

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

MONDAY, FEBRUARY 14, 2022 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. January 10, 2022 Minutes
- F. Call for Public Comment Not Related to Agenda Items
- G. New Business
 - 1. Public Hearing: Zoning Ordinance Amendment: R1 Zoning District
- H. Old Business
 - 1. Master Plan Update: Future Land Use
- 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, Planner

SUBJECT: January 10, 2022 Minutes

DATE: February 14, 2022

BACKGROUND

The draft minutes of the January 10, 2022 meeting are included for your review and approval.

ATTACHMENTS:

- ▣ January 10 Draft Meeting Minutes

**CITY OF CHARLEVOIX
PLANNING COMMISSION MEETING MINUTES
COUNCIL CHAMBERS, CITY HALL, 210 STATE STREET
Monday, January 10, 2022 - 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, Jennifer Muladore
Members Absent: Reid Beegen, Mary Millington
Staff Present: Jonathan Scheel, Zoning Administrator

C. Inquiry into Potential Conflicts of Interest

D. Approval of Agenda

Chair Waddell requested that the Election of Officers be added to the agenda, this is required of the Planning Commission's by-laws. Motion by Member Chamberlain, second by Member Felter to approve the agenda with the addition of the Election of Officers. Motion passed by unanimous voice vote.

Election of Officers

Motion by Member Chamberlain to nominate RJ Waddell to continue as Chairman. The Commission members voted unanimously for RJ Waddell to remain as Chair for another year.

Motion by Member Chamberlain to nominate Jennifer Muladore as Vice Chair. The Commission members voted unanimously for Jennifer Muladore as Vice Chair for the next year.

E. Approval of the Minutes

1. December 13, 2021 Meeting Minutes
2. December 20, 2021 Work Session Minutes
Motion by Member Gray, second by Member Muladore to approve the minutes of December 13, 2021 and December 20, 2021 as presented. Motion passed by unanimous voice vote.

F. Call for Public Comment Not Related to Agenda Items

None

G. New Business

1. 2022 Meeting Schedule
The Commission concurred to the 2022 Meeting Schedule as presented.
2. Public Hearing: Zoning Ordinance Amendment: ADU Standards
Zoning Administrator Scheel introduced the amendment and indicated that changes were written in red on the final draft. He stated there were a couple of additional changes that clarified conflicts between this amendment and the existing Zoning Ordinance.

After discussion, it was determined that subsection f.4. should be deleted in its entirety.

Discussion followed regarding the building & breezeway height being changed to 17.6' instead of 16' which the Commission agreed needed to be uniform throughout the document at 17.6'. The Commission concurred also that for accessory dwelling units the rear yard setback would be 6' and the side yard setback will be the same as any other structure in the Ordinance. There are no additional setback rules for an accessory building or accessory dwelling unit.

Zoning Administrator Scheel recommended deleting section D (4) as it was repetitive language that appeared elsewhere in the Ordinance. Member Gray referenced page 2, section (5) which read: "No detached accessory building shall have a building footprint of (30' length x 30' width) greater than 900 square feet and shall not be larger than the main structure." Zoning Administrator Scheel agreed to strike the dimensions referenced.

The public hearing was opened.

There were no public comments.

The public hearing was closed.

Motion by Member Chamberlain, second by Member Conway to recommend to the City Council the proposed Zoning Ordinance Amendment which creates building standards for Accessory Dwelling Units (ADUs) with the changes as agreed upon by the Planning Commission. Motion passed by unanimous voice vote.

3. ADU Building Types in the R-1 District

Zoning Administrator Scheel stated there was only one change proposed to Section 153.072(c) to add accessory dwelling units and to change the maximum size to 900 sq. ft. After discussion, motion made by Member Felter, second by Member Gray to accept the changes made to Section 153.072 (c) and to set a public hearing for the next Planning Commission meeting February 14, 2022. Motion passed by unanimous voice vote.

H. Old Business

1. Master Plan Update

Chair Waddell stated the Commission's next steps in updating the Master Plan is to review the Future Land Use Map.

Chair Waddell referenced the Transportation and Mobility section and suggested the first sentence be changed to, "and therefore change the need for vehicular parking."

Member Chamberlain stated the Commission needed to make a statement to be more economically astute at using the under used lakefront properties and look for solutions for parking for the Beaver Island Boat Company patrons. Zoning Administrator Scheel stated he would work with Planner Neal to provide additional language to address the lakefront and parking concerns.

