

**CHARTER TOWNSHIP OF GARFIELD  
PLANNING COMMISSION MEETING**

Wednesday, April 23, 2025 – 7:00 pm  
Garfield Township Hall  
3848 Veterans Drive  
Traverse City, MI 49684  
Ph: (231) 941-1620

**A G E N D A**

**ORDER OF BUSINESS**

**Call meeting to order**

**Pledge of Allegiance**

**Roll call of Board Members**

**1. Public Comment**

**Public Comment Guidelines:**

Any person shall be permitted to address a meeting of The Planning Commission, which is required to be open to the public under the provision of the Michigan Open Meetings Act, as amended. (MCLA 15.261, et.seq.) Public Comment shall be carried out in accordance with the following Commission Rules and Procedures: a.) any person wishing to address the Commission is requested to state his or her name and address. b.) No person shall be allowed to speak more than once on the same matter, excluding time needed to answer Commissioner's questions. Where constrained by available time the Chairperson may limit the amount of time each person will be allowed to speak to (3) minutes. 1.) The Chairperson may at his or her own discretion, extend the amount of time any person is allowed to speak. 2.) Whenever a Group wishes to address a Committee, the Chairperson may require that the Group designate a spokesperson; the Chairperson shall control the amount of time the spokesperson shall be allowed to speak when constrained by available time. Note: If you are here for a Public Hearing, please hold your comments until that Public Hearing time.

**2. Review and Approval of the Agenda – Conflict of Interest**

**3. Minutes – April 9, 2025**

**4. Correspondence**

**5. Reports**

- a. Township Board
- b. Planning Commissioners
  - i. Zoning Board of Appeals
  - ii. Parks and Recreation Commission
  - iii. Joint Planning Commission
- c. Staff Report

**6. Unfinished Business**

- a. PD-2025-31 – Proposed Zoning Ordinance Amendments on “Substantial Construction” Definition and Lighting – Discussion

**7. New Business**

- a. PD-2025-32 – East Bay Township Beach District Plan – Review
- b. PD-2025-33 – 2025 Planning Commission Priorities / Master Plan Implementation Matrix

**8. Public Comment**

**9. Other Business**

**10. Items for Next Agenda – May 14, 2025**

- a. Scussel Property A-Agricultural Rezoning – Public Hearing
- b. Gauthier Site Multi-Family Development Special Use Permit – Findings of Fact
- c. Oak Hollow Planned Unit Development Major Amendment – Introduction
- d. High Tops Cherryland Center – C-P Planned Shopping Center Site Plan Review

**11. Adjournment**

**Joe Robertson, Secretary  
Garfield Township Planning Commission  
3848 Veterans Drive  
Traverse City, MI 49684**

The Garfield Township Board will provide necessary reasonable auxiliary aids and services, such as signers for hearing impaired and audio tapes of printed materials being considered at the meeting to individuals with disabilities upon the provision of reasonable advance notice to the Garfield Township Board. Individuals with disabilities requiring auxiliary aids or services should contact the Garfield Township Board by writing or calling Lanie McManus, Clerk, Ph: (231) 941-1620.

**CHARTER TOWNSHIP OF GARFIELD  
PLANNING COMMISSION MEETING  
April 9, 2025**

**Call Meeting to Order:** Chair DeGood called the April 9, 2025 Planning Commission meeting to order at 7:00pm at the Garfield Township Hall.

**Pledge of Allegiance**

The Pledge of Allegiance was recited by all in attendance.

**Roll Call of Commission Members:**

Present: Molly Agostinelli, Joe Robertson, Pat Cline, John Racine, Cara Eule, Chris DeGood, and Robert Fudge

Staff Present: Planning Director John Sych and Deputy Planning Director Steve Hannon

**1. Public Comment (7:01)**

Haden Northrup of Meadow Drive commented that the Gauthier apartments were generic in appearance and questioned why the special use permit process was required for the project.

**2. Review and Approval of the Agenda – Conflict of Interest (7:02)**

*Agostinelli moved and Fudge seconded to approve the agenda as presented.*

*Yeas: Agostinelli, Fudge, Racine, Eule, Robertson, Cline, DeGood*

*Nays: None*

**3. Minutes (7:02)**

**a. March 12, 2025 and February 26, 2025 Revised**

*Robertson moved and Cline seconded to approve the March 12, 2025 minutes as presented.*

*Yeas: Robertson, Cline, Eule, Racine, Agostinelli, Fudge, DeGood*

*Nays: None*

*Agostinelli moved and Fudge seconded to adopt the Revised February 26, 2024 Joint Meeting minutes as presented.*

*Yeas: Agostinelli, Fudge, Robertson, Racine, Cline, Eule, DeGood*

*Nays: None*

**4. Correspondence (7:05)**

Sych noted that there was no correspondence.

## 5. Reports (7:05)

### **Township Board Report**

Agostinelli stated that the Township has negotiated a three-year deal for another million gallons of water. The overall agreement still needs to be renegotiated but this is a start. The owner of K-1 Speed in the Cherryland Center wants a designation of *Redevelopment Project Area* given to the center to allow for another liquor license. In order to have such a designation, there needs to be a certain amount of investment and population.

### **Planning Commissioners**

#### **i. Zoning Board of Appeals**

Fudge declared that there was no meeting.

#### **ii. Parks and Recreation Commission**

DeGood reported that the Parks Commission reviewed plans for the Commons Trail and had a conversation regarding the CIP.

#### **iii. Joint Planning Commission**

Racine stated that there will be a meeting next week.

### **Staff Report**

#### **i. PD-2025-25 – Planning Department Monthly Report – April 2025**

Sych indicated that a summary of April 2025 Planning Department activities was included in packets, and he highlighted that High Tops has resubmitted an application for the former Younkers building which will come before the Planning Commission in May. He discussed the CIP committee and its make-up. The committee will draft the plan and Sych will keep commissioners apprised of the plan.

## 6. Unfinished Business

### **a. PD 2025-29 – Gauthier Site Multi-Family Development Special Use Permit – Public Hearing (7:14)**

Keel Capital LLC is asking for a Special Use Permit for a multi-family development located at 2105 N. US 31 South, Parcel No. 05-021-054-00. The parcel is zoned R-3 Multi-Family and is about 18.98 acres. The future land use map designates this parcel as High Density Residential and wetlands take up much of the site. 220 parking spaces will be provided and a traffic study called for some improvements to southbound US 31 in the form of a taper lane for right hand turns.

Chair DeGood opened the public hearing at 7:17pm and seeing no one wishing to comment, closed the public hearing.

Commissioners discussed the traffic study, lighting, and the wetland delineation which is still outstanding.

*Agostinelli moved and Robertson seconded TO direct staff to prepare Findings of Fact for application SUP-2025-01, submitted by Gosling Czubak Engineering Services, Inc., for a Special Use Permit for a multiple family dwelling development at Parcel 05-021-054-00 subject to the following condition:*

1. *Provide a wetland delineation verified by the Michigan Department of Environment, Great Lakes, and Energy (EGLE).*

*Yeas: Agostinelli, Robertson, Fudge, Cline, Eule, Racine, DeGood  
Nays: None*

**7. New Business**

**a. PD 2025-30 -Scussel Property A- Agricultural Rezoning - Introduction**

Applicants are requesting a rezoning of a 2.12-acre parcel at 306 W. Hammond Road. It is currently zoned as Conditionally Zoned C-G General Commercial and the applicants are requesting to rezone the parcel to A- Agricultural. The owners propose to assemble two parcels to expand existing conservation easement to prohibit land use development on the property. Zoning on adjacent properties is conditionally zoned A-Agricultural or A- Agricultural. West, North and East adjacent parcels are vacant and the parcel to the south is agricultural. Staff recommend that both the subject parcel and the larger neighboring parcel be included in the application. Additionally, if the application were ultimately approved, Staff recommend including conditions of approval indicating that the parcels are merged and that the conditional rezoning agreements on the parcels are removed. Commissioners discussed the zoning and combining of all parcels and agreed that removing conditional zonings for all parcels was acceptable. Applicant Chris Schussel stated that their intention was to put all parcels together under one zoning designation– A-Agricultural. The conservation easement will be in perpetuity with the Land Conservancy. Motion to rezone all parcels for public hearing.

*Racine moved and Robertson seconded THAT application Z-2024-01, submitted by Chris and Anita Scussel to rezone Parcel Nos. 05- 024-020-00 and 05-024-019-20, from their current conditional zonings to the A-Agricultural zoning district without restriction, BE SCHEDULED for a public hearing for the May 14, 2025 Planning Commission regular meeting.*

*Yeas: Racine, Robertson, Eule, Fudge, Agostinelli, Cline, DeGood  
Nays: None*

**8. Public Comment (7:54)**

None

**9. Other Business (7:54)**

Agostinelli mentioned the Prosperity Plan for the County. Sych further explained the plan from the county and told commissioners that they will be kept apprised of any action on the plan.

**10. Items for Next Agenda – April 23, 2025 (7:55)**

- a. Zoning Ordinance Amendments on “Substantial Construction” Definition, Sign and Lighting – Discussion
- b. East Bay Township Beach District Plan - Review
- c. 2025 Planning Commission Priorities/Master Plan Implementation Matrix

**11. Adjournment**

*Fudge moved to adjourn the meeting at 8:04pm.*

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Joe Robertson, Secretary  
Garfield Township Planning  
Commission  
3848 Veterans Drive  
Traverse City, MI 49684

	<b>Charter Township of Garfield</b> <b>Planning Department Report No. 2025-31</b>	
	Prepared:	April 16, 2025
	Meeting:	April 23, 2025 Planning Commission Study Session
	Subject:	ZO Amendments on “Substantial Construction” Definition and Lighting – Discussion
	Pages:	2
	Attachments:	<input checked="" type="checkbox"/>

**BACKGROUND:**

This report provides updates on three zoning discussion areas recently conducted by the Planning Commission. These discussions may lead to the proposal of formal amendments to the Zoning Ordinance.

**“SUBSTANTIAL CONSTRUCTION” DEFINITION:**

The Planning Commission has been discussing definition of the term “substantial construction” which is in three primary areas in the Zoning Ordinance. The following changes and addition of the definition are presented here for discussion:

**SECTION 201 GENERAL DEFINITIONS**

Using the input from the Planning Commission, Staff is offering a suggested definition:

*Substantial Construction: Substantial construction means the site work must progress beyond grading and completion of structural foundations, and construction must be occurring above grade.*

**SECTION 423 SPECIAL USE PERMITS**

**J. Period of Effect**

*The special use permit and any amendment to it shall remain in effect unless:*

- (1) The special use permit order or amendment has not been recorded in accordance with § 423.L. Recording Procedures;*
- (2) Substantial construction has not ~~commenced~~ **occurred** within two (2) years of final approval by the township or an extension of time granted by the Planning Commission pursuant to § 423.K. Expiration of Approval; or*
- (3) The special use permit order has been revoked by the Planning Commission pursuant to § 423.M.*

**K. Expiration of Approval**

*If substantial construction or, if the special use permit involves no construction, the permitted use has not ~~commenced~~ **occurred** and proceeded meaningfully toward completion within two (2) years from the date the special use permit order was executed, the special use permit shall expire automatically. Prior to expiring...*

**SECTION 424 SITE PLANS**

**K. Expiration of Approval**

- Site diagram, administrative site plan or site development plan approval shall remain valid unless:*
- (1) Substantial construction has not ~~commenced~~ **occurred** and moved meaningfully toward completion within twelve (12) months from the date of approval;*
  - (2) An extension of time has not been granted ~~in writing by the approval authority on the basis that the owner or applicant maintains a good faith intention to proceed with construction;~~ **by the Planning Commission in accordance with § 423.K;***
  - (3) Approval has not been revoked in accordance with § 424.M.*

**SECTION 425 PLANNED DEVELOPMENTS**

**L. Scope of Approval**

**(3) Expiration of Approval**

*(c) Execution of the planned development Report and Decision Order shall act as the date of final approval. If substantial construction or, if the order involves no construction, the permitted use has not ~~commenced~~ occurred and proceeded meaningfully toward completion within two (2) years from the date of final approval, the planned development order shall expire automatically.*

**SECTION 517 – LIGHTING:**

Previously, Commissioners raised concerns about the lighting at some of the newer developments in the Township. Staff identified other issues that could be addressed in Section 517 Lighting of the Zoning Ordinance. For this discussion, please see attachment with proposed text changes to Section 517.

