

CHARTER TOWNSHIP OF GARFIELD PLANNING COMMISSION MEETING

Wednesday, March 22, 2023 at 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 – March 8, 2023

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

7. New Business

- a. Master Plan Update – Housing Analysis and Recommendations, Meetings with Neighboring Communities, and Vision and Core Concepts

8. Public Comment

9. Other Business

10. Items for Next Agenda – April 12, 2023

- a. Hickory Forest and Hickory Meadows Rezoning – Public Hearing
- b. Pine Grove Homes Special Use Permit – Public Hearing
- c. Ligon Bed and Breakfast Special Use Permit Major Amendment – Public Hearing

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
March 8, 2023**

Call Meeting to Order: Chair Racine called the March 8, 2023 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 McManus, Joe Robertson, Pat Cline, Chris DeGood, John Racine and Robert Fudge

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

1. Public Comment (7:00)

None

2. Review and Approval of the Agenda – Conflict of Interest (7:01)

Agostinelli moved and Cline seconded to approve the agenda as presented

Yeas: Agostinelli, Cline, Fudge, Robertson, DeGood, McManus, Racine

Nays: None

3. Minutes (7:03)

a. February 28, 2023 Joint Meeting

McManus moved and Robertson seconded to approve the February 28, 2023 Joint Meeting minutes as presented.

Yeas: McManus, Robertson, Agostinelli, Fudge, Cline, DeGood, Racine

Nays: None

4. Correspondence (7:02)

Sych pointed out that an article on housing was included in commissioner packets.

5. Reports (7:02)

Township Board Report

Agostinelli had no report.

Planning Commissioners

i. Zoning Board of Appeals

Fudge had no report

- ii. **Parks and Recreation Commission**
DeGood reported that staff is working on a Michigan Natural Resources Trust Fund (MNRTF) grant for the Commons Natural Area.
- iii. **Joint Planning Commission**
McManus had no report

Staff Report

- i. **PD 2023-32 – Planning Department Monthly Report – March 2023**
Hannon stated that the Township Parks and Recreation Master plan was approved by the Michigan Department of Natural Resources and Staff is working on the MNRTF grant for a public meeting at the Township Board level.

6. Unfinished Business

None

7. New Business

- a. **PD 2023-28 – Hickory Forest and Hickory Meadows Rezoning – Introduction (7:05)**

The Joint Recreation Authority is requesting the rezoning the “Hickory Forest” parcel (#05-005-050-10) from the A-Agricultural district to the P-R Park and Recreation district via the Zoning Map Amendment process, without restriction.

Upon review by Staff, it was suggested to include the three “Hickory Meadows” parcels to create consistent zoning of parkland in this area. These four parcels total 179.03 acres. Three of the subject parcels constitute the Hickory Meadows parkland, and one is the site of Hickory Forest, which is in the process of becoming parkland. All these parcels either are or will be managed by the City of Traverse City & Charter Township of Garfield Recreational Authority. The most compatible zoning districts for the “Agricultural / Rural Land” future land use designation are the A-Agricultural and R-R Rural Residential districts, with R-1 One-Family Residential also being potentially compatible. The proposed P-R zoning district for the Hickory Forest parcel does not match the future land use designation; however, several other factors also need to be considered. The most compatible zoning district for the “Recreational” designation is the P-R Park and Recreation district. The proposed P-R zoning district for the Hickory Meadows parcels matches their future land use designation. Planning Commissioners discussed the application and asked questions. Matt Cowall, Executive Director of the Joint Rec Authority, discussed the two privately held parcels and stated that the owner had no interest in rezoning or selling these parcels.

DeGood moved and Agostinelli seconded THAT application Z-2023-01 BE SCHEDULED for public hearing for the April 12, 2023 Planning Commission Regular Meeting.

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

b. PD 2023-29 – Pine Grove Homes Special Use Permit – Introduction (7:13)

This application is requesting to use an existing vacant site at 4030 Meadow Lane Drive for mobile home sales. This use is described in the Zoning Ordinance as “Sale of Prefabricated Structures” and this use is permitted via Special Use Permit in the C-G General Commercial district. The current Special Use Permit application is considered a new application and subject to all review standards for a new Special Use Permit application. Staff said that this application is generally consistent with what was proposed in 2018.

McManus moved and Robertson seconded THAT application SUP-2023-01, submitted by Rick Newman for a Special Use Permit for the sale of prefabricated structures at Parcel 05-032-001-20, BE ACCEPTED, and BE SCHEDULED for a public hearing for the regular Planning Commission meeting on April 12, 2023, subject to the following additional information being provided by the applicant:

- 1. Materials for the enclosure gate need to be clarified.*
- 2. The applicant shall clarify that the proposed light fixtures will meet the color temperature standard.*
- 3. All plant species on the landscaping plan need to comply with Section 530.F and the ISN Planting Guidelines.*
- 4. All parking aisles for two-way operation shall be at least 20 feet wide.*
- 5. Details for the bicycle rack shall be included on Sheet C-3.*
- 6. The application is subject to additional reviews from other outside agencies including but not limited to the Township Engineer, Metro Fire, Grand Traverse County Department of Public Works, and Grand Traverse County Soil Erosion and Sedimentation Control.*
- 7. An escrow application, including the escrow amount for stormwater review, is required to be submitted*