Steve Schnell, Charlevoix Housing Ready Program Director, encouraged the Commission to consider the ability to provide housing opportunities in the downtown area including living space in the second story spaces with retail below.

Discussion followed regarding the Downtown Edge – Mixed Use category. Chair Waddell suggested the first sentence under Key Characteristics needed clarification to reflect "the north side of Belvedere Avenue". He recommended the Neighborhood Center Commercial area along Petoskey Avenue (S.R. 31) from Michigan Avenue out to the City limits on the north side and the Downtown Edge – Mixed Use category could all be under one category rather than two categories. He explained his reasoning for suggesting changing the name of the Downtown Edge – Mixed Use category to "Charlevoix Corridor" for properties along 31 north and south of the downtown area.

Chair Waddell stated the City Center Residential category included the majority of R-2 zoned properties. Zoning Administrator Scheel stated that he would work on clarifying the "live-work" language.

Mr. Schnell addressed the memo he provided to the Commission regarding Housing Goals and Objectives of the Master Plan. He also explained details of the Payment in Lieu of Taxes Program.

I. Staff Updates

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

Chair Waddell stated that next month they would have a public hearing about the ADU's in the R-1 Zoning District and review edits made to the Future Land Use Map. Zoning Administrator Scheel stated he will draft a how-to document for converting ADU's and single-family homes into apartments and he will share the documents with the Commission for their review and suggestions.

K. Adjournment by 8:00 PM unless extended by motion

Meeting adjourned at 8:05 p.m.

Sarah Dvoracek/fgm

City Clerk

R.J. Waddell

Chair

CITY OF CHARLEVOIX

New Business

TO: Planning Commission

FROM: Jennifer Neal, Planner

SUBJECT: Public Hearing: Zoning Ordinance Amendment: R1 Zoning District

DATE: February 14, 2022

BACKGROUND

Attached is a proposed Zoning Ordinance amendment which allows Accessory Dwelling Units in the R1 Zoning District. The document shows the current language in the Zoning Ordinance and the proposed changes in red type.

The steps for the public hearing are:

1. Introduction of the amendment from the Planner, Jennifer Neal
2. Planning Commission questions related to the amendment
3. Public hearing/public comment
4. Planning Commission discussion
5. Decision: One of four options -
 - Recommendation of adoption to the City Council as presented
 - Recommendation of adoption to the City Council with changes
 - Decision to not recommend adoption to the City Council
 - Postpone decision to a specific date and time

ATTACHMENTS:

- ▣ R1 Zoning District Amendment

Draft Zoning Ordinance Amendment
City of Charlevoix Planning Commission
Public Hearing February 14, 2022
Zoning Ordinance Amendment to permit ADU Building Types in the R1 District
Proposed changes are in red text

Section 153.072(C) Dimensional requirements: square footage for accessory dwelling units and home conversion units. Square footage for accessory dwelling units and home conversion units shall conform to the requirements of Table 153.072(c).

<i>Table 153.072(c): Dimensional Requirement: Square footage for Accessory Dwelling Units and Home Conversion Units</i>		
<i>Zoning District</i>	<i>Minimum</i>	<i>Maximum</i>
<u>R1 and</u> R2	300	<u>900</u> 650

Section 153.116(A) *Accessory buildings and structures.*

(9) Prohibited uses within detached accessory structures or accessory structures connected by a breezeway or similar structure in all districts except the R1 and 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.

CITY OF CHARLEVOIX

Old Business

TO: Planning Commission

FROM: Jennifer Neal, Planner

SUBJECT: Master Plan Update: Future Land Use

DATE: February 14, 2022

BACKGROUND

The Commission continues to review and update the City's Master Plan. This is a continuation of the discussion at the January meeting where the Commission reviewed the Future Land Use Plan and Map. Commissioner comments will continue to be collected and changes will be made to the final draft document. A copy of the draft chapter and map is included for review and comment.

ATTACHMENTS:

- ▣ DRAFT Future Land Use Plan
- ▣ Future Land Use Map Exercise



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. They describe a generalized preferred organization of how the land should be used to best serve the public good in the coming years. It preserves the community's core values and extends them as guiding principles in building a compatible future. 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 Future Land Use Map is a graphic representation of the Future Land Use Plan; it is not a Zoning Map in its purpose or in a legal sense. Land use categories tend to be more general than zoning classifications. They incorporate the community goals and 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 Master Plan's relationship with the Zoning Ordinance is further explained later in this chapter.