**ACTION REQUESTED:**

These items are for discussion only. No action is requested.

**Attachment:**

1. Section 423.K Expiration of Approval (Special Use Permits)
2. Section 424.K Expiration of Approval (Site Plans)
3. Section 425.L(3)(c) Expiration of Approval (Planned Developments)
4. Section 517 Lighting with Proposed Text Changes

**K. Expiration of Approval**

If substantial construction or, if the special use permit involves no construction, the permitted use has not commenced and proceeded meaningfully toward completion within two (2) years from the date the special use permit order was executed, the special use permit shall expire automatically. Prior to expiring, the applicant may submit a written request for an extension of the special use permit. If the Planning Commission finds that there is sufficient evidence that the applicant will in fact commence construction and proceed meaningfully toward completion, the special use permit may be extended for one (1) additional year provided the following conditions are met:

- (1) The applicant is able to demonstrate that construction or establishment of the use has been delayed by factors that are beyond their control and that construction or use will commence and continue meaningfully toward completion within the one (1) year extension;
- (2) There have been no significant changes in the character of the surrounding area that were not known or anticipated at the time of approval;
- (3) There have been no development approvals granted in the surrounding area that would be in conflict with the approved special use permit; and
- (4) There have been no changes to the master plan or this ordinance that would conflict with the approved special use permit.

**L. Recording Procedures**

- (1) The applicant shall record promptly the special use permit order with the Grand Traverse County Register of Deeds in the chain of title for each parcel or portion thereof to which the order pertains. Alternatively, a memorandum of special use permit may be prepared by the township in such recordable form as deemed appropriate and shall then be recorded promptly by the applicant with the Grand Traverse County Register of Deeds. A copy of each recorded document shall be filed with the Director of Planning within thirty (30) days of final approval by the township or approval shall be considered expired. No land use permits shall be issued until a copy of all required recorded documents has been provided to the township.
- (2) The Director of Planning shall have authority to waive this requirement if it is determined that, given the nature of the special use permit and the conditions imposed, the recording of such a document would be of no material benefit to the township or to any subsequent owner of the land.

**M. Revocation**

Pursuant to § 408 the Township shall have the authority to revoke any special use permit after it has been proved that the holder of the permit has failed to comply with any of the applicable requirements in this Article of the zoning ordinance. After revocation notice has been given, the use for which the permit was granted must cease within sixty (60) days.

connect and serve adjacent development shall be designed appropriately to carry the projected traffic.

- (h) **Shared Drives.** Where the opportunity exists, developments shall use shared drives. Unnecessary curb cuts shall not be permitted.
- (i) **Impervious Surfaces.** The amount of impervious surface has been limited on the site to the extent practical.
- (j) **Master Plan.** The proposal is not in conflict with the land use policies, goals and objectives of the Township Master Plan.

## (2) Required Approval

No site diagram, administrative site plan or site development plan shall be approved unless it conforms to all applicable requirements of each article of this Ordinance.

## G. Conditional Approvals

The approval authority may attach conditions to the approval of a site diagram, administrative site plan or site development plan when such conditions:

- (1) Would ensure the provision of public services and facilities that are capable of accommodating the increased service and service facility capacities caused by the proposed land use or activity;
- (2) Would protect the built and natural environment;
- (3) Would ensure compatibility with adjacent uses of land; and
- (4) Would ensure compliance with the standards and regulations of this ordinance.

## H. Performance Guarantees

A performance guarantee may be required by the approval authority in conformance with § 405, Performance Guarantee.

## I. Amendments

### (1) Site Diagram and Administrative Site Plan Amendments

Amendments to a site diagram or an administrative site plan shall be approved in the same manner as the initial submittal.

### (2) Site Development Plan (Quasi-Judicial Approval) Amendments

Requests to amend a site development plan which was required as part of a Quasi-Judicial development approval shall be subject to the applicable Quasi-Judicial amendment procedure. Refer to § 423 and § 425 - § 430, inclusive.

## J. Subsequent Applications

If an administrative site plan or site development plan is denied, a new plan proposing the same development for the same property shall not be filed within twelve (12) months after a final decision.

## K. Expiration of Approval

Site diagram, administrative site plan or site development plan approval shall remain valid unless:

- (1) Substantial construction has not commenced and moved meaningfully toward completion within twelve (12) months from the date of approval;
- (2) An extension of time has not been granted in writing by the approval authority on the basis that the owner or applicant maintains a good faith intention to proceed with construction;
- (3) Approval has not been revoked in accordance with § 424.M.

**(3) Expiration of Approval**

- (a) Preliminary approval by the Township Board shall act as the date of approval for a preliminary PUD plan submitted under § 426.B Preliminary Review and Decision. The applicant shall submit a complete application in accordance with §426.C., Final Review and Decision, or within 12 months of the preliminary approval or the preliminary plan approval shall be considered expired.
- (b) Preliminary approval by the Planning Commission shall act as the date of approval for a preliminary PURD plan submitted under § 427.B Preliminary Review and Decision. The applicant shall submit a complete application in accordance with §427.C., Final Review and Decision, or within 12 months of the preliminary approval or the preliminary plan approval shall be considered expired.
- (c) Execution of the planned development Report and Decision Order shall act as the date of final approval. If substantial construction or, if the order involves no construction, the permitted use has not commenced and proceeded meaningfully toward completion within two (2) years from the date of final approval, the planned development order shall expire automatically.
- (d) Prior to expiring, extensions of the planned development order may be requested by the applicant. If the Planning Commission finds that there is sufficient evidence that the applicant will in fact commence construction and proceed meaningfully toward completion by the end of the third year, the planned development order may be extended for one (1) additional year where all of the following conditions are met:
  - (i) The applicant is able to demonstrate that construction has been delayed by factors that are beyond its control and that construction will commence and continue meaningfully toward completion within the one (1) year extension;
  - (ii) There have been no significant changes in the character of the surrounding area that were not known or anticipated at the time of approval;
  - (iii) There have been no development approvals granted in the surrounding area that would be in conflict with the approved planned development order; and
  - (iv) There have been no changes to the master plan or this Ordinance that would conflict with the approved planned development order.

**M. Revocation of Planned Development Approval**

If substantial development and completion of the use and buildings do not proceed in conformance with the approved planned development order, or physical or operational changes which violate the order, application, or data accompanying the application by the applicant, its successors, agents or assigns are identified, the Township shall have full authority to revoke approval of the planned development. Upon discovery of a violation, the Director of Planning may issue a notice to appear before a public hearing of the Planning Commission. Notice of such hearing shall be provided in accordance with State statute for public hearings.

In the case of a Planned Unit Development, following completion of the hearing, the Planning Commission shall transmit its recommendation to the Township Board to revoke the planned development approval, require the submittal of an amendment addressing the deficiencies, or confirm the original approval. Upon receipt of the Planning Commission's recommendation, the Township Board shall hold a public hearing prior to making a determination. Following completion

## SECTION 517 LIGHTING

*Purpose:* These provisions are intended to control the use of outdoor, artificial illuminating devices emitting rays into the night sky that have a detrimental effect on the rural atmosphere and astronomical observations and that create glare. It is the intention of this section to:

- Encourage good lighting practices such that lighting systems are designed to conserve energy and money;
- Minimize glare;
- Protect the use and enjoyment of surrounding property; and
- Increase nighttime safety, utility, security, and productivity.

### A. Applicability

#### (1) Generally

- (a) All outdoor, artificial illuminating devices and indoor artificial illuminating devices as noted shall be installed in conformance with the provisions of this section.
- (b) This section does not prevent the use of any material or method of installation not specifically addressed. In considering any deviation from the provisions of this section, the Zoning Administrator shall take into consideration any state-of-the-art technology that is consistent with the intent of this section as new lighting technology develops that is useful in reducing light above the horizontal plane.

#### (2) Exceptions

The following types of light fixtures shall be exempt from the provisions of this section:

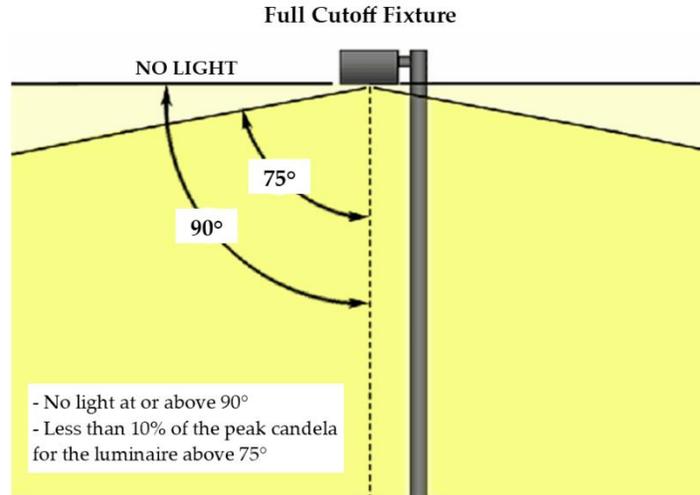
- (a) Low-intensity residential decorative lighting: Residential decorative lighting including porch lights, low level lawn lights, seasonal light such as for Christmas decorating provided that if any such light is directed toward adjacent residential buildings or nearby land, or creates glare perceptible to persons operating motor vehicles on public ways, the luminaire shall be redirected or its light output controlled as necessary to eliminate such conditions.
- (b) Public street luminaires: Luminaires used for public street illumination may be installed up to the edge of any bordering property.
- (c) Emergency lighting: All temporary emergency lighting needed by the police, the fire departments, or other emergency services, as well as all vehicular luminaires, shall be exempt from the requirements of this section.
- (d) Nonconforming fixtures: All outdoor light fixtures legally installed prior to the adoption of this ordinance may remain unchanged, except that any replacement of the subject light fixtures shall be done in compliance with this article.
- (e) Neon lighting as part of a sign
- (f) ~~Flag lighting: Luminaires used for the illumination of the flag of the United States of America shall be exempt from the requirements of this section.~~ Lighting required by state or federal law, such as displaying the United States flag and meeting state building code requirements.

### B. Shielding and Filtration

- (1) All nonexempt outdoor lighting fixtures shall be hooded and/or louvered to provide a glare free area beyond the property line and beyond any public right-of-way line. Direct or directly reflected light shall be confined to the lot from which it originates. Lighting plans shall be designed so as to avoid the reflection of artificial lighting from rooftops.
- (2) All lighting fixtures shall have one hundred percent (100%) full cut-off and shall not emit any direct light above a horizontal plane through the lowest direct light emitting part of the luminaire, as may be certified by a photometric test. The intensity of light at any angle above a cutoff of seventy-five (75) degrees shall be less than ten percent (10%) of the peak candela for the

luminaire.