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

c. PD 2023-30 – Ligon Bed and Breakfast Special Use Permit – Major Amendment- Intro (7:19)

This application requests an amendment to a Special Use Permit (SUP) for use of an existing single-family residence at 5885 Hainey Lane as a Bed & Breakfast Establishment. The SUP was approved by the Planning Commission on February 10, 2021 to permit no more than four (4) guests at any one time. Bed & Breakfast Establishments are permitted via SUP in the A-Agricultural zoning district. Standard #8 in Section 713 of the Zoning Ordinance states that “No more than eight (8) occupants shall be accommodated in any single residence at any one time”. Commissioners pointed out that the term “occupants” could be confusing and needs to be clarified in the Zoning Ordinance as to exactly who the occupants included.

DeGood moved and Agostinelli seconded THAT application SUP-2020-03-A for a Special Use Permit amendment for an existing bed and breakfast establishment at 5885 Hainey Lane BE SCHEDULED for a public hearing at the April 12, 2023 Planning Commission Regular Meeting.

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

8. Public Comment (7:35)
None

9. Other Business (7:35)

a. PD 2023-31 – South 22 – Discussion

On October 13, 2021, the above referenced application was approved by the Planning Commission for 216 multi-family units. On July 25, 2022, an administrative amendment to the Special Use Permit was approved. As part of the amendment, the number of multi-family units was reduced to 204 based on internal reconfiguration of the floor plans for the three apartment buildings. Initial site preparation has been underway. At this time, the developer’s representative indicated to the Township that the approved design and layout was not going to be financially feasible to construct. Therefore, the developer is seeking an alternative layout that follows the same form as the current Ridge45 development. Ridge45 is a separate development but was built by the same developer. Essentially, both South22 and Ridge45 would have the same appearance as one continuous development. After further review of the Zoning Ordinance, the Staff determined that there is no legal mechanism to alter the approved Special Use Permit for South22 and merge it with the approved Special Use Permit for Ridge45. Staff recommends that the Special Use Permits for both South22 and Ridge45 be amended simultaneously with new approvals referencing the

connection and relation between the two developments. Both developments will maintain separately approved Special Use Permits. A representative from Ridge 45 stated that the most noticeable change will be increased greenspace and a slight reduction in density. Scott Jozwiak, engineer for the developer, stated that amenities will be shared until such a time that it was apparent more were needed to serve the residents of both developments. Staff will look into a ratio for residents versus amenities offered. Commissioners discussed the two SUP's and it was determined that two public hearings would be needed to amend both SUP's.

10. Items for Next Agenda – March 22, 2023 (8:16)

- a. **Master Plan Update - Housing Analysis and Recommendations, Meetings with Neighboring Communities, and Vision and Core Concepts**

11. Adjournment

Fudge moved to adjourn the meeting at 8:20pm.

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

HOUSING ANALYSIS AND RECOMMENDATIONS

In the adopted Township Strategic Plan, the Housing goal states, “provide for a balance of housing choices with a variety of housing types.” This goal is a foundation for expanding the role of the Master Plan in advancing the opportunity for the construction of new housing in Garfield.

Recently, the Township Board identified three priorities for consideration in the Master Plan related to housing:

- Promote areas for new single-family homes
 - This focus is on starter homes which may include smaller home sizes on smaller lots in areas of the Township that are appropriate
- Improve the east side of the Township
 - While not specifically mentioning housing, a priority of this area is to provide a variety of housing types as noted in the Barlow Garfield Neighborhood Plan
- Expand water and sewer infrastructure and extend streets where necessary to support development
 - New areas for higher density residential development need to be identified

The following analysis provides the basis for a housing discussion by the Planning Commission with feedback on the recommendations.