Community Character Plan

Charlevoix's Future Land Use Plan takes the form of a "Community Character Plan" – it identifies how different areas 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 future land use categories generally align with the Community Character Areas described in Chapter 3, Existing Land Use. 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

Interpreting the Plan

The Future Land Use Plan is a general framework used to guide land use and policy decisions within the City. The Future Land Use Map in this chapter shows general locations for the broad future land use areas described below. 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.

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.

Downtown Core

Key Characteristics: 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. 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. This mix of live – work development encourages community connection and a variety of complimentary uses. The future land use plan for the Downtown Core should align with the recommendations presented in the Downtown Charlevoix Futures Summary Report.

Appropriate Land Uses: The existing mix of commercial, residential, office, municipal, and civic uses are appropriate and encourage shared spaces for permanent residents and visitors to the city. A goal of this future land use area is reactivation of underutilized spaces. Alternative and new uses should be encouraged such as pop-up and micro-retail opportunities. Expanded parking should be encouraged where it is reconfigured into scaled parking 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 attainable 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. Residents and visitors alike should find an ease navigating to and through the downtown core. Bridge Street will continue to serve as state highway US 31 which allows access to the regional destinations as well as the only pedestrian path to neighborhoods north of the bridge. Memorial Bridge, a double-leaf bascule bridge, opens to create a 90-foot channel which permits cruising boats and yachts to enter and exit Round Lake and the Charlevoix Marina. The City should continue to maximize access to the Downtown Core and surrounding neighborhoods via the Charlevoix Marina.

Downtown Charlevoix's grid network of streets and sidewalks, bicycle lanes, and the bicycle route encourage the use of alternative forms of transportation and therefore reduce the need for vehicular parking. 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. 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.

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. Public and shared spaces should incorporate pocket parks, sidewalk trees and planters, and parking lot rain gardens in an effort to introduce natural features and reduce the amount of impervious surface. Downtown buildings are encouraged to incorporate green roofs where appropriate.

Planned Character



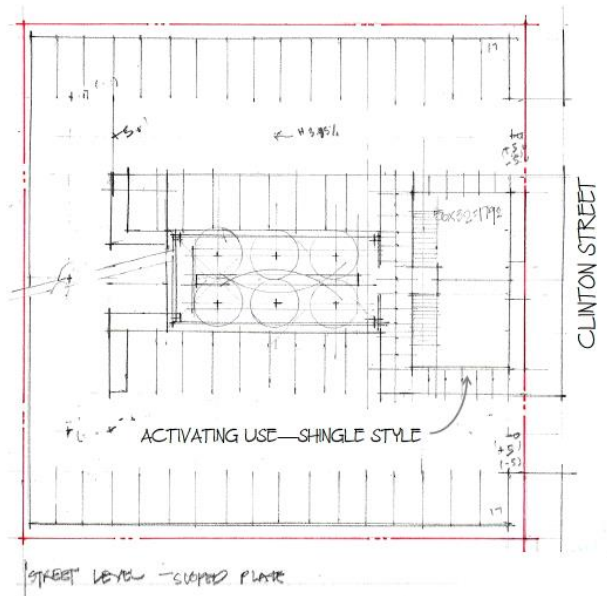
Scheme 1, displayed above, shows a two-story development of about 6,000 square feet (+/-) with no parking located on the parcel.

Scheme 2, displayed right, shows a two story development of about 3,000 square feet (+/-) wrapping the corner, with parking located on the northern portion of the parcel, to the rear of the structure.



Downtown Charlevoix Futures | Charlevoix, Michigan | 2021

Source: Downtown Charlevoix Futures Summary Report, State and Antrim Mixed Use



Activating mixed use structure along Clinton Street
North Elevation

The concept depicted in configuration 1 for the Clinton-Hoop Skirt Alley parking area structures parking on two sloped levels and places new and activating uses along Clinton Street.

Configuration 1: Clinton Street-Hoop Skirt Alley parking area
Two levels with sloping parking decks and an activating use along Clinton Street.