- (3) Light source locations shall be chosen to minimize the hazards of glare.
- (4) All poles or standards used to support outdoor lighting fixtures shall be anodized or otherwise coated to minimize glare from the light source.



**C. Illumination**

**(1) Generally**

Illumination levels within a site shall ensure that a site is adequately, but not excessively, lit at night. Where feasible, average lighting values of illuminated areas ranging from 0.5 to 1.5 foot candle are recommended. In order to ensure visibility, safety, and security, without unnecessarily contributing to light pollution and limiting enjoyment of the night sky, the following illumination standards shall apply.

**(2) Illumination Levels**

- (a) Average Illumination Levels. Average illumination levels of the illuminated area shall not exceed the levels set forth in Table 5-7 for any use permitted by this section.

Table 5-7: Average Illumination Standards

Area/Activity	Foot Candles
Main Parking Area	3.0
Peripheral Parking Area	2.0
Main Drive Areas	5.0
Directly below lighting fixture	20.0

- (b) Illumination at Property Line. Illumination levels at the property line shall not exceed the levels set forth in Table 5-8 for any use permitted by this section. The maximum illumination shall be measured at grade at the property line of the site.

Table 5-8: Illumination Standards at Property Line

Area/Activity	Foot Candles
<b>Residential Zoning Districts</b>	
Adjoining residential zoning district	0.2
Adjoining nonresidential zoning district	1.0
<b>Nonresidential Zoning Districts</b>	
Adjoining another nonresidential zoning district along an arterial	2.0
Adjoining another nonresidential zoning district along collector street	1.2
Adjoining another nonresidential zoning district along local street	1.0
Adjoining another nonresidential zoning district along property line	1.0
Adjoining residential zoning district along arterial	1.0
Adjoining residential zoning district along collector street	0.6
Adjoining residential zoning district along local street	0.4
Adjoining residential zoning district along property line	0.2
<b>Outdoor Events</b>	
Adjoining or within 1,000 feet of residential zoning district	10.0

- (c) Exceptions to Average Illumination Levels. Automobile dealerships may be permitted a maximum average illumination level of ten (10) foot candles for paved display areas only. Gas stations may be permitted a maximum illumination level of ten (10) foot candles under a pump island canopy only, provided that all light fixtures under such canopy shall be fully recessed into the canopy structure or otherwise fully shielded.

**D. Color Temperature**

Color temperature is measured in Kelvin (K) temperature. In order to minimize negative impacts on circadian rhythms, melatonin production in humans and other animals, and astronomical observation, all proposed lamps shall emit light measuring 3,500 K or warmer (between 0 K and 3,500 K) on the Kelvin scale.

**E. Prohibitions**

**(1) Mercury-Vapor Fixtures and Lamps**

The installation of any mercury-vapor fixture or lamp for use as outdoor lighting is prohibited.

**(2) Metal Halide Fixtures and Lamps**

The installation of any metal-halide fixture or lamp for use as outdoor lighting is prohibited except as follows:

- (a) For outdoor recreation area and amusement area lighting, provided such are mounted at a sufficient height and are properly equipped with baffling and glare guards to meet the requirements of this section; and
- (b) For automobile and similar outdoor sales areas where a high level of color rendition is essential to the activity being conducted.

**(3) Laser Source Light**

The use of laser source light or any similar high-intensity light is prohibited.

**(4) Searchlights**

The operation of searchlights is prohibited.

**(5) Certain Other Fixtures and Lamps**

The installation of any outdoor lighting fixture or lamp is prohibited unless it complies with the shielding and illumination standards (§ 517.B. Shielding and Filtration and § 517.C. Illumination) of this article.

**(6) Recreational Facilities**

No outdoor recreational facility, public or private, shall be illuminated after 11:00 PM, unless otherwise permitted pursuant to a special use permit, except to conclude specific recreational or sporting events or any other activity conducted at a ball park, outdoor amphitheater, arena, or similar facility in progress prior to 11:00 PM. The Planning Commission may adjust lighting requirements for an outdoor recreational facility, public or private, pursuant to a special use permit.

**(7) Outdoor Building or Landscaping Illumination**

The unshielded outdoor illumination of any building, landscaping, signing, or other purpose is prohibited, except with incandescent fixtures of one hundred and fifty (150) watts or less, or low-pressure sodium fixtures.

**(8) Accent Lighting**

Unshielded luminous tube (neon), fluorescent, LED or similar lighting shall be prohibited as an architectural detail on the exterior of any structure; including but not limited to rooflines, cornices, eaves, windows, and door openings. The Planning Commission may approve internally illuminated architectural bands or similar shielded lighting accents as part of a site plan, upon determining that such lighting accents would enhance the aesthetics of the site and would not cause offsite glare or light pollution.

**(9) Interior Lighting Emitting to Outdoors**

All interior light fixtures visible through a window from a public right-of-way or adjacent property shall be shielded to prevent glare at the property line or within a public right-of-way. Unshielded luminous tube (neon), fluorescent, LED or similar light fixtures shall be prohibited where the light source would be visible through the window from a public right-of-way or adjacent property.

**F. Pole Height**

Unless otherwise permitted by special use permit, the maximum height of any pole-mounted lighting fixture or lamp shall not exceed the maximum permitted height of the zoning district in which the fixture or lamp is located.

**G. Lighting Plan**

When the installation of outdoor lighting is part of a development proposal for which site plan approval is required, the site plan shall include a lighting plan for review and approval by the approving authority as part of its site plan approval process and as evidence that the proposed outdoor lighting fixtures and the design of the system comply with this section. The lighting plan may be required to include the following:

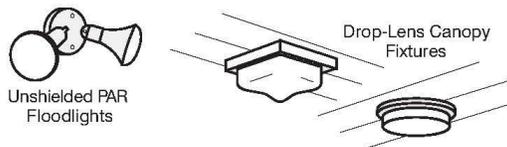
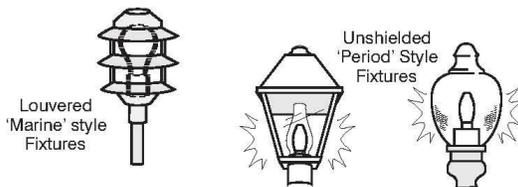
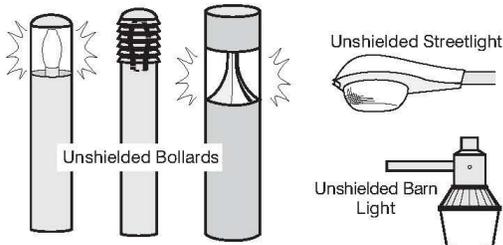
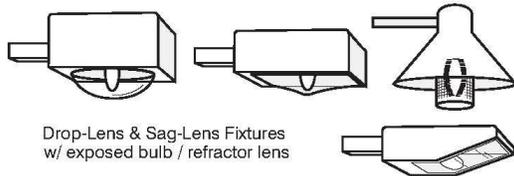
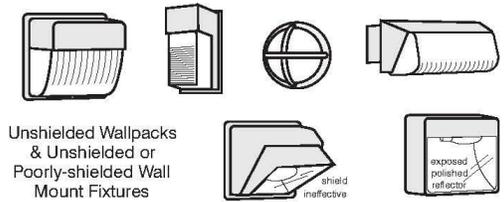
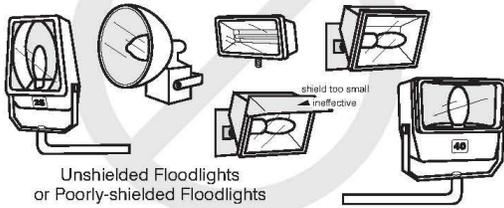
- (1) A site plan showing the location of all existing and proposed exterior lighting fixtures.
- (2) Specifications for all proposed and existing lighting fixtures including photometric data, fixture height, mounting and design, glare control devices, type and color rendition of lamps, and hours of operation.

(3) A photometric plan illustrating the levels of illumination at ground level shall account for all light sources that impact the subject site, including spillover illumination from neighboring properties.

## Examples of Acceptable / Unacceptable Lighting Fixtures

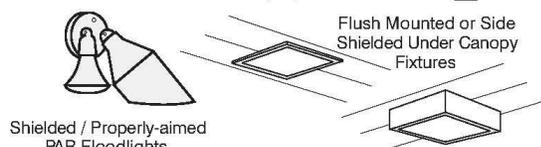
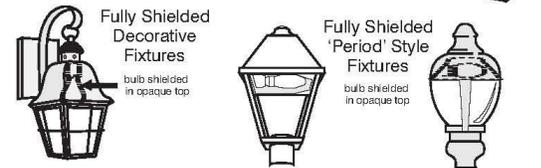
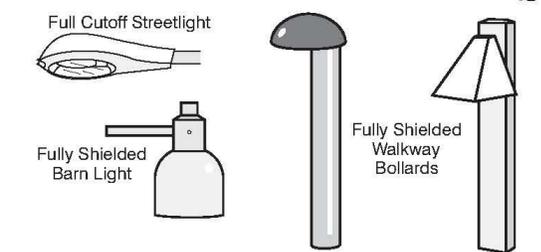
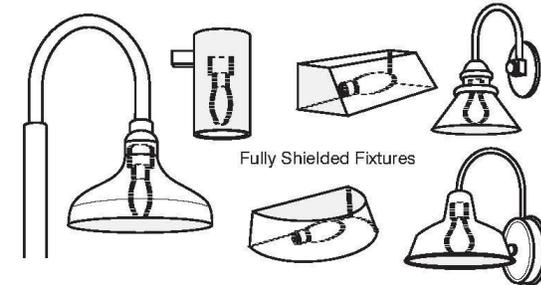
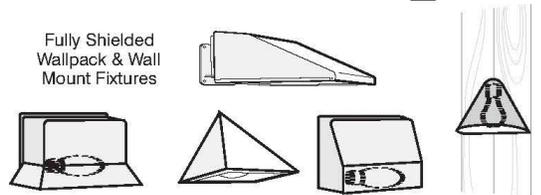
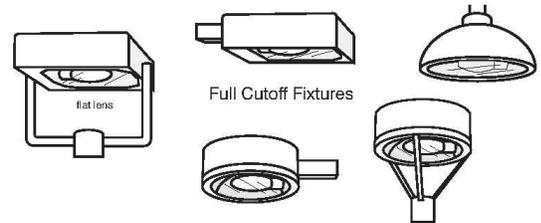
### Unacceptable / Discouraged

Fixtures that produce glare and light trespass



### Acceptable

Fixtures that shield the light source to minimize glare and light trespass and to facilitate better vision at night



	<h2 style="margin: 0;">Charter Township of Garfield</h2> <h3 style="margin: 0;">Planning Department Report No. 2025-32</h3>		
	Subject:	East Bay Township Beach District Plan – Review	
	Prepared:	April 16, 2025	Pages: 2
	Meeting:	April 23, 2025 – Planning Commission	

**BACKGROUND:**

In accordance with the Michigan Planning Enabling Act, local units of government considering adopting or amending a Master Plan are required to request comment upon such from the Planning Commissions of all neighboring municipalities. The Garfield Township Planning Commission last provided comments on the Draft East Bay Township Master Plan on August 1, 2022. East Bay Township ultimately adopted their updated Master Plan on January 3, 2023.