2021 HOUSING PROFILE

Source: American Community Survey 2021 5-year, U.S. Census Bureau

	Garfield Township	City of Traverse City	East Bay Township	Grand Traverse County	Michigan
Population	19,232	15,263	11,558	95,860	10,050,811
Square Miles	26.6	8.3	40.0	464.3	56608.3
People per Square Mile	723.4	1,844	289.1	206.4	177.5
Age	41.2	40.4	45.5	43.4	39.8
Median Household Income	\$53,327	\$64,033	\$77,454	\$69,393	\$63,202
Number of Households	8,588	6,844	4,695	38,511	3,976,729
Persons per Household	2.2	2.1	2.5	2.4	2.5
Total Housing Units	9,088	7,851	5,679	45,301	4,566,504
Occupied (%)	94.5	87.2	82.7	85.0	87.1
Vacant (%)	5.5	12.8	17.3	15.0	12.9
Owner occupied (%)	57.8	60.7	85.7	75.9	72.2
Renter occupied (%)	42.2	39.3	14.3	24.1	27.8
Structure Type (%)					
Single family unit	52.8	66.6	86.6	76.7	76.8
Multi-family unit	34.7	33.0	10.6	16.0	18.0
Mobile home	12.5	0.3	2.9	7.3	5.2
Year moved in (%)					
Before 1990	5.4	10.9	9.9	9.1	11.4
1990s	10.4	9.6	18.4	13.6	12.4
2000s	20.6	20.3	20.5	23.4	20.8
2010-2014	14.4	18.4	17.0	17.8	19.2
2015-2016	33.9	30.5	27.7	27.1	28.0
Since 2017	15.0	10.3	6.5	9.0	8.2
Owner-Occupied Housing Units					
Median Value	\$207,600	\$292,800	\$209,700	\$237,200	\$172,100
Value of Owner-Occupied Housing Units (%)					
Under \$100K	22.2	3.0	2.2	10.0	24.6
\$100K - \$200K	26.1	18.7	44.7	29.3	33.5
\$200K - \$300K	25.0	30.7	24.4	27.1	21.0
\$300K - \$400K	15.0	22.2	17.9	15.1	10.4
\$400K - \$500K	5.1	9.3	6.1	7.0	4.8
\$500K - \$1M	6.0	13.8	2.9	9.7	4.8
Over \$1M	0.7	0.9	1.7	1.2	0.5
Geographical Mobility (%)					
Moved Since Previous Year	19.8	16.9	10.8	13.3	12.7
Same house year ago	80.2	83.1	89.2	86.8	87.3
From same county	11.9	8.0	2.7	6.7	7.2
From different county	6.4	5.2	4.8	4.6	3.7
From different state	1.5	3.2	3.1	1.8	1.4
From abroad	0.0	0.5	0.2	0.1	0.4

PAYMENT IN LIEU OF TAXES (PILOT) HOUSING PROJECTS

Through the State Housing Development Act of 1966, the State of Michigan and its political subdivisions may facilitate the provision of adequate housing for its citizens of low income through the provision of an exemption from the payment of ad valorem property taxes with an attendant and consequent payment of service charges in lieu thereof. The Township is authorized by the Act to establish or change the service charge to be paid in lieu of taxes by specific classes of housing exempt from the payment of ad valorem property taxes in amount which is not in excess of the amount of taxes that would otherwise be paid in the absence of such an exemption.

PILOT ORDINANCE

The Township currently has a payment in lieu of taxes (PILOT) ordinance in place that allows projects to be considered. To date, the Township has 15 approved PILOT housing developments in place. These developments include 1,278 housing units or 14% of all housing units in Garfield.

PILOT POLICY

In addition to its PILOT Ordinance, the Township Board established a PILOT policy states the following objectives and guidelines:

OBJECTIVES: A project considered by the Township should achieve one or more of the following objectives:

- Increase housing opportunities for our residents.
- Provide housing options for our workforce, including but not limited to police officers, firefighters, teachers, health care workers, and retail clerks.
- Support employers by supplying housing for their workers.
- Support our growing population and retain residents.
- Improve properties by encouraging attractive, viable building and development.
- Preserve housing units.

GUIDELINES: As part of any project proposal, the following items could be considered and/or provided by applicant:

- Targeting total PILOT units at approximately 15% of total number of housing units in the Township.
- Developing housing that costs 30% or less of a household's income.
- Evidence of housing market demand.
- Evidence of property management performance.
- Consistency with the Township Master Plan and Zoning Ordinance requirements.

These objectives and requirements provide the Township with guidance on evaluating PILOT requests.

HOUSING DEMAND

Understanding the demand for housing requires analysis of the market. Readily available data comes from the US Census Bureau and the 2019 Target Market Analysis conducted by Networks Northwest. The Target Market Analysis does not focus specifically on Garfield but does provide usable County level data that is applicable to Garfield. Here are some noteworthy findings:

- The housing wage is the amount a worker would need to earn to afford a typical rental. In Grand Traverse County, the housing wage is \$17.15 per hour. The affordable rent for a renter earning the mean wage is \$892.
- For workers making a minimum wage of \$9.45 per hour, the affordable rent for a full-time minimum wage worker would be \$491.
- The Target Market Analysis found that the County can support 5,715 new housing units through 2025. Of those, 4,085 would be rentals and 1,630 would be owner units.
- In reviewing travel to work data, around 12,000 workers come into the Township on any given workday (See table below). For Traverse City, it's around 22,000 workers. East Bay is lower at around 3,000 workers. Combined, Garfield Township and Traverse City are the primary location for jobs in the region. Data shows that East Bay functions more as a "bedroom suburb" to the urban area. The desire by workers to live near their place of employment often drives the demand for housing. While the City has a higher number of workers, their ability to provide for housing is limited due to a lack of developable land and higher land costs. Therefore, much of the worker demand focuses on Garfield Township with its available land and supporting infrastructure.