Source: Downtown Charlevoix Futures Summary Report, Clinton Street – Hoop Skirt Alley Parking

Downtown Edge/Mixed Use

Key Characteristics: On the perimeter of the Downtown Core area and along Bridge Street and Belvedere Avenue the Downtown Edge/Mixed Use area has been added to allow for a gradual transition between the Downtown Core area to the City Center Residential area. While these areas will still be predominantly residential, the district will allow for limited commercial that will provide services for surrounding residences within walking distance. 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. The Downtown Edge/Mixed Use future land use category is a new district that incorporates portions of both the Central City Neighborhood District and the South US 31 Mixed Use District Community Character Areas.

Appropriate Land Uses: Immediately adjacent to the Downtown Core would be the transitional zone that permits a mix of commercial, professional and medical offices, residential, and civic, and transitional or temporary spaces that can be used as business incubators. Office uses make compatible neighbors as they tend to keep quiet daytime hours and generate minimal traffic. The proximity to downtown makes this an appropriate area for higher density housing with similar height restrictions as the central business district so it would not be too imposing on the adjacent single-family homes.

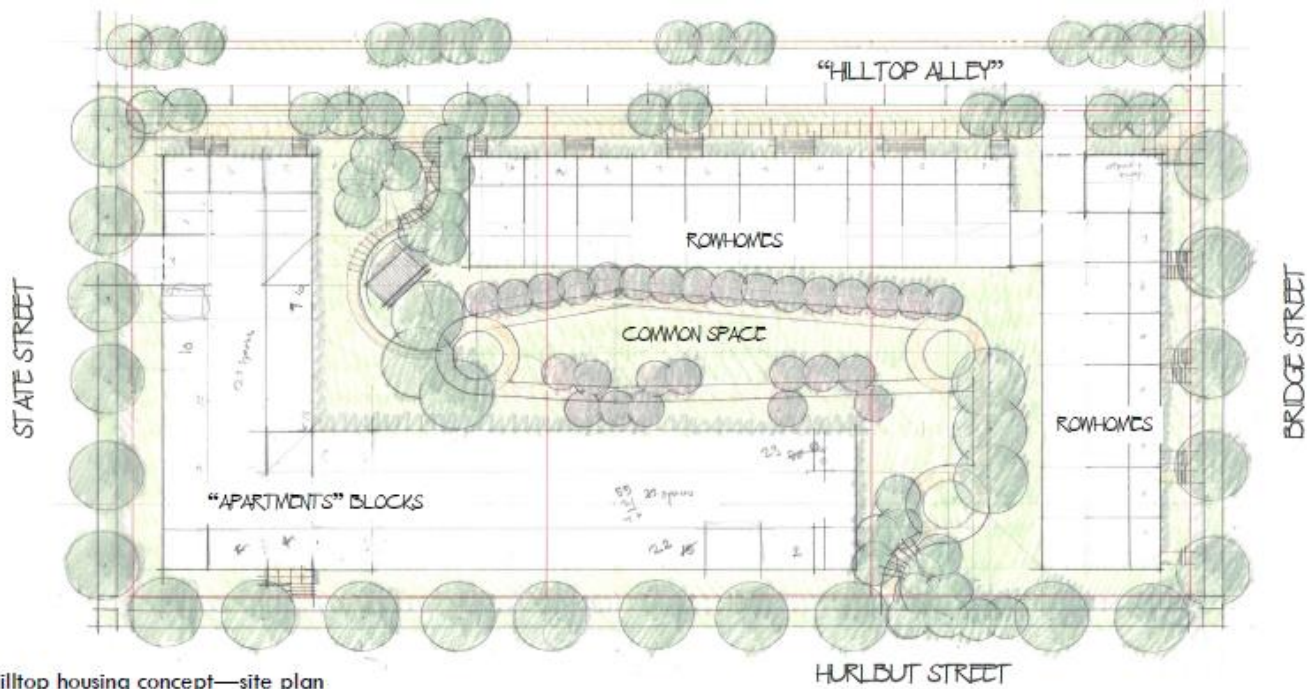
Building and Site Design: Reuse and re-occupancy of existing buildings is preferred whenever possible. Where new construction and infill buildings are introduced the site design should maximize lot frontage by orienting the building towards the street and allowed building height by building multiple stories. New buildings should match the feel and character of surrounding buildings such as similar lot line setbacks and the use of materials similar to or complimentary to existing facades. Onsite parking should be located to the side or rear of the lot and access should be designed in such a way as to be shared among multiple uses. Shared parking maximizes the use throughout the day and reduces individual use parking requirements. 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 should 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 attainable 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. Downtown Charlevoix's grid network of streets and sidewalks, bicycle lanes, and the bicycle route encourage the use of alternative forms of transportation. Bridge Street should continue to be highly walkable with pedestrian access through alleyways and appropriate intersections and mid-block crossings. Bicycle parking should be encouraged in strategic locations. 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.