In a letter dated February 25, 2025, the East Bay Charter Township Planning Commission provided notice that they are preparing to amend the 2023 Master Plan to add a subplan for the East Bay Beach District – the U.S. 31 N corridor that runs through East Bay Township. The public review period for this subplan is currently open and concludes on April 28, 2025. At the conclusion of the public comment period, the East Bay Township Planning Commission will hold a public hearing on the subplan on May 6, 2025.

**STAFF COMMENTS:**

The East Bay Beach District Community Engagement & Corridor Plan supports a cohesive vision for the future of the Beach District, a section of the US-31 corridor comprising the entirety of US-31 in East Bay Township. Staff offer the following comments:

- This section of US-31 does not connect directly with Garfield Township, linking instead between the City of Traverse City and Acme Township. However, it is a key transportation corridor in the region and part of the broader US-31 corridor which also includes a portion in Garfield Township.
- The East Bay Beach District Plan may be used as an example if Garfield Township wishes to pursue its own corridor plan. Some of the goals of this plan may be applicable to corridors within Garfield Township such as enhancing the sidewalk network, encouraging housing opportunities, developing coordinated and cohesive wayfinding, etc. Some of the implementation tools may also be useful including a Corridor Improvement Authority (CIA) and design standards as part of amendments to their Zoning Ordinance.
- If the Township wishes to do a corridor plan for South Airport Road, such effort should include the input of East Bay Township as well since a portion of the corridor is in East Bay Township. The Township is open to mutually beneficial cooperation in planning efforts between both Townships.

**PRESENTATION:**

As part of the Beach District Implementation Team Meeting on November 14, 2024, Beckett & Raeder, a consultant on the Beach District Plan, presented an overview of the subplan and the planning process. This presentation is made available at the following link: <https://www.youtube.com/watch?v=bVd-RVPAdns>. Staff offer Commissioners the opportunity to view this presentation at the study session as part of training on corridor planning should the Township pursue its own corridor plan in the future.

**ACTION REQUESTED:**

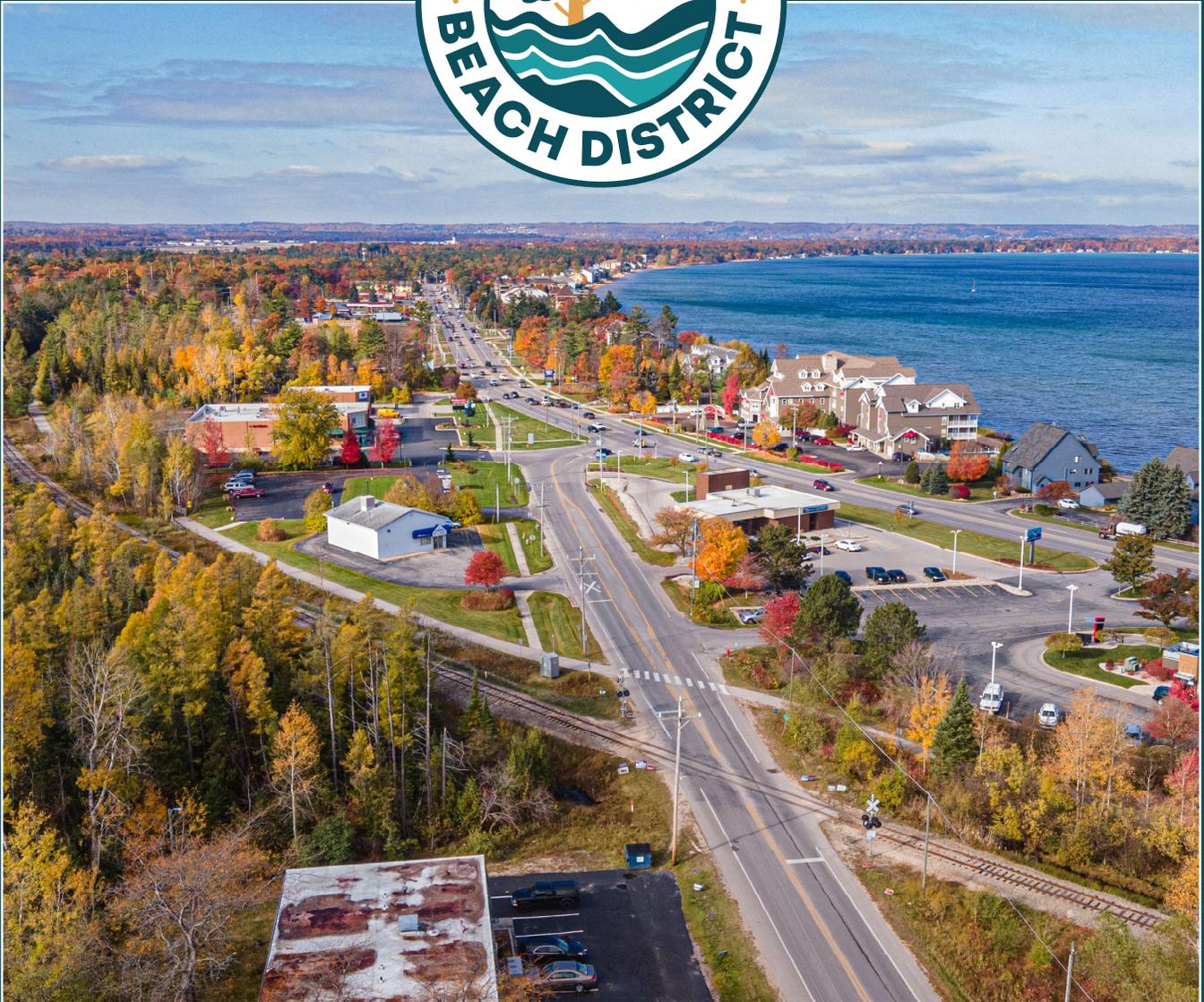
No action is required by the Planning Commission. However, if the Commissioners would like to provide comments to East Bay Township, then the following motion is suggested:

MOTION THAT Planning Staff is directed to prepare and send a letter to East Bay Township outlining the comments of the Planning Commission.

Excerpts from the draft East Bay Beach District Plan are provided as an attachment. The full draft plan is available at the following links:

- [https://eastbaytpw.org/government/departments/planning\\_and\\_zoning/east\\_bay\\_beach\\_district.php](https://eastbaytpw.org/government/departments/planning_and_zoning/east_bay_beach_district.php)
- [https://cms6.revize.com/revize/eastbaychartertownship/East%20Bay%20Township%20Beach%20District\\_Report%20DRAFT\\_2025-02-10.pdf](https://cms6.revize.com/revize/eastbaychartertownship/East%20Bay%20Township%20Beach%20District_Report%20DRAFT_2025-02-10.pdf)

<b>Attachments</b>	
East Bay Beach District Community Engagement & Corridor Plan (excerpts)	February 10, 2025



# EAST BAY BEACH DISTRICT

## Community Engagement & Corridor Plan

DRAFT  
February 10, 2025



Financial assistance for this project was provided by the Michigan Coastal Management Program, Water Resources Division, EGLE, with funding through the National Coastal Zone Management Program. The statements, findings, conclusions, and recommendation in this (report/video) are those of the (Grantee) and do not necessarily reflect the views of the EGLE or the NOAA.



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# Executive Summary

With the support of federal grants from the USDA Rural Development and Michigan’s Coastal Management Programs, the East Bay Beach District Community Visioning Process and Corridor Plan supports the development of a cohesive vision for public investments and revitalization of the Beach District, a section of the U.S.-31 corridor.

Building from goals specific to the Beach District that were outlined in East Bay Township’s 2023 Community Master Plan, this plan relied on a multi-pronged, nine-month long community visioning process to gather and clarify stakeholder preferences as they relate to the Beach District’s development, improvement, and use. The visioning process emphasized discussions on priorities for the district and opportunities for placemaking, additional safety mechanisms, and infrastructure investments. The eight engagement opportunities detailed in the table titled “Community Engagement Strategy” invited participation from corridor employees and residents, business owners, and members of the public as critical stakeholders of the District.

**Table XX: Community Engagement Strategy**

Engagement Type	Date	Description	Participants
Implementation Team	Monthly Meetings	Align project vision, goals, and priorities with Township’s vision for the future.	13
Community Survey 1	April 11 - May 7, 2024	General visioning for the Beach District and future uses.	445
Stakeholder Meetings	May 2024	Preliminary discussion of conditions, experiences, concerns, and ideas.	12
Open House 1	May 14, 2024	General visioning for the Beach District and future uses.	53
Open House 2	May 16, 2024	Design standards and visual preferences.	75
Community Survey 2	July 8 – August 20, 2024	Design standards and visual preferences.	89
Pop-Up Meetings	Throughout Summer	Bring Survey 2 to community members.	-
Final Presentation	October 30, 2024	Prioritization of goals and action items.	50

Alongside community input, an inventory of existing conditions informed the plan’s creation, action plan, and implementation. Current residents of the Beach District and East Bay Township comprise critical stakeholder groups as do existing businesses and their employees. Visitor data for both local and seasonal patrons provide information about the District’s points of attraction, economic patterns, and opportunities for economic development strategies (such as increasing branding and promoting a place identity). The Beach District also provides an important confluence of both non-motorized and motorized transportation modalities given its proximity to the TART Trail, ongoing efforts to improve sidewalks and implement footbridges, and adjacency to U.S.-31. Its location along the coast of Grand Traverse Bay further influences development considerations, recognizing surrounding natural features and ecosystems, threats that stem from changing climate patterns, and opportunities to prioritize resilient planning practices that offer benefits at a local and regional level.

The vision for the Beach District emphasizes pedestrian safety, increased access, placemaking and recreational opportunities, and diverse business opportunities, each viewed through the lens of enhancing climate resilience. The Action Plan of this document includes items that have been prioritized based on community feedback and include responsible parties, possible partnerships and sources of funding, and a general timeline of implementation.

The plan also includes implementation support, detailing various mechanisms to help fulfill the vision. These recommendations include the establishment of a Corridor Improvement Authority (CIA) and tax increment financing (TIF) district for the area; various zoning amendments to encourage community desires for future uses and sustainability mechanisms required for future developments; a fixtures and furniture guidebook to support the Beach District’s aesthetic identity; and grant opportunities to fund implementation.

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# 1. The Vision

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East Bay Township has long recognized the value of the Beach District corridor. In its 2023 Master Plan, the Township named the creation of a vision to transform the future of the East Bay Beach District as a high priority and is acting upon the priority through this plan. While the Beach District's challenges (such as high traffic speeds, limited pedestrian crossings, vacant or underutilized sites, and proximity between residential neighborhoods and commercial activities) pose some barriers to the corridor's vibrancy and fully realized potential, mitigating these areas is a priority of the plan and is reflected in the desires and ideas of community stakeholders.

By addressing these challenges, the Township intends to enhance placemaking so that the District can become an accessible economic hub that offers diverse employment, recreation, cuisine, and entertainment opportunities as a welcoming destination with year-round, up north, freshwater experiences. This vision seeks to create a vibrant Beach District that benefits residents and visitors alike. The vibrant Beach District would include increased pedestrian connectivity and safety, outdoor dining, and access to the water.