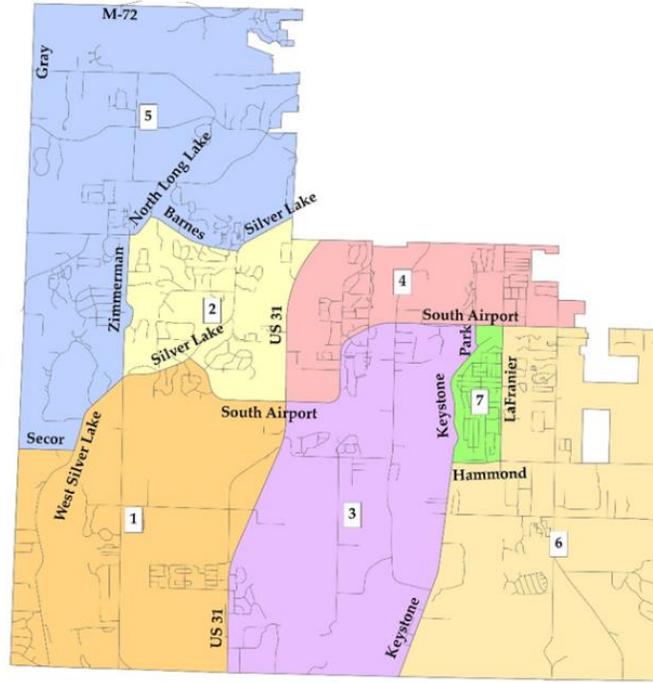
2019 COMMUTING DATA PROFILE

Source: On The Map, 2019, U.S. Census Bureau

	Garfield Township	City of Traverse City	East Bay Township
Work in, but live outside	12,049	21,914	3,261
Live in, but work outside	6,291	4,118	4,863
Live in and work in	1,435	3,237	345

HOUSING OPINION

The following tables illustrates opinions of Garfield residents from the 2022 Community Survey conducted by the Township Board. Responses correspond the voter precinct map provided below:



Do you think Garfield should have more housing? If so, what types of housing should be encouraged in Garfield?

Answer Choices	Responses	Pct 1	Pct 2	Pct 3	Pct 4	Pct 5	Pct 6	Pct 7
Single family subdivisions	52.24% 385	51.85%	45.91%	50.56%	40.51%	63.70%	60.47%	44.44%
Single family rural lots	37.04% 273	43.52%	29.56%	33.71%	22.78%	45.93%	46.51%	22.22%
Townhouses / Condos for single family homeowners	40.98% 302	32.41%	40.88%	47.19%	41.77%	42.96%	45.35%	48.15%
Duplexes	16.42% 121	14.81%	11.95%	20.22%	24.05%	14.81%	15.12%	22.22%
Triplexes / Quadplexes	9.50% 70	7.41%	6.29%	8.99%	12.66%	9.63%	13.95%	11.11%
Apartments for renters	36.50% 269	27.78%	33.33%	43.82%	50.63%	28.89%	41.86%	44.44%
Mobile home subdivisions	5.70% 42	12.04%	1.89%	4.49%	8.86%	3.70%	3.49%	11.11%
Senior living / Independent living	44.64% 329	48.15%	47.17%	41.57%	56.96%	33.33%	41.86%	48.15%
Accessory dwelling units (i.e., granny flats)	17.64% 130	21.30%	18.24%	15.73%	22.78%	14.81%	16.28%	22.22%
Answered	737	108	159	89	79	135	86	27

What type of housing should be encouraged in the area where you live? (Check all that apply)

Answer Choices	Responses		Pct 1	Pct 2	Pct 3	Pct 4	Pct 5	Pct 6	Pct 7
	Single family subdivisions	48.08%	351	45.45%	52.53%	35.56%	35.00%	58.02%	54.65%
Single family rural lots	36.58%	267	44.55%	30.38%	30.00%	15.00%	51.91%	45.35%	22.22%
Townhouses / Condos for single family homeowners	33.01%	241	23.64%	32.28%	35.56%	40.00%	33.59%	37.21%	40.74%
Duplexes	13.56%	99	12.73%	12.66%	15.56%	18.75%	14.50%	10.47%	11.11%
Triplexes / Quadplexes	7.81%	57	4.55%	6.96%	10.00%	8.75%	9.16%	8.14%	3.70%
Apartments for renters	25.48%	186	22.73%	24.05%	37.78%	35.00%	14.50%	23.26%	48.15%
Mobile home subdivisions	4.25%	31	9.09%	1.90%	2.22%	7.50%	3.05%	1.16%	14.81%
Senior living / Independent living	35.07%	256	36.36%	39.87%	28.89%	42.50%	22.90%	30.23%	51.85%
Accessory dwelling units (i.e., granny flats)	15.48%	113	17.27%	13.29%	13.33%	17.50%	14.50%	17.44%	22.22%
Answered		730	110	159	90	80	131	86	27