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 should be incorporated into the streetscape design to beautify the right-of-way and promote placemaking. Ornamental trees, shrubbery, pocket gardens, and rain gardens should be considered for front yard and parking lot landscape 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



Hilltop housing concept—site plan

Source: Downtown Charlevoix Futures Summary Report, Hurlbut and State Housing Concept

City Center Residential

Key Characteristics: 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 residential uses with secondary, complementary live-work spaces. 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. 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.

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.

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. New single family structures are encouraged to provide an accessory unit on site. Buildings should be oriented towards the street with lot line setbacks similar to those of surrounding buildings. Garages should not dominate the front façade of the home. The architecture and design should be residential in nature and building materials should be similar to or complementary 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 with an accompanying accessory unit, 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 mixed use buildings may be appropriate on the border of the Downtown Edge area where use intensity increases. Housing should be attainable 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. 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. Expanded sidewalks in this area should help guide people to the downtown area and other key destinations and create a welcoming streetscape. On-street parking provides an alternative parking option for residents and business owners who do not have onsite parking.

Natural Features: Natural features in the City Center Residential area should promote community connection as well as provide active and passive recreation opportunities. Street trees, rain gardens, and plantings of native grasses and wildflowers should be incorporated into the streetscape to encourage walkability, diverse wildlife habitat, and beautification of the urban environment. The City should consider opportunities to install community gardens, parklets, and urban forest arboretums to support a variety of purposes such as active play, passive recreation, rest areas, and wildlife habitats.

Planned Character



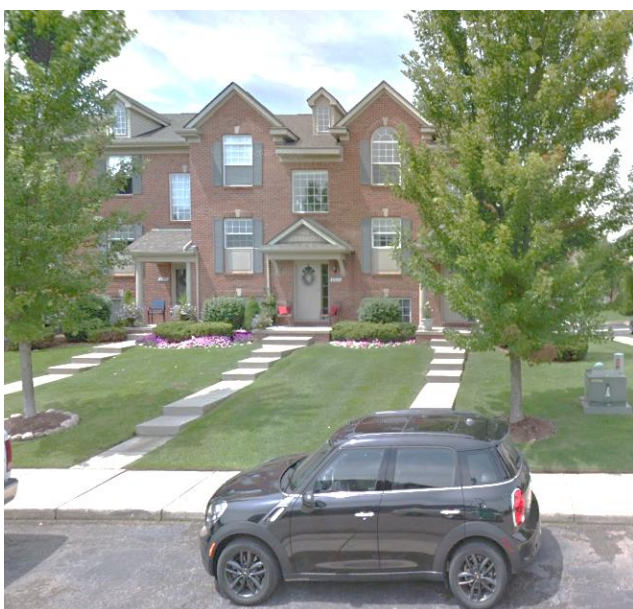
Source: Google Images



Source: Missing Middle Pattern Book, City of Norfolk



Source: Form-Based Code, City of Traverse City



Source: Google Images



Community Mixed Use

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

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.

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. New and infill development should be harmonious with existing land use patterns while maximizing site potential. 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 developments should include public open space or connectivity to surrounding uses, 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. Housing should be attainable for occupants at various income levels.

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. Expanded sidewalks in this area should connect people to key destinations and create a welcoming streetscape. Bicyclists 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. Street trees should be incorporated into the streetscape design to beautify the right-of-way and promote placemaking. Ornamental trees, shrubbery, pocket gardens, and rain gardens should be considered for front yard and parking lot landscape opportunities to incorporate natural features while reducing the amount of impervious surface. 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



Source: Missing Middle Pattern Book, City of Norfolk



Source: Google Images



Source: Google Images



Source: Google Images



Source: Google Images

Neighborhood Residential

Key Characteristics: 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. 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.