## COMMUNITY ENGAGEMENT FINDINGS

Community input served as a cornerstone of the planning process. Findings from each engagement opportunity supported an iterative approach in which highlighted ideas and priorities were expanded upon during future engagements, allowing for a co-created corridor plan that is crafted around community desires at every turn. Key findings across engagement opportunities are described below:

### Favorite Aspects of the Corridor

Community engagement participants consistently regarded access to the TART Trail and TART's role in bolstering patronage to the Beach District as their favorite aspect of the corridor. 87.5% of survey respondents indicated that they use the TART Trail for recreational purposes, highlighting opportunities for further partnership and integration with the District. Survey takers regard public water and beach access as one of the Beach District's greatest assets, and proximity to natural features (such as Gen's Park and the State Park Beach) are also considered attractions to and strengths of the corridor.



Additionally, restaurants and bars are a top attraction with 78.4% of survey respondents indicating that they take advantage of what is currently offered in the District. Overall pedestrian access and walkability are considered assets as well.

## Concerns and Desired Improvements

Throughout the engagement process, pedestrian safety was consistently regarded as the highest priority and most prominent concern for community members due to insufficient crossings and sidewalks, especially considering the high traffic speeds and vehicular safety concerns. When asked to rank eight separate corridor amenities from most important to least important, 37% listed safe crossings across U.S.-31 N as the highest priority. Desires for greater walkability, improved sidewalk quality and connectivity, and a town center feel were also emphasized. Community members also highlighted their desire to encourage natural preservation within the District on behalf of the environment and wildlife.

Beyond pedestrian safety, a desire for greater access via additional parking opportunities, transit systems, and non-motorized connections were emphasized by community members. The TART Trail provides an opportunity for non-motorized access to the Beach District – however, additional signage to clearly mark the trail was cited as an opportunity for improvement. Greater, clarified access to the beach was also considered a priority among community members, as were additional recreational opportunities (such as public water access and pedestrian pier development at the end of Four Mile Road) and the transformation of public spaces.

Finally, the business landscape of the Beach District also arose as the subject of concern and desired improvements by community members. Residents

expressed the feeling of a lack of community and being overlooked by business interests. Relatedly, concerns about the impact of short-term rentals on housing opportunities as well as associated tourist traffic were raised. Community members expressed a desire for additional restaurants to further bolster the Beach District as a destination for both locals and visitors alike.

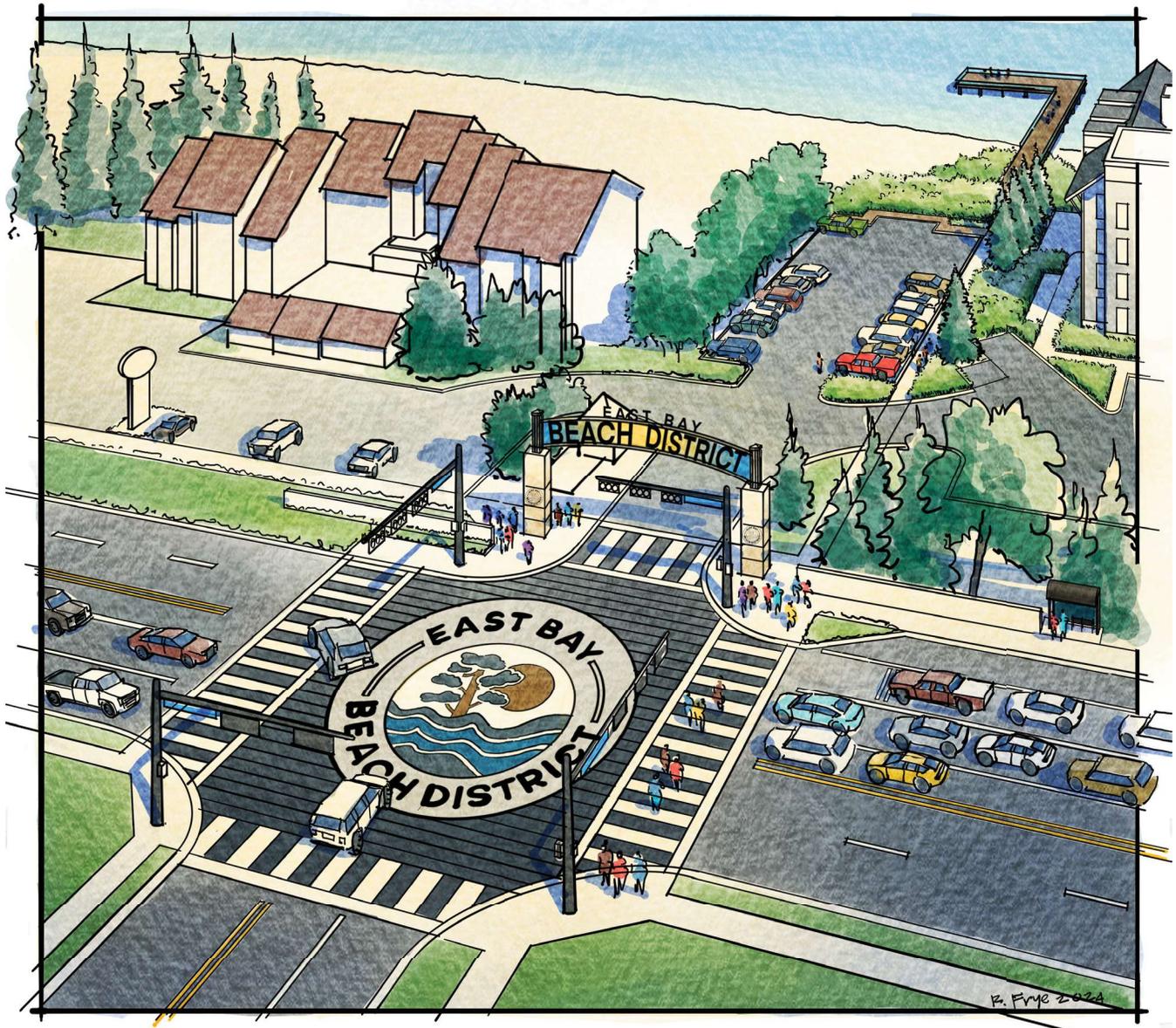
## Recommendations for Improvements

Recommendations for the Beach District were crafted from community feedback and are incorporated into this report's action plan. The primary areas of focus for improvements are listed below:

- » Safer, clearly marked pedestrian crossings
- » More independent and diverse business types
- » Enhanced infrastructure, such as sidewalk connections to TART Trails and more wayfinding
- » Tourist traffic management with better guidance and clear crossings
- » Wider, continuous sidewalks
- » Buried utilities lines
- » Enhanced tree canopy

## OPPORTUNITY SITES

As a part of the community visioning process and open house engagement sessions, three opportunity sites were presented to attendees as locations that the Township would like to reimagine to better serve the community and contribute to the goals of the Beach District. The Township worked closely with willing property owners of each opportunity site to ensure community input aligned with constraints from private land owners. Concept drawings of each opportunity site as well as related community input are provided in this section.



## Four Mile Road End

**Location:** End of N. Four Mile Road between the Beach Condominium and Tamarack Lodge.

Community members expressed strong support for developing the Four Mile beach area with a concept that makes it safe to gather and access, focusing on:

- » **Safety Enhancements:** Calls for improved pedestrian crossings and ADA-accessible pathways to water.
- » **Recreational Features:** Enthusiasm for a boardwalk, viewing pier, and access for paddleboarding and kayaking.
- » **Traffic Management:** Appreciation for existing traffic flow and signalized crossings to enhance safety and slow traffic.
- » **Park Development:** Desire to create a park area, with suggestions to relocate the boat launch to Bunker Hill and prioritize green space over parking lots.
- » **Aesthetic Improvements:** Positive feedback on the chic design of street signals and poles.

Overall, the community envisions the Four Mile Road end as a vibrant, accessible area that encourages recreation and prioritizes safety.



## O'Grady Parcel

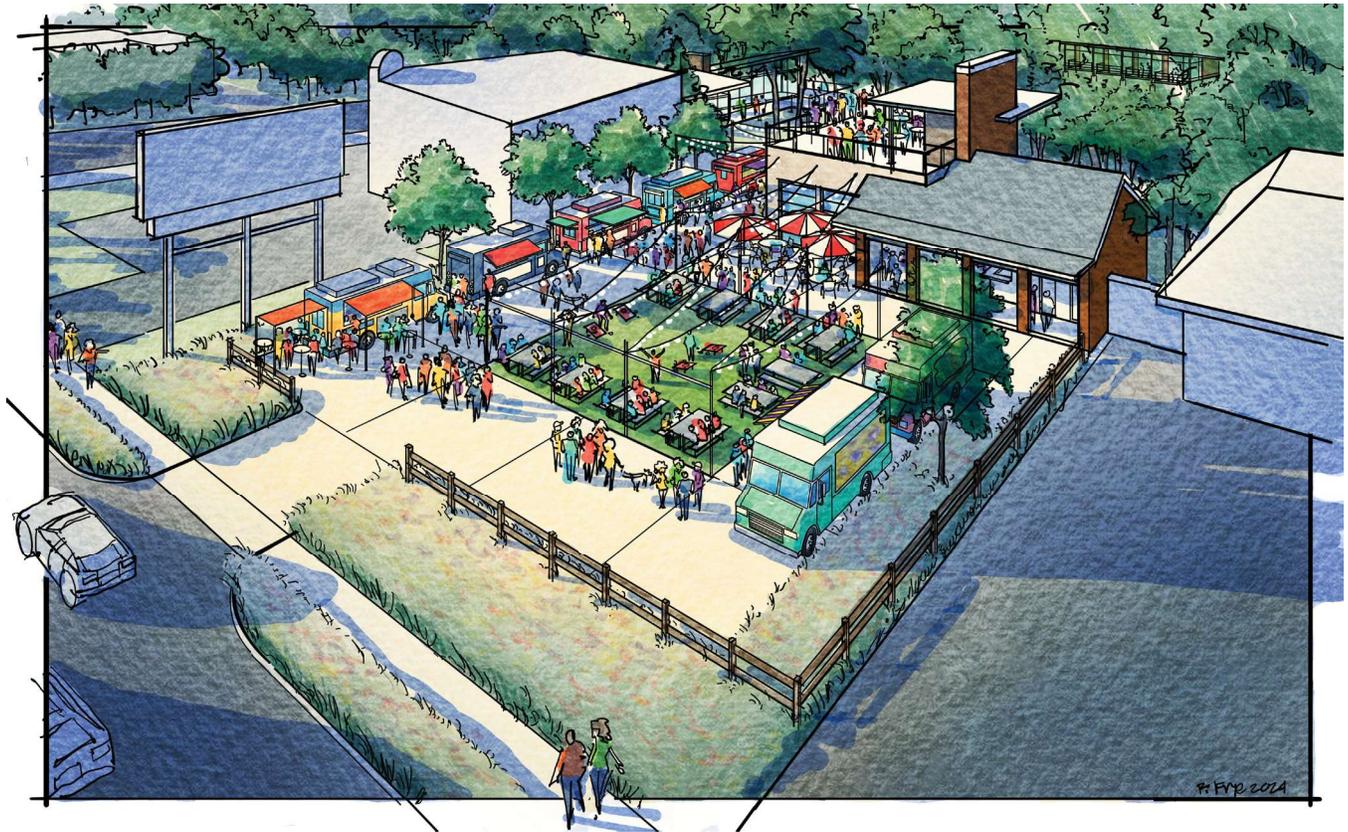
Location of Parcel: 1818 U.S.-31 North Traverse City, MI 49686

Lot Size: 0.76 acres

Community members expressed a range of desires for the O'Grady parcel, with the following preferences:

- » Food Trucks and Restaurants
- » Trail Access/ Connecting this Space to the Trail Network
- » Pocket Park, Green Space, and Workout Area
- » Trailhead Parking
- » Mixed-Use Development and Gathering Spaces

Overall, the community envisions the O'Grady parcel as a multifunctional area that incorporates food options, recreational spaces, and facilities to foster social interactions.