Please indicate whether you agree or disagree with the following statements

	Strongly agree	Agree	Disagree	Strongly disagree	Total
Outer edges of Garfield should stay mostly residential and agricultural in character.	39.51%	53.61%	5.94%	0.93%	858
Large, new housing development should include a variety of housing types (i.e., single family homes, duplexes, apartments, etc.).	19.28%	50.42%	20.00%	10.30%	835
Garfield should direct dense, multi-family residential development to places which are closer to Traverse City.	15.92%	48.85%	29.04%	6.20%	823
Garfield should permit short term rentals.	9.07%	26.27%	32.51%	32.16%	849
Garfield should permit accessory dwelling units (i.e., granny flats)	13.30%	47.28%	25.03%	14.39%	827

ZONING ORDINANCE DEFINITIONS FOR RESIDENTIAL USES

The following are definitions in the Zoning Ordinance which relate to housing:

Apartment: A room or suite of rooms, including bath and kitchen facilities, located in an accessory structure or in a two-family or multiple-family dwelling intended or designed for use as a non-transient residence by a single family.

Boarding Residence: An owner-occupied residence where non-related individuals are provided with room and board on a long-term basis.

Commercial District Housing Development: A residential development in a commercial district which includes elements that contribute to the function of the development as a cohesive site, such as design elements and common open space, or where a livable space is incorporated into an approved commercial business or office such as an upper floor apartment.

Dwelling: Any building or structure or part thereof which contains one (1) or more dwelling units. For the purposes of this Ordinance, "Mobile Home" and "Recreational Unit" are each defined separately.

Dwelling, Single-Family: A dwelling unit designed for exclusive occupancy by a single family that is not attached to any other dwelling by any means and is surrounded by open area or yards.

Dwelling, Multiple-Family: A dwelling or group of dwellings on one lot used or designed to contain separate living units for three (3) or more families, including triplex units, apartment houses, cooperatives, garden apartments and condominiums.

Dwelling, Two-Family (Duplex): A building containing two single family dwelling units totally separated from each other by an un-pierced, above ground, wall or floor and occupied exclusively by two (2) families living independently of each other.

Dwelling Unit: A building or portion thereof designed exclusively for residential occupancy by one (1) family and having cooking facilities.

Family: (1) An individual, or two (2) or more persons related by blood, marriage or adoption, together with foster children and servants of the principal occupants, with not more than one additional unrelated person, who are domiciled together as a single, domestic, housekeeping unit in a dwelling unit, or (2) a collective number of individuals domiciled together in one dwelling unit whose relationship is of a continuing non-transient domestic character and who are cooking and living as a single nonprofit housekeeping unit. This definition shall not include any society, club, fraternity, sorority, association, lodge, coterie, organization or group of students or other individuals whose domestic relationship is of a transitory or reasonable nature or for an anticipated limited duration of a school term or other similar determinable period.

Farm Employees House: A dwelling for farm employees associated with the principal use of the property as an agricultural operation.

Live-Work Unit: A dwelling unit which is an accessory use to a primary office, studio, or other similar commercial use, designed as an integral part of the building where the primary commercial use is at the

ground floor entrance to the building, and where the occupant is either an owner or an employee of the office, studio, or other commercial use.

Long-Term: In relation to the occupancy of a building or dwelling unit, any period of thirty (30) or more consecutive days.

Mobile Home: A structure, transportable in one or more sections, which is built on a chassis and designed to be used as a dwelling with or without permanent foundation, when connected to the required utilities and includes the plumbing, heating, air- conditioning and electrical systems contained in the structure. Mobile home does not include a recreational unit.

Mobile Home Park: A parcel or tract of land under the control of a person upon which 3 or more mobile homes are located on a continual, nonrecreational basis and which is offered to the public for that purpose regardless of whether a charge is made therefore, together with any building, structure, enclosure, street, equipment, or facility used or intended for use incident to the occupancy of a mobile home.

Mobile Home Subdivision: A subdivision approved under Act 288 of the Public Acts of 1967, as amended, which by deed restrictions has been designated solely for occupancy by mobile homes.

Short-Term: In relation to the occupancy of a building or dwelling unit, any period of less than thirty (30) consecutive days.

USE DISTRICT AND DIMENSIONAL REQUIREMENTS

Some form of housing-related land uses is permitted in all zoning districts except the P-R Park-Recreation District.

HOUSING-RELATED LAND USES BY ZONING DISTRICT

Use Name	R-1	R-2	R-3	R-R	R-M	C-L	C-O	C-G	C-H	C-P	I-G	I-L	A	Conditions
Boarding Residence			SUP											§ 714
Commercial District Housing Dev.								SUP	SUP	R				§ 725
Dwelling, Single Family	R	R	R	R									R	
Dwelling, Two-Family		R	R											
Dwelling, Multiple Family			SUP											
Farm Employees House													SC	
Live-Work Unit							R			R	R	R		
Mobile Home					R									
Mobile Home Park					SC									§ 759
Mobile Home Subdivision					SC									
Other Regulations														
Limited Residential Uses in Commercial (Units above first floor commercial)						✓		✓	✓	✓				§ 615

