land use and design, form based code considers the relationship between buildings and streets, encourages walking, and use of alternative forms of transportation, and a tighter neighborhood fabric. To achieve the desired environment, FBCs utilize the following context-sensitive standards¹:

- Mixed uses
- Minimum densities
- Small lots
- Build-to lines
- Street standards designed for pedestrians
- Interconnected streets
- Public open space
- Orientation to public realm
- Maximum parking

Ultimately, the inclusion of form-based codes standards within the City’s Zoning Ordinance would create a hybrid code, or a combination of a standard zoning ordinance and form-based code. In this case, zoning districts would still regulate the permitted uses within each area of the City, but would in certain instances provide additional form-based standards that apply to certain zoning districts.

¹ White, Mark. Form Based Codes: Practical & Legal Considerations. November 18, 2009.

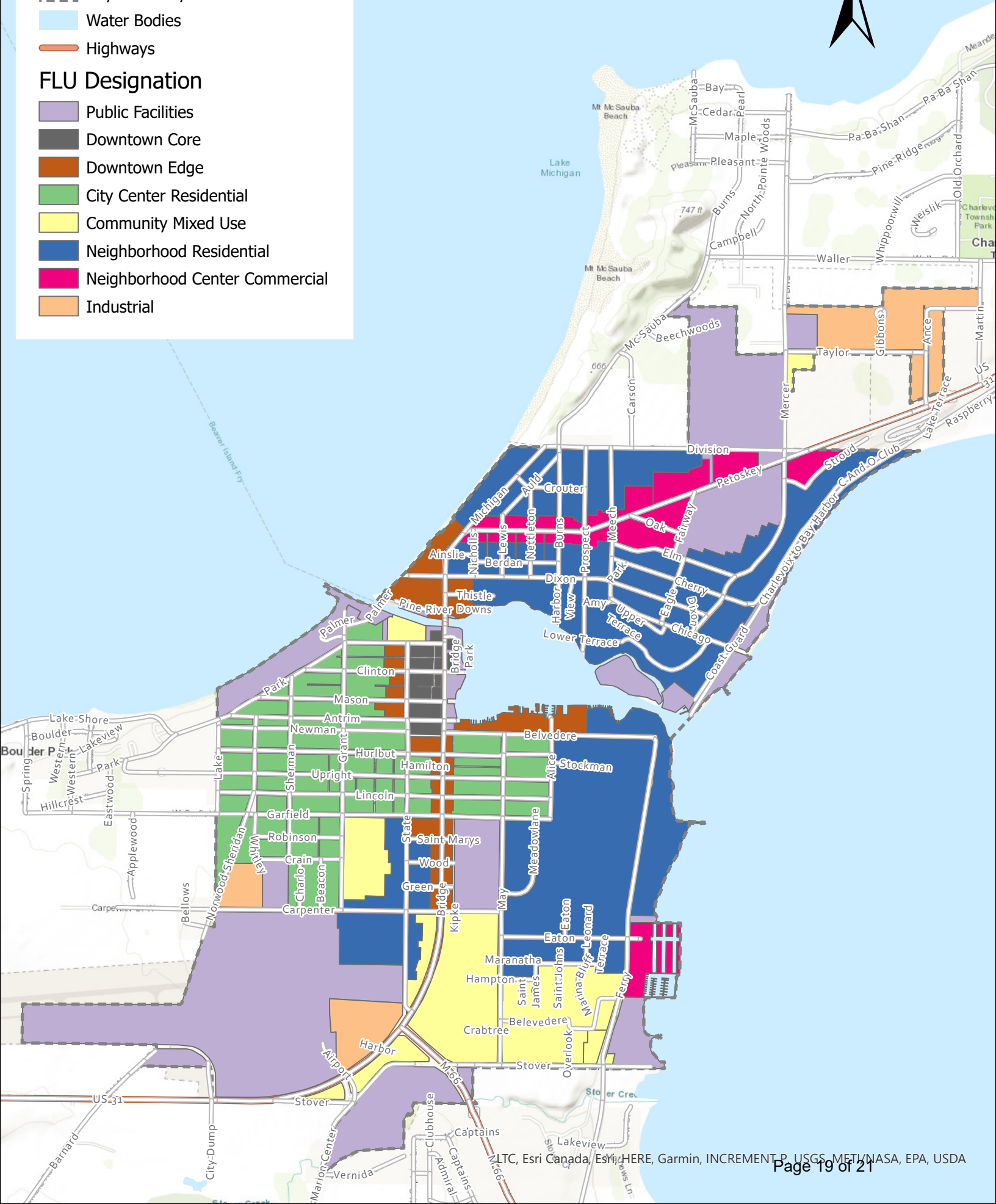
<https://www.cityofeastlansing.com/DocumentCenter/View/1541/FormBased-Codes--Practical--Legal-Considerations-PDF?bidId=>