## Mitchell Creek Inn

Location of Parcel 1: Mitchell Creek Inn at 894 Munson Ave.

Location of Parcel 2: 4331 N. Three Mile Rd.

**Total Lot Size:** 1.72 acres

This is currently the site of a small hotel and Mitchell Creek runs through the property.

Community members expressed their preferences for the Mitchell Creek area, with the following interests:

- » Using the on-site Natural Areas for the public
- » Outdoor Gathering Place
- » Restaurant and hosting Food Trucks
- » Protecting the trees that are on the property

Overall, the community envisions Mitchell Creek as a natural and inviting space that emphasizes outdoor activities and social gatherings.

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# 2. Action Plan

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The following actions were developed based on public input throughout the nine-month long community engagement process. They have been reviewed by the public during the final presentation, by staff, the Beach District implementation team, the Planning Commission, and the Township Board.

The following goals were established for the Beach District:

1. Enhance water access in the district.
2. Work with MDOT to develop safe pedestrian crossings and support traffic calming measures.
3. Complete and enhance the sidewalk network.
4. Support Placemaking initiatives throughout the district.
5. Enhance recreational opportunities in the district.
6. Encourage housing opportunities in the district.
7. Partner with BATA to enhance bus stops in the district.
8. Develop coordinated and cohesive wayfinding signage
9. Promote a diversity of food and retail opportunities throughout the district.
10. Promote coastal resiliency and natural feature protections.

Each goal is supported by an associated set of actions. A priority level, responsible party, partner organization(s), general timeline, and possible funding options are provided for each action item associated with the Beach District's ten goals.



## Goal 1: Enhance water access in the district.

Action Item	Priority Level	Implementation Partners	Timeline	Possible Funding
Develop an inclusive community pier and public water access at the end of 4 Mile Road, implementing the artistic rendering with a gateway, art, and improved non-motorized mobility.	High	Township Board, Parks Commission, Road Commission, MDOT	5 years	MDNR Trust Fund, TIF
Partner with the MDNR to enhance public access to the TC State Park beach.	Medium	Township Board, Parks Commission, MDNR	Ongoing	MDNR Trust Fund, TIF

## Goal 2: Work with MDOT to develop safe pedestrian crossings and support traffic calming measures.

Action Item	Priority Level	Implementation Partners	Timeline	Possible Funding
Add a 4th crosswalk at U.S. 31 and 4 Mile and explore limiting right turn movements with pedestrian activation.	High	Township Board, MDOT, Private Property Owners	3-5 years	TIF
Develop an ADA crossing near the TC State Park, either an ADA pedestrian bridge or an at grade crossing.	High	Township Board, MDNR, MDOT	3-5 years	TIF
Install a safe crossing, such as a HAWK signal, between 3 Mile Rd and 4 Mile Rd.	High	Township Board, Staff, MDOT	3-5 years	TIF
Evaluate opportunities for right-of-way acquisition to build a tunnel or bridge along the corridor to enhance public access to the corridor.	Medium	Township Board, Staff, MDOT, Private Property Owners	5-10 years	TIF
Add planted medians to the center of U.S. 31 where possible.	Medium	Planning Commission, MDOT	Ongoing	TIF
Work with MDOT to identify opportunities for collaboration and implementation and coordinate Beach District project priorities with routine road projects.	Medium	Township Board, Planning Commission, MDOT, BATA, TART	Ongoing	
Explore adoption/amendments of a local noise ordinance to limit the use of truck engine breaks.	Low	Township Board, Staff	1-3 years	
Develop an access management plan to limit points of conflict between vehicles entering and existing private drives.	Low	Township Board, Staff, MDOT	1-3 years	

### Goal 3: Complete and enhance the sidewalk network.

Action Item	Priority Level	Implementation Partners	Timeline	Possible Funding
Maintain the sidewalks year-round, including winter plowing.	High	Township Board	1-3 years	TIF
Add a sidewalk along 4 Mile Road from Pine Dr. to connect the TART Trail and U.S. 31.	High	Township Board, Road Commission	1-3 years	TIF
Complete the sidewalk network on both sides of U.S. 31.	High	Township Board, MDOT, Private Property Owners	5-10 years	TIF

### Goal 4: Support placemaking initiatives throughout the district.

Action Item	Priority Level	Implementation Partners	Timeline	Possible Funding
Promote third spaces, food trucks, outdoor dining, and other civic gathering opportunities around food and beverage.	High	Township Board, Planning Commission, Private Property Owners	Ongoing	
Amend the zoning ordinance standards for signage and billboards to be consistent with the Beach District vision and public input.	Medium	Planning Commission	1-3 years	
Explore opportunities for art, including outdoor murals, signage, and sidewalk/street painting.	Medium	Township Board, Parks Commission, BATA, TART, Private Property Owners	3-5 years	
Plant flowers, install planters, and other landscaping along the corridor along with public seating areas.	Medium	Township Board, MDOT, Private Property Owners	3-5 years	TIF
Create a "Furniture, Fixtures, and Landscaping Guidebook" for public and private development along the corridor.	Medium	Township Board, Planning Commission, Private Property Owners	3-5 years	
Install enhanced pedestrian scale dark sky compliant lighting along the corridor.	Medium	Township Board, MDOT, Private Property Owners	5 years	TIF
Bury the utility lines.	Medium	Township Board, Utility Companies, Private Property Owners	Ongoing	TIF
Pursue opportunities for new civic gathering spaces and outdoor entertainment venues.	Medium	Township Board, Planning Commission, Private Property Owners	Ongoing	
Rename the section of U.S. 31 in East Bay Township Munson Avenue.	Low	Township Board, MDOT	3-5 years	
Identify locations and explore expanding opportunities for public restrooms.	Low	Township Board, Parks Commission	5 years	MDNR Trust Fund

**Goal 5: Enhance recreational opportunities in the district.**

Action Item	Priority Level	Implementation Partners	Timeline	Possible Funding
Explore opportunities to improve wayfinding and making users of the Reffitt, the TART trail, and the public portion of the beach aware of the Beach District.	Medium	Staff, TART, GTRLC	1-3 years	
Work with the GTRLC to expand the path network in Reffitt Nature Preserve and connect it to the TART trail near the State Park.	Medium	Staff, TART, GTRLC	3-5 years	
Strategically work with TART & private property owners to designate park/ride parking spots to create additional access points to the TART Trail network.	Medium	Staff, TART	Ongoing	

**Goal 6: Encourage housing opportunities in the district.**

Action Item	Priority Level	Implementation Partners	Timeline	Possible Funding
Encourage mixed use developments along the corridor with housing above commercial uses.	High	Planning Commission	1-3 years	
Support attainable housing for workers along the corridor through TIF, PILOT, or other incentives.	High	Township Board, Planning Commission	3-5 years	

**Goal 7: Partner with BATA to enhance bus stops in the district.**

Action Item	Priority Level	Implementation Partners	Timeline	Possible Funding
Identify locations for BATA Park and Ride.	Medium	Staff, BATA	1-3 years	
Add new shelters and amenities like landscaping, seating, and bike racks at bus stops.	Medium	Staff, BATA, MDOT	3-5 years	TIF
Work with property owners to identify locations for pullouts for buses.	Medium	Staff, BATA	Ongoing	

**Goal 8: Develop coordinated and cohesive wayfinding signage.**

Action Item	Priority Level	Implementation Partners	Timeline	Possible Funding
Use thoughtful planning to improve connectivity between TART and U.S. 31 without oversigning the trail.	Medium	Staff, TART	3-5 years	
Continue to add Beach District branding signage along the corridor, including gateway signage.	Medium	Staff	Ongoing	TIF
Feature destinations like the parks, dining opportunities, and public access to the water.	Low	Staff, Private Property Owners	Ongoing	

**Goal 9: Promote a diversity of food and retail opportunities throughout the district.**

Action Item	Priority Level	Implementation Partners	Timeline	Possible Funding
Amend the zoning ordinance to require new hotels and hospitality establishments provide public amenities.	Medium	Planning Commission	1-3 years	
Actively market available properties for new locally owned sit-down restaurants.	Medium	Staff, MEDC, Traverse Connect	Ongoing	TIF

**Goal 10: Promote coastal resiliency and natural feature protections.**

Action Item	Priority Level	Implementation Partners	Timeline	Possible Funding
Add more street trees along U.S. 31.	High	Township Board	Ongoing	Grants
Work with MDOT and private property owners to protect, preserve and enhance the iconic White Pines in the district.	High	Staff	Ongoing	
Update stormwater ordinance to include green infrastructure best practices to protect water quality.	Medium	Township Board, Planning Commission, Staff	3-5 years	

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# 3 ■ Implementation

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The implementation of the East Bay Township Beach District Corridor Plan is critical to the transformation the area into a vibrant, accessible, and economically thriving destination. This chapter outlines the necessary actions, funding opportunities, zoning strategies, and partnerships that could be utilized to achieve the community's vision while ensuring long-term sustainability and resilience.

## **CORRIDOR IMPROVEMENT AUTHORITY (CIA)**

A Corridor Improvement Authority (CIA) is a significant tool that can be utilized to fund and manage improvements in the Beach District Corridor. A CIA is a public entity established under Michigan's Corridor Improvement Authority Act (PA 280 of 2005) to address redevelopment challenges, enhance infrastructure, and promote economic development within a designated area. To create a CIA, a municipality must take several steps, including defining the boundaries of the proposed improvement district, creating a development plan, and obtaining Township Board approval. Public hearings are required to ensure transparency and gather community input. Once established, the CIA operates with a dedicated funding mechanism, often through the use of Tax Increment Financing (TIF).