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 may be appropriate such as public institutions, day care centers, parks, and other neighborhood commercial uses with a residential component.

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 complementary to existing facades. The site design and building orientation of residential uses should permit an accompanying accessory dwelling unit. Setbacks should be similar to those of surrounding buildings and garages should not dominate the front façade of the home.

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. Mixed use buildings may be appropriate along the perimeter of the neighborhood adjacent to more intense areas. Housing should include rental- and owner-occupied units primarily intended for permanent residents. Housing should be attainable for occupants at various income levels.

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. An expanded sidewalk network is encouraged to increase pedestrian access and connections to surrounding areas.

Natural Features: Both public and private property should provide natural features in the Neighborhood 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



Source: Google Images



Source: Google Images

Private Club Residential

Key Characteristics: The Private Club Residential future land use community character area is 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. 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 lot coverage 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.

Appropriate Land Uses: Uses in the Neighborhood Residential area should be primarily residential in nature. Uses include detached single family homes, other detached residential units, parks, clubhouses, boathouses, and other recreation related uses.

Building and Site Design: Rehabilitation and re-occupancy of existing buildings is preferred whenever possible. New construction should match the residential feel and character of existing buildings including the use of materials similar to or complementary to existing facades.

Housing Character: This area is intended to accommodate established detached single-family residential developments that are generally seasonal in nature, governed by a private club association, and in which the homes are privately owned, but the land is in common ownership.

Transportation and Mobility: The residential streets located within the Private Club 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. An expanded sidewalk network is encouraged to increase pedestrian access and connections to surrounding areas.

Natural Features: Both public and private property should provide natural features in the Private Club 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



Source: Google Images



Neighborhood Center Commercial

Key Characteristics: 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. 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.

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.

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 support medium intensity and activity in the area. The overall site design should include parking to the side or rear of the building, signage that is minimal and landscaping that improves the pedestrian experience.

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 attainable 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. Petoskey Avenue should be highly walkable with pedestrian amenities, signage at intersection crosswalks, and mid-block crossings where appropriate. 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 should be incorporated into the streetscape design to beautify the right-of-way and promote placemaking. Ornamental trees, shrubbery, pocket gardens, and rain gardens should be considered for front yard and parking lot landscape opportunities to incorporate natural features while reducing the amount of impervious surface. 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



Source: Google Images



Source: Google Images

Industrial

Key Characteristics: 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. 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.

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 into an industrial or mixed use building when residential areas house employees of the associated use. 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.

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



Source: LA Times

Public Facilities

Key Characteristics: 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 civic, municipal, and recreational functions in the community. 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).

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.

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



Scenic Reserve

Key Characteristics: The Scenic Reserve future land use area is not aligned with a community character area; however scenic reserve areas are located throughout the city. Scenic Reserve areas are typically long-term uses which serve specific and essential functions in the community. Scenic Reserve properties include both public and private lands that have high scenic, recreational, and aesthetic value. These properties are typically coastal areas with environmental significance.

Appropriate Land Uses: Scenic Reserve uses generally support and enhance the surrounding neighborhoods. Appropriate land uses are limited to open space, shoreline beaches, and recreation facilities.

Building and Site Design: Scenic Reserve properties will typically be undeveloped, however where building and site design are required, maintain the natural topography and landscape should be the main consideration. Construction and development should have minimal impact on the natural environment.

Transportation and Mobility: Accessibility to Scenic Reserve may vary depending on the location and type of use. Accessibility may be limited to maintain site features and preservation of sensitive habitats. Site access should be considered on a case-by-case basis.

Natural Features: Scenic Reserve areas are intended to provide natural areas in environmentally sensitive coastal areas of the city. Native plants and natural features should be preserved and re-established wherever possible. Recreation areas and open spaces should provide a variety of wildlife habitat to encourage diversification and education opportunities.

Planned Character



Zoning Plan

Section 33, 2(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 explains how the future land use categories in the Plan relate to the zoning districts incorporated in a community's Zoning Ordinance.

Current Zoning Districts

There are fourteen (14) zoning districts within the City, each of which is described below and in the current Zoning Ordinance. The Zoning Ordinance details the uses permitted in each district, and the 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.

The city is divided into the following zoning districts as shown on the Official Zoning Map:

Residential districts.