SCHEDULE OF REGULATIONS

Zoning District	Minimum Lot Area (sq. ft.)	Minimum Lot Width (ft.)	Maximum Height (ft.)	Setbacks			Max. Lot Coverage	Min. Building Cross-Section (ft.)
				Front	Side	Rear		
R-1 (w/ sewer)	15,000	100	35	30	10	30	30%	24
R-1 (w/o sewer)	20,000	100	35	30	10	30	30%	24
R-2 (1 family, w/ sewer)	12,000	80	35	30	10	25	30%	24
R-2 (1 family, w/o sewer)	15,000	100	35	30	10	30	30%	24
R-2 (2 family, w/ sewer)	10,000	75	35	25	10	25	30%	24
R-2 (2 family, w/o sewer)	13,500	80	35	30	10	30	30%	24
R-3	10,000 / DU (1F) 6,000 / DU (2F) 4,000 / DU (MF)	70 / DU (first 2 units) + 10 / DU (next 6 units) + 5 / DU (ea. add. unit) 250 (maximum)	40	25	10 (1F) 15 (2F) 20 (MF)	20	35%	24
R-R	43,560	110	35	30	15	35	20%	24
A	43,560	110	35	30	20	35	20%	24

RECOMMENDATIONS

To expand housing supply and choice in Garfield, the following recommendations are initial ideas for discussion by the Planning Commission. Feedback from the Planning Commission will form draft policy and recommendations for inclusion in the Master Plan document. The draft policy and recommendations will be presented at the June study session.

MASTER PLAN POLICY IDEAS

- Supporting Policy for Starter Homes. The Township Board wants to promote the construction of more starter homes in Garfield. A starter home is generally 750 to 1,250 square feet and typically placed on a lot of about 10,000 square feet in area. The Master Plan affords the opportunity to establish land use policy for starter homes, including identifying the need and areas suitable for their construction.
- Supporting Policy for PILOT Projects. The Master Plan may provide supportive policy for the application of PILOT projects in Garfield. Recently, a new law has expanded their potential application. Previously, local units of government could only offer a PILOT in conjunction with approved state or federal programs/subsidies in a project. A new public act (Public Act 239 of 2022) allows local units of government the discretion to allow a PILOT agreement for residential development or rehabilitation. Other new acts include:
 - *Attainable Housing Facilities Act*. Local governments may create an “attainable housing district” where property owners can apply for partial tax exemptions.
 - *Neighborhood Enterprise Zone Expansion*. Establishing a Neighborhood Enterprise Zones (NEZ) supports investment for infill revitalization for owner-occupied housing and mixed-use buildings.
 - *Residential Facilities Exemption Act*. The creation of a Residential Facilities Exemption would allow a temporary tax abatement on qualified new housing development in districts established by local units of government similar to the Attainable Housing District law.
- Supporting Policy for Accessory Dwelling Units. The Master Plan may provide supportive policy for permitting accessory dwelling units in Garfield. An accessory dwelling unit (ADU) is a separate and secondary dwelling unit to a principal dwelling unit. An ADU may provide additional affordable housing units in a community or adjacent housing for an elderly relative or resident for house-sharing responsibilities. Currently, Garfield permits a form of an ADU. A farm employees house is permitted in the Agricultural District. An ADU may take many forms:
 - An apartment that is carved out of a home (principal dwelling) with a private entrance
 - An apartment above the garage with a separate entrance
 - A free-standing permanent structure like a carriage house
 - A free-standing temporary structure that may be called a granny flatAn ADU could be permitted with the following limitations:
 - Temporary basis (i.e., modular or mobile home)
 - Location by zoning district
 - Square footage of the unit
 - Number of occupants
 - Expiration clauses (i.e., unit must be removed if the occupant dies)
- Identifying New Residential Development Areas. The Master Plan may identify future land use designations for areas for new residential development in Garfield. Staff has identified the following potential areas for new residential development:
 - Infill development along the Barlow and Garfield (between South Airport and Hammond) corridors
 - Open land west of Sam’s Club, south of South Airport Road
 - Northwest area along the Zimmerman/Harris corridor

- Southwest area along the Emerson/Birmley corridor
- Northwest area of Rennie School Road and US-31

ZONING ORDINANCE AMENDMENT IDEAS

- Zoning for Starter Homes. Recommended zoning ordinance requirements may focus on home sizes and lot sizes. The zoning ordinance currently permits a minimum home size of 576 square feet. So, changing home sizes may not be necessary. However, minimum lot sizes may be an opportunity. The minimum lot size in the R-1 district is 15,000 square feet with sewer service and 12,000 square feet with sewer service in the R-2 district. Duplexes are permitted in the R-2 district but the total square feet required is 24,000 (i.e., 12,000 square feet per each of the two units in a duplex). There could be areas within Garfield that permit smaller lot sizes provided there is sewer service.

Case Study Challenge: There is an existing 864 square foot home on Boon Street with three bedrooms, one bath, and a one-car attached garage. The lot is 9,583 square feet and is served by water and sewer. Outside of a Planned Development, this type of home could not be built today due to the small lot size. The R-2 zoning district may be a good place to allow for smaller lot sizes.