### *Tax Increment Financing (TIF)*

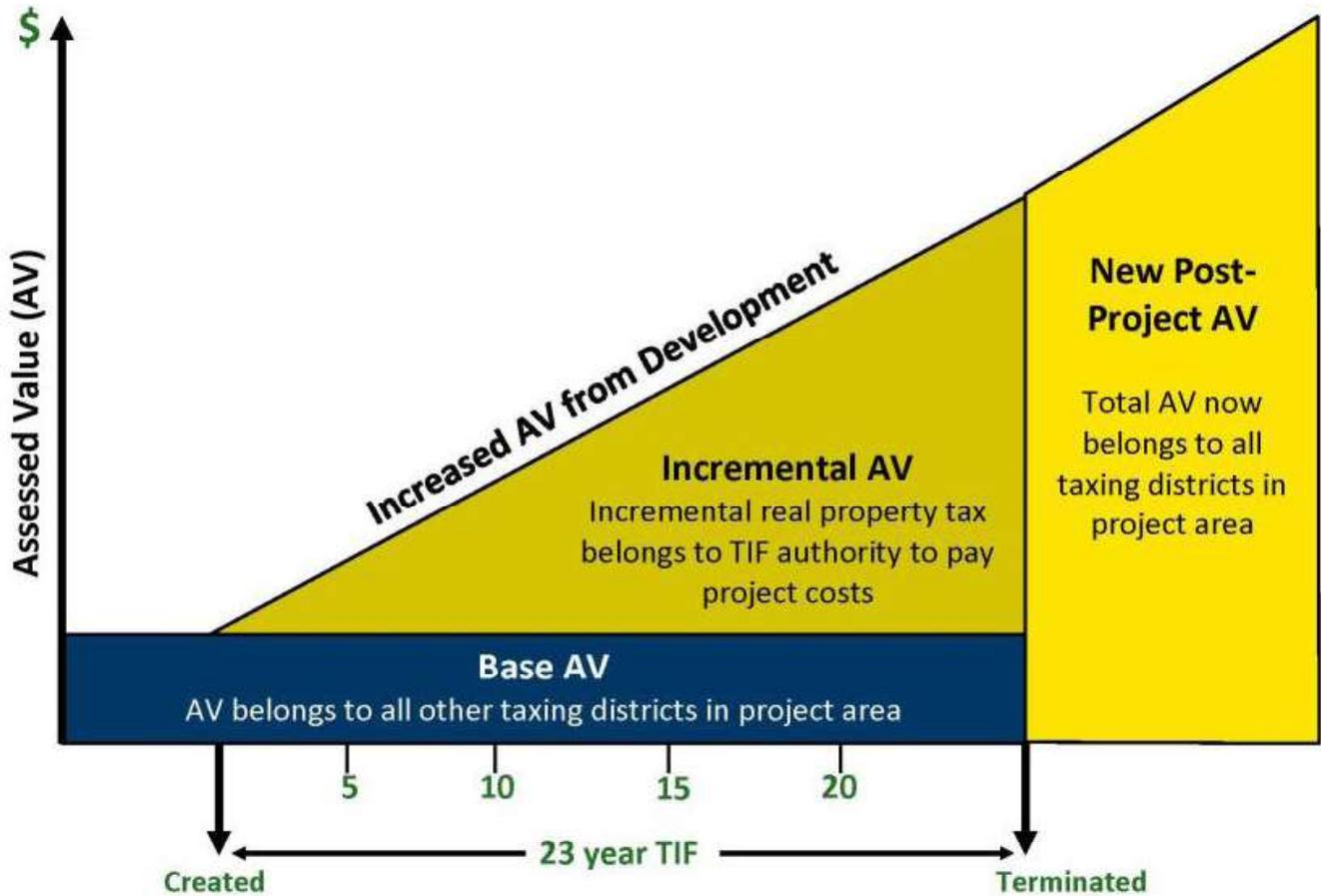
A TIF district captures the incremental increase in property tax revenues within the designated improvement area as property values rise due to investments and redevelopment. Here's how it works:

1. **Establishing a Base Tax Value:** At the time the TIF is created, the current assessed value of all properties within the district is recorded as the "base value."
2. **Capturing Incremental Growth:** As redevelopment occurs and property values increase, the difference between the base value and the new, higher assessed value generates the "increment."
3. **Reinvesting Revenue:** Taxes on this increment are then captured and reinvested by the CIA into improvement projects, such as infrastructure upgrades, streetscape enhancements, public spaces, or traffic-calming measures.

A TIF does not increase taxes for property owners but reallocates the growth in tax revenues back into the district for its development. This funding mechanism allows the Township to channel resources directly into corridor improvements without relying solely on external funding sources or raising taxes.

The benefits of a CIA with a TIF are significant. It creates a sustainable, predictable revenue stream for long-term investments, encourages private development by demonstrating public commitment, and ensures that the value generated by redevelopment directly benefits the area. Additionally, it enhances the area's attractiveness by increasing property values and fostering economic activity.

Figure XX: TIF Assessed Value (AV) Over Project Life



## Corridor Improvement Authority (CIA) and Tax Increment Financing (TIF)

A Corridor Improvement Authority (CIA) and Tax Increment Financing (TIF) can stimulate various types of economic activity within a designated improvement district. Here are the primary types of economic activity generated by a CIA and TIF:

### 1. Increased Private Investment

- » Development and Redevelopment: TIF revenue provides funding for infrastructure upgrades (e.g., roads, utilities, public spaces), which attract private developers by reducing upfront costs.
- » Mixed-Use Developments: Encouraging projects that combine residential, retail, and office spaces enhances land use efficiency and economic vitality.
- » Commercial Expansion: Improvements to the corridor make the area more attractive to businesses looking to open or relocate, especially restaurants, retail stores, and service providers.

### 2. Business Growth and Retention

- » New Businesses: Enhanced amenities and infrastructure draw diverse businesses, boosting the local economy and employment opportunities.
- » Existing Business Support: Upgrades to streetscapes, lighting, parking, and pedestrian infrastructure benefit current businesses by increasing customer traffic and revenue.

### 3. Job Creation

- » Construction Jobs: Redevelopment projects funded by TIF generate short-term construction and related jobs.
- » Long-Term Employment: New businesses and expanded existing businesses create sustained job opportunities across various sectors, such as retail, dining, and professional services.

### 4. Property Value Appreciation

- » Residential and Commercial Properties: The corridor's enhanced appearance and infrastructure increase demand, raising property values and spurring further development.
- » Increased Tax Base: Although the TIF captures the increment for reinvestment, the base value continues to contribute to local services. Over time, the overall tax base expands.

### 5. Tourism and Hospitality Revenue

- » Destination Appeal: A revitalized corridor with amenities like parks, pedestrian crossings, and public art becomes a draw for visitors.
- » Hotel Occupancy and Spending: Increased foot traffic from tourists staying within the area leads to higher spending at local businesses and accommodations.

### 6. Retail and Dining Activity

- » Higher Sales Volumes: Improved access and aesthetics draw more customers, increasing retail and dining revenue.
- » Diverse Offerings: New businesses provide additional options, keeping residents and visitors in the corridor instead of seeking amenities elsewhere.

### 7. Cultural and Community Events

- » Event Hosting: Enhanced public spaces create venues for markets, festivals, and other gatherings, generating revenue for local businesses and fostering community pride.
- » Placemaking Activities: Public art installations, wayfinding signage, and landscaping contribute to a unique identity which encourages repeat visits.

### 8. Enhanced Real Estate Development Opportunities

- » Redevelopment of Underutilized Sites: Incentives through the TIF encourage the transformation of vacant or underperforming properties into productive assets.
- » Workforce and Affordable Housing: Mixed-use developments can include housing units, addressing community needs while enhancing economic activity.

By creating an environment conducive to investment and growth, a CIA and TIF transform an area into a thriving economic hub, benefiting businesses, residents, and local governments.



## ZONING AMENDMENTS

To encourage mixed-use development and increased density, the Township should consider a number of zoning amendments. Key amendments may include:

1. **Form-Based Codes or Design Standards:**
  - » Focus on building design, placement, and interaction with the streetscape rather than traditional use-based zoning.
  - » Encourage developments that align with the corridor's aesthetic and placemaking goals.
  - » Require new and redeveloped commercial uses to provide a public benefit. For example, a hotel may provide a restaurant that is open to the public as well as outdoor seating and parking for bus and trail users.
2. **Streamlined Approval Processes:**
  - » Establish expedited permitting processes with administrative review for developments that align with the new zoning standards and corridor goals.
3. **Sustainability Requirements:**
  - » Explore amendments to the storm water ordinance and other zoning incentives to encourage green infrastructure and energy efficient designs to support resiliency goals.

These amendments will encourage compact, walkable, and vibrant development that aligns with the community's vision while addressing the growing demand for diverse housing and business opportunities. Additional public workshops and input sessions will be essential to ensure these changes reflect community priorities.

## FIXTURES AND FURNITURE GUIDEBOOK

Strengthening public-private partnerships is essential for the corridor's success. While existing relationships with BATA, TART, and the implementation team provide a foundation, new partnerships with private property owners will be critical. To support cohesive development, the Township can create a Fixtures and Furniture Guidebook that offers standards for elements such as lighting, benches, signage, and landscaping. This guide will ensure consistency across public and private spaces, fostering a unified and visually appealing corridor. The Guidebook should be referenced when redevelopment occurs on private property as well as within the public space of the corridor.

## GRANT OPPORTUNITIES

The Township should continue to explore grant funding while also understanding that grants require staffing and funding to draft and implement. With this corridor plan and the additional input received throughout this process, as grants become available, the Township should be positioned to be competitive for grants.

## PRIORITIES FOR ACTION

Immediate, low-hanging fruit initiatives from the action plan should be prioritized. These early successes will build momentum and community support for broader implementation efforts.

By implementing these zoning amendments, strengthening partnerships, and leveraging state and local resources, the East Bay Township Beach District Corridor can achieve its vision of becoming a thriving, mixed-use hub for residents and visitors alike.

	<h2 style="margin: 0;">Charter Township of Garfield</h2> <h3 style="margin: 0;">Planning Department Report No. 2025-33</h3>		
	Subject:	2025 Planning Commission Priorities / Master Plan Implementation Matrix	
	Prepared:	April 16, 2025	Pages:
Meeting:	April 23, 2025 – Planning Commission		

**BACKGROUND:**

The Township Board adopted an updated Township Master Plan at their regular meeting on July 9, 2024. This updated Master Plan included an Implementation Matrix lists the Goals and Objectives of the Master Plan as well as the responsible parties for implementing each objective. The Master Plan indicates that the Planning Commission will determine the priority goals and objectives each year via the Annual Work Plan, using the Implementation Matrix as a guide.

Several ongoing projects may be included in the Annual Work Plan, including the following:

- The Planning Commission is reviewing some potential Zoning Ordinance amendments including creating a definition for “Substantial Construction,” updating the lighting standards of Section 517, and reviewing and updated the sign regulations of Section 630.
- The Township is working on a draft Capital Improvements Plan (CIP) and the Township Board has created a CIP Committee to assist in developing the draft CIP. The Planning Commission will also have a role in reviewing the draft CIP, especially how it helps implement the Master Plan. The CIP may be a topic for a future Planning Commission study session.

**STAFF COMMENTS:**

Staff offer the following ideas as potential priorities for the Planning Commission as part of implementation of the Master Plan:

- ***South Airport Road Corridor Plan*** – Goal #7 in the attached Master Plan Implementation Matrix is in the category Transportation and Infrastructure: Streets and Roads. The goal in this category is “Support the improvement, maintenance, and connectivity of streets and roads.”

A corridor plan for South Airport Road is proposed to address several aspects of the corridor such as access management, cross-access connections, trails, sidewalks, and streetscape design elements such as signage and lighting. A corridor plan for South Airport Road would help fulfill this goal and several of the associated objectives within the Master Plan. Specifically, Objective 7.6 states that “...access management plans are desired for key corridors including the South Airport Road corridor from Cass Road to Townline Road...”

- ***Mixed-Use Zoning Districts*** – The Master Plan includes the Future Land Use Map and envisions two different types of mixed-use categories: “Mixed Use Center” and “Mixed Use Neighborhood.” The descriptions of these categories include specific areas of the Township where these future land use designations are applied and describes guiding principles for future development in these areas.

Part of implementing these mixed-use designations includes exploring the creation of new Mixed-Use zoning districts. This strategy is mentioned in the Zoning Plan as a potential tool to implement these mixed-use future land use designations. The Master Plan Implementation Matrix supports exploring the creation of these districts as well, specifically objective #6.5 (Alter zoning standards and requirements for housing, including creating districts that allow for mixing of residential uses with non-residential uses...) and objective #11.4 (Plan and zone for mixed-use commercial centers and efficient reuse of existing buildings and sites).

**NEXT STEPS:**

This item is intended for discussion among the Planning Commission to review potential priorities for the Commission and Staff to focus on throughout 2025. The Master Plan Implementation Matrix is included as an attachment to this report to help spur discussion.