R1 - Low Density Single-Family Residential. This district is intended to provide stable, low density neighborhoods of predominantly single-family dwellings. This district also permits non-residential uses that contribute to the culture and well-being of single-family neighborhoods, such as parks, schools and churches.

R2 - Medium Density Single-Family Residential. The R2 District is intended to provide for residential neighborhoods where a mix of single-family residential, accessory dwelling units, single multiple-family dwellings, and attached dwellings are located.

R2A - Two-Family Residential. The R2A District allows for both single-family and two-family (duplex) dwellings in order to allow higher densities in appropriate locations and to provide expanded housing choices. This district also recognizes the existence of older residential areas in the city, where single-family homes have been or can be converted to two-family residences, in order to extend the economic life of these structures and allow the owners to justify the expenditures, repairs and modernization.

R4 - Planned High Density Residential. This district allows for higher density developments such as condominiums, apartment buildings, site condominiums, townhouses and clustered housing units.

PC - Private Club Residential. This district is intended to accommodate established single-family residential developments that are generally seasonal in nature, governed by a private club association, and in which the homes are privately owned, but the land is in common ownership.

Non-residential districts and mixed-use districts.

GC - General Commercial. This district accommodates retail and service establishments within the city, particularly along major corridors leading into and out of the city. The uses permitted in the GC District are intended to provide convenient and attractive retail, professional office and service establishments for the community and its rural trade area. This district is intended to accommodate larger scale commercial development and associated uses, due to larger lot sizes and consistency with the existing built commercial environment.

CBD - Central Business District. This zone regulates land within the area traditionally considered to be Downtown Charlevoix. Its purpose is to support the central activity area of the city by accommodating a mix of retail, office, service, entertainment and residential uses in a walkable, pedestrian-friendly environment. Business uses which are inconsistent with this purpose or which detract from the convenience of this district are not permitted.

CM - Commercial Mixed Use. This zone is intended to provide a transitional area between the GC and CBD districts on the south side and the CBD and R1 Districts north of the Bridge. This area south of the CBD includes a mix of residential and homes that have been converted to offices or mixed use buildings. Due to smaller lot sizes and structures with residential appearances, the area is intended for professional offices, mixed use buildings, retail and service establishments. This zone is intended to restrict larger scale commercial development, better suited for the outer north and south ends of the city.

MC - Marine Commercial. The MC District is established at locations in the community with water frontage to protect and promote the historic and unique heritage of the city. The historic marine use of the waterfront is a keystone to the ambiance of the “fishing village” feeling of the city. This district is intended to accommodate a mix of land uses including single-family, condominiums, marine related commercial and professional offices.

CH - Commercial Hospitality. The CH District provides for overnight lodging and complementary facilities and services, such as gift shops and restaurants. By precluding larger scale retail and other relatively intense commercial uses, it is intended to be limited to lodging and associated uses to complement the city as a vacation and wedding destination area.

PO - Professional Office. This district is intended to accommodate uses that are administrative and/or professional in nature in appropriate areas, without adverse impacts to adjacent residential land uses.

SR - Scenic Reserve. The purpose of this district is to protect the scenic attributes of certain properties along the shores of the city’s abutting lakes where development has not occurred and views to and from the water remain relatively unspoiled. The visual connection to the water and the views from the lakes are considered essential elements of the city’s character that bring economic health and vitality to the community. Scenic reserve areas may also be forested lands or natural areas intended to be protected from future development because of their community or environmental value. Any uses permitted within this district must be undertaken in a manner that will respect the environment and the scenic or visual value of the designated areas. The SR District includes both public and private lands that are also highly valued for recreational activities.

I – Industrial. This zone is intended to accommodate the industrial needs of the entire community in such a manner that unreasonable noise, dust, vibration or any other like nuisance shall not affect adjoining properties.

P - Public Facilities. This zone is intended to accommodate municipal, county and federal government related buildings and uses. Public facilities also include schools, public parking lots and the Charlevoix Public Library.

Overlay Districts

Charlevoix has four codified zoning overlay districts: Central Business District Overlay District, West Garfield Avenue General Commercial Overlay District, West Carpenter/State Street Industrial Overlay District, and North Side Professional Office Overlay District.

The intent of the overlay districts is to establish regulations in addition to the applicable regulations of the existing (underlying) zoning district that either supplement or replace those existing regulations. The overlay districts are applied in specific locations based on the environmental features, historic assets, scenic qualities, traffic conditions or other unique characteristics of the area, regardless of the established zoning districts.