- Other Potential Zoning Ordinance Amendments. The following ideas are for discussion:
 - Ensure there are definitions and provisions for all housing/building types. Not currently identified are attached housing (townhomes or rowhouses) and cottage/bungalow courts.
 - Alter zoning districts and associated uses that allow for mixing of residential uses with non-residential uses. This effort will also allow for reorganization for of Commercial District Housing/Accessory Residential provisions currently in the Zoning Ordinance.
 - Make dimensional changes as needed (i.e., provisions for small lot sizes in certain districts)
 - Review and adjust housing unit levels (density)
 - Streamline permitting processes (i.e., permit up to 10 multi-family residential units by right)

PLANNING WITH NEIGHBORING COMMUNITIES

Neighboring local units of government make land use and development decisions that impact Garfield. Communication and coordination between units of government helps Garfield attain its goals with a positive interaction with its neighbors. Staff met with planners from adjacent communities and studied their plans. The following comments layout highlights of this analysis.

CITY OF TRAVERSE CITY

In many ways, Garfield is an extension of the city land use pattern. However, significant natural features, such as Boardman Lake and wetlands, along with topography fragment the pattern. The result places pressure on connecting street corridors. Discussions focused on specific corridors that tie the City and Garfield together:

- Front and Cedar. From the city, West Front Street traverses into Garfield and becomes North Long Lake Road at the intersection of Cedar Run Road and Medical Campus Drive. Initially, Front Street is a westward extension of the downtown core. As it moves west past Division Street, a mix of commercial with residential emerges. The zoning is commercial, but the district allows for residential uses. As Front Street meets the city boundary, it becomes solely residential zoning. Moving into Garfield, this corridor would work well for a blend of office and mix residential, specifically multi-family residential units. The focus here is building on the significant presence of the Munson Medical Center and its ancillary uses. The multi-family residential affords opportunity for healthcare workers to live within walking distance of their place of work.
- Silver Lake and US-31. Silver Lake Road as it exits the city is expected to remain a mix of residential, office, and institutional uses while US-31/Division will remain general commercial.
- Veterans. This year, the City will be making improvements to its portion of Veterans Drive by narrowing motorized lanes and making the bike lanes official. The Road Commission will be coordinating its resurfacing of Veterans Drive this year with the City. With its lower traffic volumes and mix of residential and office uses, this corridor provides ideal opportunity to connect with the city with non-motorized infrastructure improvements (i.e., bike lanes, sidewalks).
- Cass. This corridor is to remain an industrial/commercial focus with the Township. No changes are anticipated within the city.
- Woodmere/Barlow. These parallel corridors are historically industrial in nature. More recently, residential uses have emerged, such as Premier Place. Innovative production uses such as Cherry Capital Foods have also appeared. With proximity to the urban core and services, these corridors could be transformed into a wide mix of land uses ranging from multi-family residential to creative makerspaces. The proximity to the airport will most likely have an impact on uses planned for this area.
- Garfield. Historically, Garfield Avenue is one of the first commercial corridors established outside the downtown. The effort by the Township is to maintain this area with a viable, active commercial area, particularly due to proximity to the airport and the urban core. There is concern about construction of sidewalks along Garfield Avenue in the airport area as there has been resistance by the Airport to permit them.
- Hickory Hills. Discussion about the Hickory Hills ski area focused on the future need for an alternate access (e.g., Barney Road).

ELMWOOD CHARTER TOWNSHIP AND LONG LAKE CHARTER TOWNSHIP

This discussion was combined with both townships since M-72 is a common corridor of interest for all three townships, particularly the M-72/Grey (Bugai) Road intersection. The land use planning policies for this area are different by the other two townships. Long Lake has a more development approach, including multi-family residential and possibly commercial at the intersection, while Elmwood is maintaining a more agricultural/rural landscape.

Long Lake Charter Township

- The northeast corner of Long Lake (Section 1) is planned for the highest density in the township. There is noticeable development activity, including the following:
 - Edge 72, a new multi-family development, is underway near the intersection of M-72 and Gray Road.
 - Jacob's Farm on M-72, west of Gray Road, is becoming increasingly popular with tourist/recreation focused land uses beyond agriculture.
 - Blarney Castle Oil purchased property at the southwest corner of M-72 and Gray Road. Plans are uncertain at this time.
 - Additional residential developments are also planned in this area of Long Lake.
- Municipal water service will becoming available soon in this area of Long Lake with the agreement by Garfield to provide water service. Water service is needed for residential areas suffering from high nitrites in well water. The water service will also support new development.
- Beyond land use development, there are opportunities for non-motorized trail connections between Long Lake and Garfield, including along Barney Road, utility line corridors, and North Long Lake Road.

Elmwood Charter Township

- The north side of the M-72 corridor in Elmwood is designated and zoned as agricultural / rural land.
- Elmwood recently completed an updated Parks and Recreation Master Plan. There is land along the M-72 corridor that is designated as a future resort with residents interested in seeing it be a park.

EAST BAY CHARTER TOWNSHIP

There have been recent discussions between Garfield and East Bay regarding land use coordination, including a joint study of Planning, Zoning & Development Consistency on the Hammond Road Corridor in 2021 and review of the East Bay Township Master Plan by the Planning Commission in 2022.