<b>Attachments</b>	
Master Plan Implementation Matrix	July 9, 2024

Categories and Goals	Objective	Responsible Parties
<b>1. Natural Resources: Natural Environment</b>  Goal: Promote natural environment protection in a planned and strategic manner.	(1.1) Make environmentally conscious decisions in review of development applications or zoning policy considerations.	PC, PD, TB
	(1.2) Create an interconnected network of natural areas and protect environmental assets through parkland acquisition or, when feasible, require developments to set aside lands that provide usable open space.	PRC, PD, TB
	(1.3) Protect the vistas and views along rivers and lakes, and limit building placement and clearing of vegetation along surface waters.	PC, PD
	(1.4) Facilitate context-sensitive development and redevelopment through review processes that support a healthy balance between the built and natural environments.	PC, PD
	(1.5) Collaborate with environmental interests to improve the health of the environment.	PD, GTCD, GTRLC
	(1.6) Require the incorporation of native plantings in required landscaping for commercial, multi-family, and industrial developments.	PD, PC, GTCD
<b>2. Natural Resources: Water Quality</b>  Goal: Make water system improvements and support environmental conservation efforts to protect water quality.	(2.1) Protect streams, wetlands, and water bodies from direct or indirect stormwater runoff or other encroachments through setback requirements, development review, and enforcement of the stormwater ordinance.	TE, PC, PD
	(2.2) Promote low-impact stormwater management design including infiltration planters, rain gardens, bioswales, permeable pavement, etc.	TE, PC, PD
	(2.3) Update stormwater ordinance and include green infrastructure incentives and requirements.	TE, PD
	(2.4) Maintain good water quality for Silver Lake by addressing threats to water quality and the overall value of the lake including excessive nutrients from fertilizers, pollutants, sediment, and invasive species.	PD, GTCD
	(2.5) When appropriate, provide sanitary sewer service to the areas around Silver Lake to eliminate reliance on septic systems and protect the lake's water quality.	TE, PD, TB
	(2.6) Protect, restore, and enhance water quality by maintaining and applying natural vegetative buffers, managing stormwater and reducing erosion, and controlling the spread and introduction of invasive species.	PD, GTCD

Categories and Goals	Objective	Responsible Parties
<b>3. Natural Resources: Energy</b> Goal: Support energy efficiency and conservation, and sustainable building practices and products.	(3.1) Improve municipal facility performance whenever possible.	TB
	(3.2) Support installation of energy generation from renewable resources, including wind, solar, and geothermal.	PC, PD
	(3.3) Emphasize building re-use and flexibility of uses whenever feasible.	PC, PD, TB
	(3.4) Direct development towards areas with access to existing roads, pathways, water, sewers, and other infrastructure within or contiguous to existing development.	PC, PD
<b>4. Natural Resources: Agricultural Land</b> Goal: Preserve prime and unique farmland and maintain agricultural character.	(4.1) Support farmers and agricultural landowner efforts to grow products.	PC, PD, TB
	(4.2) Encourage the preservation of agricultural land by encouraging infill development and promoting density in areas already served by public infrastructure.	PC, TB
	(4.3) Support agritourism uses, including farm markets, u-pick operations, on-farm retail, farm-stays, and small events in the agricultural areas, particularly in the southeast Garfield (Spring Hill) area.	PC, TB
<b>5. Parks and Trails</b> Goal: Foster a system of high-quality active and passive parks connected by trails.	(5.1) Fund, operate, and maintain parks in a way that gives people the amenities they need in a safe and clean park environment and that encourages a healthy lifestyle.	PRC, PD, TB
	(5.2) Establish corridors of undeveloped land preserved for recreational use or environmental protection.	PRC, PD, TB
	(5.3) Improve accessibility to parks by building a connected system including trails, bike paths, sidewalks, roadways, and transit.	PRC, PD, TB, TART, BATA
	(5.4) Continue to update natural resource inventories and maps to provide context in development reviews, zoning policy considerations, and planning efforts.	PRC, PD
	(5.5) Regularly update the Parks and Recreation Master Plan.	PRC, PD, TB
	(5.6) Update and maintain a non-motorized transportation plan for sidewalks, bike paths, nature trails, and bike lanes.	PRC, PC, PD
	(5.7) Update zoning requirements for pedestrian circulation and non-motorized transportation.	PC, PD, TB

Categories and Goals	Objective	Responsible Parties
	(5.8) Support conversion of rail lines to non-motorized trails.	PRC, PD, TB, TART
<b>6. Housing</b> Goal: Provide a balance of housing choices with a variety of housing types.	(6.1) Promote areas for new single-family homes, particularly starter homes.	PC, PD, TB
	(6.2) Expand water and sewer infrastructure and extend streets where necessary to support development for higher density residential development.	TE, PD, TB
	(6.3) Identify additional approaches to permit attached, moderate density housing such as townhomes, duplexes, triplexes, and quadplexes in residential and mixed-use zoning districts.	PC, PD, TB
	(6.4) Increase the opportunities for moderate density housing in areas served by existing and planned water and sewer infrastructure, including Barlow Garfield, LaFranier Hill, Spring Hill, and Northwest Garfield districts.	PC, PD, TB
	(6.5) Alter zoning standards and requirements for housing, including creating districts that allow for mixing of residential uses with non-residential uses, establishing definitions for housing types not currently identified, providing for smaller residential lot sizes in certain districts, adjusting minimum requirements for dwelling units per acre, and streamlining permitting processes where feasible.	PC, PD, TB
	(6.6) Consider inclusion of accessory dwelling units (ADUs) based on market demand and locations served by existing and planned water and sewer infrastructure.	PC, PD, TB
	(6.7) In addition to current payment in lieu of taxes (PILOT) housing ordinance, consider additional incentives that offset the cost of constructing housing units.	TB
	(6.8) Foster home ownership through streamlining requirements, incentives, partnerships, and other means.	PC, PD, TB
	(6.9) Increase residential density in northwest Garfield from one unit per acre up to six units per acres due to increased utility services and proximity to the urban area.	PC, PD, TB

Categories and Goals	Objective	Responsible Parties
<p><b>7. Transportation and Infrastructure: Streets and Roads</b></p> <p>Goal: Support the improvement, maintenance, and connectivity of streets and roads.</p>	(7.1) Plan for land uses within corridors by orienting buildings toward the road, keeping parking areas to the side or rear, incorporating cross-access between parcels, limiting driveways, and clustering development and including a mix of land uses.	PC, PD
	(7.2) Require traffic impact reports as appropriate to address land use development impacts on streets and roads.	PC, PD
	(7.3) Support street and road designs consistent with the character of the community.	PC, PD, GTCRC, MDOT
	(7.4) Improve road network connectivity and cross-access circulation through development and site condominium review.	PC, PD, GTCRC, MDOT
	(7.5) Plan for the Hartman-Hammond corridor crossing of the Boardman-Ottaway River with complimentary future land uses and preservation of open spaces.	PC, PD, GTCRC
	(7.6) Continue access management requirements, including controlling access location, design, spacing, and operation, and coordinate their application with the Grand Traverse County Road Commission and the Michigan Department of Transportation. Specifically, access management plans are desired for key corridors including the South Airport Road corridor from Cass Road to Townline Road, and the US 31 corridor from Hartman Road to the Township/City line, or others to be identified in the future.	PC, PD, GTCRC, MDOT
	(7.7) Regulate commercial and industrial driveway and alleys.	PC, PD, TB
	(7.8) Maintain and enforce street and road design standards.	PC, PD, TB
	(7.9) Work with the Grand Traverse County Road Commission to prioritize and organize improvements, including coordinating development of an asset management plan.	GTCRC, TB
	(7.10) Enable access to land uses while maintaining roadway safety and mobility through controlling access location, design, spacing and operation on key corridors.	PC, PD, GTCRC, MDOT
	(7.11) Expand needed public and private street connections and sidewalk and pathway connections through collaboration with the Grand Traverse County Road Commission, the Michigan Department of Transportation, property owners, and private developers.	PC, PD, GTCRC, MDOT
	(7.12) Actively participate in TTCI through representation on its policy and technical committees.	TB, PD, TTCI

Categories and Goals	Objective	Responsible Parties
<b>8. Transportation and Infrastructure: Parking and Sidewalks</b>  Goal: Establish a coordinated, efficient, and attractive system of pathways, sidewalks, and parking areas.	(8.1) Develop, maintain, and implement a non-motorized transportation plan for improved pedestrian and bicycle circulation.	PRC, PD, TB, TART
	(8.2) Support conversion of rail lines to non-motorized trails.	PRC, PD, TB, TART
	(8.3) Maintain and enforce parking area standards, including landscaping, loading, and stormwater management.	PRC, PD, TB
	(8.4) Coordinate construction of non-motorized infrastructure with road improvement projects.	PRC, PD, TB, GTCRC, MDOT
<b>9. Transportation and Infrastructure: Water and Sanitary Sewer</b>  Goal: Improve, expand, and maintain critical water and sewer infrastructure.	(9.1) Support long term asset management of water and sewer infrastructure, including major equipment replacement, upgrades to infrastructure to accommodate system demands and/or deficiencies.	TE, TB
	(9.2) Plan for new land use development areas to be served by water and sewer.	PC, PD
	(9.3) Direct development to areas which are served by adequate facilities which can support higher density and mixed uses.	PC, PD
	(9.4) When appropriate, provide sanitary sewer service to the areas around Silver Lake to eliminate reliance on septic systems and protect the lake's water quality.	TE, TB
<b>10. Transportation and Infrastructure: Stormwater</b>  Goal: Establish requirements for stormwater management to reduce flooding, protect people and property, and support healthy streams and rivers.	(10.1) Require on-site stormwater management measures for the retention, detention, and distribution of stormwater in a manner that minimizes the possibility of adverse impacts on both water quantity and water quality during development.	TE, PC, PD
	(10.2) Require best practices for stormwater management through development review.	TE, PC, PD
	(10.3) Encourage the use of low-impact stormwater management design techniques (rain gardens, bio swales, permeable pavement, etc.), especially in areas adjacent to environmentally sensitive areas or in circumstances where water is proposed to be redirected into environmentally sensitive areas.	TE, PC, PD
	(10.4) Consider options for shared stormwater retention basins and stormwater management districts which allow for consolidation of stormwater management.	TE, PC, PD

Categories and Goals	Objective	Responsible Parties
<b>11. Economic Development</b> Goal: Encourage a diverse and stable economic base.	(11.1) Recognize that the quality of place is an economic driver by promoting Garfield as an attractive place to live and work, by improving parks, expanding trails, and other community infrastructure.	PRC, PC, PD, TB
	(11.2) Improve the physical appearance of business districts through development reviews.	PC, PD
	(11.3) Continue to implement an attraction and retention strategy for businesses and economic growth.	TB, Traverse Connect
	(11.4) Plan and zone for mixed-use commercial centers and efficient reuse of existing buildings and sites.	PC, PD
	(11.5) Promote and encourage tools, such as brownfield redevelopment financing and the Opportunity Zone, to help incentivize investment for redevelopment and new development in areas of economic need.	PC, PD, TB
<b>12. Public Safety</b> Goal: Support collaborations which promote public safety.	(12.1) Collaborate with Metro Fire and law enforcement on land use development reviews.	MF, GT County Sheriff
	(12.2) Improve municipal water service that supports fire protection in new developments.	TE, TB
	(12.3) Participate in planning efforts to mitigate natural hazards.	TB, GT County
	(12.4) Provide facilities necessary for high quality public safety services.	TB