Relationship to the Master Plan

This Master Plan establishes the vision, goals, objectives, and policies guiding growth and development in Charlevoix for about the next 20 years. It contains specific strategies for managing the growth and change in land uses and infrastructure over this period, and, as required by statute, will be periodically reviewed and updated as necessary, at least once every five years. This section, along with the rest of the Master Plan, is intended to generally guide future changes to the Charlevoix Zoning Ordinance.

In considering a request to rezone property in Charlevoix, the Planning Commission shall consider the future land use map and the future land use descriptions provided in this plan. The Zoning Plan table shall be used to evaluate the degree to which the proposed rezoning is consistent with this plan, together with an evaluation of the specific request.

The following table is a list of future land use designations with their corresponding zoning district. Not every future land use category will match up with the current location or regulations of the zoning district to which it most closely corresponds. The recommended future revisions the in Zoning Ordinance are also discussed below.

Future Land Use	Compatible Zoning District(s)	Proposed Zoning Revisions
Downtown Core	CBD – Central Business District; Central Business District Overlay District	Review use requirements and standards for residential uses
Downtown Edge/ Mixed Use	CM - Commercial Mixed Use; MC – Marine Commercial; PO - Professional Office; P – Public Facilities	This future land use category can be adapted into a new zoning district that encompasses the intent and uses described in these current zoning districts
City Center Residential	R2 – Medium Density Family Residential; R2A – Two-Family Residential; R4 - Planned High Density Residential; P – Public Facilities; West Garfield Avenue General Commercial Overlay District	Adapt residential districts to permit “missing middle housing” types and allow neighborhood commercial and mixed uses.
Community Mixed Use	R2 –Medium Density Family Residential; R2A - Two-Family Residential; R4 - Planned High Density Residential; GC – General Commercial; CH – Commercial Hospitality; West Carpenter/State Street Industrial Overlay District	Create a new Community Mixed Use zoning district suitable for large-scale, medium to high intensity activity.
Neighborhood Residential	R1 –Low Density Single-Family Residential; R2 –Medium Density Family Residential; R2A – Two-Family Residential	Adapt residential districts to permit “missing middle housing” types
Private Club Residential	PC –Private Club Residential	No changes
Neighborhood Center Commercial	R2A – Two-Family Residential; R4 - Planned High Density Residential; GC – General Commercial; CH – Commercial Hospitality; PO - Professional Office; North Side Professional Office Overlay District	This future land use category can be adapted into a new zoning district that encompasses the intent and uses described in these current zoning districts
Industrial	I - Industrial	Permit limited residential and commercial uses.
Public Facilities	P – Public Facilities	No changes
Scenic Reserve	SR - Scenic Reserve	No changes

Other Zoning-Related Changes

In addition to the recommended zoning revisions above, City staff recommend the following general maintenance updates to the Zoning Ordinance.

Format

- Generally cleaning up the language of the zoning ordinance
- Adding graphics and diagrams

Zoning Classifications

- Collapsing zoning districts into fewer categories
- Update GIS zoning map to reflect new zoning classifications
- Review residential and non-residential schedule of uses; update in accordance with this Plan

Residential

- Increase residential opportunities by allowing for denser housing developments and “Missing Middle Housing” and other “nontraditional” housing types
- Allow for expanded neighborhood commercial and live-work developments
- Review Section 153.116 Accessory Buildings, (5) Building Footprint and (9) Prohibited Uses
- Review Section 153.117 Residential Uses, (A)(I) Floor area requirements, (D) Accessory Dwelling Units, and (E) Boarding Houses
- Review Section 153.158 Renting of residential properties
- Review standards for Section 153.170 Building appearance

Parking

- Allow for shared parking among all uses and include parking maximums instead of minimums

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

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=>

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.

Legend

- Roads
- City Boundary
- Parcels
- FLU**
- FLU Designation**
- Public Facilities
- Downtown Core
- Downtown Edge
- City Center Residential
- Community Mixed Use
- Neighborhood Residential
- Neighborhood Center Commercial
- Industrial
- Scenic Reserve
- Private Club Residential
- Highways
- Water Bodies
- Counties_(v17a)

0 0.13 0.25 0.5 0.75 1 Miles



City of Charlevoix
Future Land Use Mapping Exercise