- Roads
- City Boundary
- Water Bodies
- Highways

FLU Designation

- Public Facilities
- Downtown Core
- Downtown Edge
- City Center Residential
- Community Mixed Use
- Neighborhood Residential
- Neighborhood Center Commercial
- Industrial

0 0.25 0.5 1 Miles





To: City of Charlevoix Planning Commission

From: Steve Schnell, Housing North

Re: Master Plan Future Land Use Updates

Date: September 7, 2021

Although the Future Land Use goals are still being drafted, I'd like to add some general comments to consider regarding long-term planning for housing. I won't be able to attend your September meeting but look forward to reviewing the draft revisions you create.

Create a 20-year vision. It is very difficult to imagine what will happen in 20 years and easy to ignore a long-term vision because it is so unpredictable. There are many factors that will influence how our communities will grow and we can't predict them all. But no matter what, it's important to ensure that a long-term future is envisioned when setting up future land use goals. You may not want some of your future land use goals to happen in the next 5 years and it's OK to state that where appropriate. But it's more important that the vision extend into the long term. If some changes are envisioned, but it's uncomfortable to put those changes on a map, consider stating those changes with a suggested timeline for how that housing intensity could evolve. Perhaps the timeline shows changes starting 5 years from now and extending into the next decade with a gentle evolution.

Current trends in housing indicate that prices will continue to rise at a rate greater than incomes. This pushes market demand toward housing types that are less costly to build and own. The trend may be toward smaller houses as well as older homes that need rehabilitation since they can be acquired at a lower price. In addition, demand may include homes that can be converted to multiple housing units.

Housing types in the future will most likely need to have a wider variety of designs that accommodate less expensive construction. This may mean medium intensity neighborhoods that include additional housing types of various sizes. New roof designs could accommodate solar panels better which may eventually reduce infrastructure and energy bills.

When considering the Future Land Use Map, please consider what could be needed 20 years from now by expanding some of the mixed-use neighborhoods and additional housing units. The text of the Future Land Use section can include descriptions of how these neighborhoods could evolve, specifying that every 5 years these goals should be reviewed and updated as needed. Identify those areas where a gentle evolution of housing intensity is desired, but I



encourage you to be clear that the most important goal is to accommodate new, appropriate housing types.

Encourage future ordinances to be housing friendly and flexible to meet new housing types.

When considering new zoning ordinance amendments, it is tempting to add a lot of requirements in an amendment for a new housing type. The intent is a good one – to make sure that the new housing type is compatible with existing homes. However, this tendency creates complexity that is not housing friendly and ends up discouraging development. Housing costs can be reduced, and more housing demand can be accommodated when flexibility and streamlined, predictable regulations are in place.

Proactive zoning changes. As was stated at the housing stakeholder meetings, the city should make proactive zoning changes that are housing friendly and encourage gentle housing density in desired areas. This can reveal demand from developers and homeowners that are currently unrealized. A proactive rezoning effort can include additional stakeholders, especially willing landowners that have ideas for their property.