- Hammond. While East Bay has higher density uses such as multi-family residential and industrial planned east of Townline Road, Garfield has low intensity uses, mainly agricultural, planned west of Townline Road. This planned land use pattern in Garfield is primarily due to the prevalence of wetlands and an active farm operation. While not appearing as a congruent land use pattern, the break of intensity allows for less congested flow of traffic on Hammond Road. Furthermore, wetlands are also located in this area of East Bay. As development occurs in East Bay, wetland delineations will be required that may reduce the actual amount of development.
- South Airport. This corridor has more consistent planned land uses with multi-family residential designated for both townships on the south side of South Airport Road. The north side of South Airport Road is owned by the Airport and includes the Airport and commercial uses.

BLAIR TOWNSHIP

The land uses planned along the boundary between Garfield and Blair are generally compatible. Higher intensity uses including commercial and multi-family residential, are established, and planned along Rennie School Road. There is opportunity to connect development along Rennie School Road with the possible motorized and non-motorized extension of Stadium Drive in Blair into Garfield onto the Oleson Foundation development parcel.

For areas from Rennie School Road east towards Garfield Road, low density residential and agriculture are planned. Residential is planned by both townships for the area around Silver Lake which is in both townships.

DRAFT

INTRODUCTION

In 2019, the Board of Trustees developed and adopted the Township Strategic Plan. The Strategic Plan outlines a vision, mission, and goals that reflect community values and provides guidance for decisions made in the best interest of the Township. Here, the Strategic Plan provides a foundation for the development of the Master Plan as its chapters advance the strategic goals.

STRATEGIC PLAN

- Identity. Develop a strong identity that conveys the character and values of the community to the region and beyond.
- Economic Development. As part of a regional hub in Northern Michigan, promote Garfield Township as a great place for business development and job opportunities.
- Public Safety. Support collaborations which promote public safety including police, fire, and emergency medical services.
- Parks and Trails. Foster a system of high-quality active and passive parks connected by trails.
- Water Quality. Make water system improvements and support environmental conservation efforts to protect water quality.
- Housing. Provide for a balance of housing choices with a variety of housing types.
- Transportation and Infrastructure. Invest in transportation and infrastructure which support high-quality development.
- Partnerships. Participate in local and regional partnerships to advance community interests.
- Fiscal Responsibility. Deliver effective public services to the community and operate with fiscal efficiency.

VISION AND CORE CONCEPTS

The vision is a statement articulating what we want our Township to look and feel like in the future. The supporting core concepts provide broad ideas that work towards implementing the vision and establish a basis for the planned land uses. Finally, the identification and planning for districts, nodes, and corridors establish further definition of the core concepts in a desired pattern of development.

VISION

Garfield is...

- a vibrant, thriving, safe community served by a fiscally stable, efficient government.
- a place where the Boardman River and Silver Lake are testimonies to the local value of clean water.
- a livable and memorable community interspersed by beautiful parks and connecting trails.
- a regional economic center where interconnected transportation and infrastructure systems allow for smooth traveling and flow of commerce.
- a leader in meeting regional challenges.

CORE CONCEPTS

- Many Places. One Township. One Plan. Garfield is formed by different places that vary by a mix of uses, density, building form, land use patterns, and natural amenities. The Master Plan is an integrated effort that connects these different places through one, shared vision.
- Access to Quality Housing Choices. Garfield provides a wide array of housing options for existing and new residents. The Master Plan is the foundation for zoning and other mechanisms that ensure the construction of housing in walkable settings linked to services, goods, and valued open spaces.
- Balancing a Resilient Economy and a Flourishing Ecosystem. Garfield has a diverse economy and tax base that coexists with a protected and enhanced natural environment. The Master Plan promotes the design of the built environment that is sensitive to natural features.
- Better Corridors = Connected Community. The different places in Garfield affect connectivity and how people travel. The Master Plan supports a complete and connected transportation system so that users can travel to locations that matter most.

DISTRICTS, NODES, AND CORRIDORS

Districts, nodes, and corridors provide a hierarchical set of identified land use and development patterns within the Township that support the above core concepts. This Plan identifies and strengthens districts and nodes and binds them with corridors by aligning future land use designations, future connections, and planning policies that increase the vitality of these emerging places.

- Districts. A district is a large expanse within the Township that has noticeable concentrations of residential, commercial, and/or institutional uses. Districts may be further defined by geographic features and access from major roads. A district may serve the needs of residents and visitors to the area.
- Nodes. Smaller than a district, a node is a highly concentrated activity center of residential, commercial, and/or institutional uses. Typically centered around prominent roadway intersections, a node serves the daily needs of nearby residents and has the potential to convey a strong sense of place.
- Corridors. Corridors are linear areas centered on a major road that connect places and support transportation needs. Corridors are further defined by land uses and land use patterns such as commercial, institutional, office, and/or industrial. Corridors link nodes and districts together within Garfield and beyond.